

14

Cascadia Subduction Zone Catastrophic Annex

ESF 14 – Long-Term Community Recovery

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ESF 14. Long-Term Community Recovery

ESF 14 Tasked Agencies	
Primary Agencies	Oregon Business Development Department (OBDD) Oregon Emergency Management (OEM) Governors Recovery Planning Cell/Governors Recovery Cabinet
Supporting Agencies	Department of Administrative Services (DAS) Oregon Department of Agriculture (ODA) Oregon Housing and Community Services Department (OHCS) Department of Land Conservation and Development (DLCD) Department of Consumer and Business Services (DCBS)
Adjunct Agencies	

1 Purpose

ESF 14 provides a framework for the State of Oregon support to local, regional and tribal governments, non-governmental organizations, and the private sector designed to enable community recovery from the long-term consequences of a major disaster or catastrophic incident.

This support consists of available programs and resources of Federal and State departments and agencies to enable community recovery, especially long-term community recovery, and to reduce or eliminate risk from future incidents, where feasible.

ESF 14 avoids duplication of programs and identifies gaps while providing support for long term recovery. Identifies key recovery priorities and funding.

2 Scope

- Volume I of the Oregon Emergency Operations Plan, titled “Preparedness and Mitigation” includes the plans and guidance necessary for the State to prepare to resist the effects of a major disaster or catastrophic incident. It includes the State disaster assessment, The State of Oregon Natural Hazard Mitigation Plan, Emergency Management Training and Exercise Program, and plans to mitigate or lessen the physical effects of a major disaster or catastrophic incident impacting the citizens of Oregon, critical infrastructure and the environment.
- Volume III of the Oregon Emergency Operations Plan, titled “Relief and Recovery” gives State guidance, process, and rules for assisting local, regional and tribal governments, non-governmental organizations, and the private sector with short- and long-term recovery from the effects of a major disaster or catastrophic event.

3 Roles and Responsibilities

3.1 Primary Agencies

3.1.1 Oregon Emergency Management

- Participate with Federal, State, Tribal and Local partners to conduct damage assessments. Identify and facilitate availability and use of recovery funding. Provide technical assistance for community recovery and planning support;
- Provides technical assistance in community, tribal, and State planning; recovery and mitigation grant and insurance programs; outreach, public education, and community involvement in recovery planning.

3.1.2 Oregon Business Development Department

- Provides economic and community development and cultural enhancement throughout the State, and administers programs that assist businesses, communities and people;
- Works to create, retain, expand and attract businesses that provide a sustainable living wage to Oregonians;
- OBDD's Infrastructure Finance Authority Board administers State and federal programs that provide funding to assist communities working toward long-term recovery following a disaster that impacts Oregon businesses continuity, and communities' ability to provide the necessary infrastructure to comply with the federal and State safe drinking water act and clean water act.

3.1.3 Governor's Recovery Planning Cell (RPC) / Governor's Recovery Cabinet (GRC)

- Direct emergency recovery in times of disaster by providing leadership in coordinating private and governmental sector emergency recovery efforts;
- Comprised of emergency recovery advisors and State agency leadership.

3.2 Support Agencies

3.2.1 Department of Administrative Services

See ESF-7 for additional DAS CSZ information

- Coordinate resource support assistance to assist with long term recovery as needed;
- Provide support by locating, purchasing and coordinating delivery of resources necessary during or after an incident in the State of Oregon which requires a coordinated State response.

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3.2.2 Oregon Department of Agriculture

See ESF-11 for more ODA CSZ information

- Advises the Governor on matters pertaining to the safety and conservation of agricultural resources;
- Coordinate with State and local agencies to establish a new normal operating procedure in long term quality assurance of:
 - Food safety
 - Commodity inspections
 - Animal health
 - Confined animal feeding operations
 - Weights and Measures department
 - Water quality
- Provides guidance and assistance to local jurisdictions for response to disasters that involve domestic animals;
- License and inspect all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption. This includes shellfish harvesting, dairy, retail grocers, bakeries, non-alcoholic beverages, custom meat, eggs, warehouses and food manufacturing. ODA coordinates with the State Health Officer on milk and other food products in commerce and works closely with the Oregon Public Health Division (PHD) in response to all food emergencies;
- Conserve, protect, and develop natural resources on public and private lands. Primary program areas include: water quality, confined animal feeding operations, smoke management, land use, and Soil and Water Conservation Districts;
- Pesticide Analytical and Response Center (PARC) functions as a clearinghouse for information on alleged and actual health and environmental incidents and reports its findings. ODA investigates these incidents and reports its findings;
- The Plant Division works to exclude, detect, and control or eradicate serious insect pests and plant diseases.

3.2.3 Housing and Community Services Department

See ESF-6 for more OHCS CSZ information

- Provides financial and program support to create and preserve opportunities for quality, affordable housing and supportive services for moderate, low, and very-low income Oregonians;
- Can assist in locating vacancies in housing following a disaster where housing is an issue. OHCS can provide financing programs and certain grant funds relevant to housing during a long-term recovery process;
- OHCS provides funding to Community Actions Teams (CATs) so they are able to work in the community;
- OCS works in cooperation with DLCD, who can direct the waiver of certain rules and regulations (e.g. allow development outside an urban growth boundary).

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3.2.4 Department of Land Conservation and Development

- Administers Oregon's Statewide land-use planning program and Oregon's federally approved coastal-management program. It also administers the National Flood Insurance Program in Oregon;
- Coordinate efforts to streamline or alter permitting, and land use development approval process to meet long term recovery needs.

Assets

- The primary DLCDC office is located in the State Agriculture Building in Salem. Smaller offices are located in Portland, Newport and Bend. The Newport office has a staff of two-three people and is located in the tsunami inundation zone;
- DLCDC has two cars available (one gas powered, the other CNG);
- There are mobile tablets at their disposal for information collection and GIS data gathering;
- DLCDC has Economic Development Specialists that can provide technical assistance post-quake on land use planning at the local level and development assistance for compatibility with Oregon's Statewide Planning Goals.

Capabilities

- Can provide local community zoning, planning and development information;
- Provide information on areas suitable for development;
- DLCDC has at their disposal a State floodplain coordinator with access to NFIP flood maps and can provide intelligence on flooding issues;
- DLCDC can provide GIS mapping capability and data collection;
- DLCDC can provide damage assessment training to approximately 50-100 people per day. One staff member is able to do this training;
- When requested, DLCDC can provide the State ECC a liaison.

Likely Mission Tasks

- Provide GIS mapping capability and data collection;
- Train State agency personnel and local communities on damage assessment;
- Provide information on potential post-event flooding issues for operational planning, response and recovery;
- Can provide land use planning assistance to communities as they recover;
- Can provide expertise on post-event economic development and recovery;
- DLCDC liaises and assists federal ESF 14 recovery teams;
- Serves on and provides Governors Recovery Cabinet with information regarding Oregon Statewide land use planning issues;
- Work with FEMA post-catastrophic planning after DLCDC requests assistance;
- Provide information on what parcels of land are suitable for development, and which lands cannot be developed.

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Catastrophic Event operational challenges

- DLCD has no communications capabilities outside of telephone and internet;
- Possible need to waive Statewide planning requirements in an emergency;
- No formal liaison with other agencies dealing with land use planning issues (DSL, DEQ);
- Challenge of post-event legal issues regarding land use policies.

Support needed immediately after a catastrophic event

- DLCD has limited staff qualified to provide floodplain information and give damage assessment training. They would need additional personnel almost immediately;
- Communications would need to be established immediately;
- DLCD has a few Economic Development Specialists that can help with recovery planning, if needed. They can provide technical assistance post-quake on land use, urban growth boundaries (relevant to relocating or rebuilding damaged facilities, et cetera). As long term recovery ramps up, there may be a personnel shortage.

3.2.5 Department of Consumer and Business Services

Provides coordinating assistance with infrastructure recovery for businesses dealing with financial services, insurance, workers' compensation and worker safety health protection issues.

DCBS Divisions

Oregon OSHA: Coordinates and performs the actions identified within the Worker Safety & Health Support Annex of the National Response Framework, or State equivalent; provides occupational safety and health technical support to other State and local entities; assesses responder safety and health resource needs, e.g., OSHA on-site assistance, incident-specific personal protective equipment protocols, training, safety and health monitoring; investigates workplace fatalities, major accidents, and safety and health complaints.

Priorities

- All DCBS divisions would need to assess their own operational needs and account for personnel;
- Respond to request to send liaison with State ECC.

Assets

- OR OSHA has field offices around State;
 - Location of field offices: Medford, Eugene, Salem, Bend, Portland, Pendleton.
 - Pendleton is a satellite office.
 - Occupational health lab is up in Portland.
- Vehicles for staff are located at each field office;
- Standard communication assets (phones, cell phones, internet);
- Uses the DCBS data network administered by DAS. OSHA would be dependent on DAS for restoration of computer access.

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Capabilities

- OR OSHA serves as a regulatory agency with Statewide authority over public and private sector operations and work for worker safety;
- Works with other State departments to answer questions on worker safety and health;
- Can undertake site-specific occupational safety and health plan development and implementation, and ensuring that plans are coordinated and consistent among multiple sites, as appropriate;
- Provides technical assistance (answering questions, distributing information, etc.) regarding worker safety and health;
- Ensure out-of-State workers assisting meet Oregon OR OSHA rules and requirements;
- Education and training for responders and workers on dealing with hazards (asbestos, chemicals);
- If there is a worker safety and health issue or complaint, OR OSHA may be tasked with implementing worker safety;
- OR OSHA identifies what is needed for PPE (OSHA tells them what they need to get and have to be compliant in the field, and do jobs safely);
- Can assist with coordination of supplying PPE, but they don't do the actual purchase or supplying of PPE;
- Liaises with Federal OSHA to ensure worker health and safety;
- Mechanisms are already in place to work with Fed OSHA in a scenario like this. In context of disaster recovery, Fed OSHA will work with FEMA on National level, assisting Oregon OSHA. This would go back through ECC for tracking;
- Coordinates communication with labor unions, contractors, and other organizations regarding responder safety and health issues; OR-OSHA has a large inventory of sampling equipment for a variety of substances and hazards, and staff trained on their use;
- Can coordinate with Federal OSHA to provide specialized response radiological team, for example (or health response team or structural response team – engineer on the Federal OSHA level). However, they would be using that resource for their purposes (example: high-rise tower crane collapse which has structural questions and how those big systems work and how/why it failed).

Support Needed Immediately After a Catastrophic Event

- By nature of a catastrophic event, essential personnel will be delayed in response due to commitments to personal and family safety and security. Responses will be delayed as personnel check in as 'available' for mission deployment;
- Unknown if OSHA building has a generator or back up power for their facility;
- OR OSHA communications are dependent on telecommunications and internet;
- Loss of computer and data systems would impact OR OSHA operations significantly;
- Would require immediate personnel assistance from outside of the State;

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- Would require communication equipment and most likely vehicles, fuel or transport to work locations;
- No private sector contractors that could help with OR OSHA regulatory work, which would be bulk of post-quake work;
 - Would need to turn to Federal OSHA for assistance, if necessary.
- OR OSHA would be unable to issue citations because those are computer-dependent.

Building Codes Division: Ensures safe building construction by adopting and administering uniform Statewide building codes; provides building code and rule interpretation; assists local government building departments; enforces license, code and permit requirements; certifies inspectors and licensing trade professionals.

Priorities

- All DCBS divisions would need to assess their own operational needs and account for personnel;
- Upon request, send liaison to State ECC.

Assets

- The primary facility for the BCD is in West Salem;
- BCD has field offices in Pendleton and in Coquille (could be impacted by tsunami). Approximately four or five personnel at each location. BCD could reassign some of our field office staff for a short time to supplement staffing. BCD has no ability to house or care for those staff however;
- BCD Inspectors have agency vehicles;
- BCD (in isolated cases) has IGAs with jurisdictions where they provide services on BCD's behalf; Example: In Klamath County, someone is doing prefab construction and shipping those around the State of Oregon. To avoid having to send BCD inspectors down there to inspect every shipment, the local licensing department in Klamath County does it (via IGA) so State BCD doesn't have to travel there.
- Uses the DCBS data network administered by DAS. BCD would be dependent on DAS for restoration of computer access.

Capabilities

- BCD ensures safe building construction by adopting and administering uniform Statewide building codes;
- Enforcing license, code and permit requirements;
- Certifying inspectors and licensing trade professionals;
- Providing building code and rule interpretation;
- Assisting local government building departments;
- Can provide assistance and expertise on the licensing of electrical, plumbing, elevator and boiler contractors;

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- Maintain and provide a current list of building inspectors and design professionals that have been certified in ATC-20 post-earthquake inspection procedures. ATC-20 is a methodology developed by the Applied Technology Council to:
 - Evaluate the extent of damage to structures after an earthquake
 - Placard buildings to inform owners, occupants and the public if a building is safe to enter and occupy
- Assists in long term recovery through the normal licensing and permitting process once operations are re-established.

Support Needed Immediately After a Catastrophic Event

- By nature of a catastrophic event, essential personnel will be delayed in response due to commitments to personal and family safety and security. Responses will be delayed as personnel check in as 'available' for mission deployment;
- BCD has no generator or back up power for their facility;
- BCD communications is dependent on telecommunications and internet;
- Loss of computer and data systems would impact BCD's operations significantly;
- With limited exception, BCD's list of ATC-20 post-earthquake inspectors identifies only Oregon residents that have completed ATC training. A catastrophic seismic event would likely require additional inspectors from outside the State;
- BCD operates under ORS 455 - Building Codes Division. It's uncertain how flexible BCD could be on permitting or licensing post-quake. Emergency response may require Governor's order to waive or relax requirements.
 - There are some provisions in the Code for emergency repairs -within 72 hours as written, too small a window of time for this scenario.
 - Past history, in those cases is that the repairs are done and permits can be obtained after the fact.
 - Generally speaking, BCD is not able to ignore the licensing requirements in Oregon.
- Limited engineering capabilities in BCD (one staff member), it is unlikely that they would be able to assist with structural engineering assessment.

Insurance Division: The Insurance Division protects the public by ensuring the financial soundness of insurers, the availability and affordability of insurance and fair treatment of policyholders while maintaining a positive business climate.

Priorities

- Account for personnel;
- Assess building for damage;
- Enact COOP, if needed;
- Assist insured Oregonians who need help (act as a liaison between insurance companies and their consumers).

Post-quake, insurance customers have many questions and are uncertain on what to do. Insurance Division can answer these questions and provide technical assistance.

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Assets

- The primary facility for the Insurance Division is in Salem;
- The Division can operate from a remote location and possibly telecommute as necessary. Most of what they do does not require on-site presence. However, they are heavily reliant on internet and communications;
- A few office vehicles;
- Insurance Division has a COOP plan.

Capabilities

- DCBS Insurance Division provides technical assistance to the insured to deal with getting resolution with their insurance companies to rebuild their homes or facilities. They can also provide technical assistance on how coverage works, where shortages may arise, and other insurance-specific questions that consumers will have after a catastrophic event;
- Deploys teams to affected areas to assist the public to assist with insurance questions and provide technical assistance;
- The OROSHA ECC representative acts as a liaison between the State ECC and the Insurance Division of DCBS;
- Accompany FEMA personnel to assist consumers with the insurance process;
- The Insurance Division routinely informs the public by website, presentations and via email and phone. They can do this on site when necessary;
- Coordinate media (Insurance Division has a PIO, but not part of the JIC team with OEM, due to workload and other priorities following a catastrophic event);
- Public education on insurance coverage and process;
- Coordinates with the FEMA National Flood Insurance Program (NFIP) and refers those with flooding issues to the NFIP. (Tsunami is covered under the NFIP);
- The Insurance Division of DCBS provides emergency licenses for out-of-State adjusters to operate and do business while in Oregon. Oregon law does require a license for out-of-State adjusters to operate here;
- The Insurance Division (Oregon Insurance Commissioner) has the power (without Governor approval) to make directives to insurers regarding certain emergency measures that will be complied with in order to give consumers relief from immediate concerns about payment of premiums;
 - For 45 days, extensions can be granted – you cannot cancel or not renew an insured due to nonpayment, et cetera. The insurance company cannot terminate coverage on auto, home life, health – etc., in times of emergency.
- The Insurance Division does not handle insurance fraud. There is no insurance fraud law, per se, in Oregon;
 - Fraud cases are referred to private sector companies.
 - The Insurance Division refers fraud complaints to the National Insurance Crime Bureau toll free phone number to report fraud.

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Support Needed Immediately After a Catastrophic Event

- By nature of a catastrophic event, essential personnel will be delayed in response due to commitments to personal and family safety and security. Responses will be delayed as personnel check in as 'available' for mission deployment;
- The Insurance Division has no generator or back up power for their facility;
- Insurance Division communications is dependent on telecommunications and internet;
- Loss of computer and data systems would impact Insurance Division operations significantly;
- If Insurance Division trained staff are unable to perform their responsibilities, trained personnel would be needed from outside the State;
 - No existing arrangements or MOUs to do so.

Worker's Compensation Division

- Provide technical assistance regarding worker's compensation issues; and
- Assist public in worker's compensation process.

DCBS organizes technical assistance resources (such as call centers) as they relate to the various DCBS functions.

4 Concept of Operations

OEM will coordinate all requests for assistance and communicate with the State agencies to identify the appropriate action and State resources to be used. Once Recovery assets have been identified to meet the request, OEM will create an action to the specific State agencies to accomplish the task.

After a formal declaration of emergency, the Governor will determine whether to activate the RPC based on the nature of the declared emergency.

RPC will be directed by the Governor's Emergency Preparedness Advisor (EPA), appointed by the Governor from among the Governor's staff.

Once activated, the RPC is recognized by FEMA as a State agency for the duration of the initial phases of the crisis, for purposes of requesting federal reimbursement.

The Governors Recovery Cabinet (GRC) will be established to coordinate the next phases of the recovery efforts, after the initial response phase is complete. The GRC will be comprised of Statewide leadership, legislative leadership, federal and local leadership, and others as required by the specific circumstances. The GRC will exist until the Governor is satisfied the crisis has passed.

Upon finding that circumstances require extraordinary levels of assistance for emergency recovery, the governor may establish Economic Recovery Zones within specified, high-impact recovery areas.

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5 Supporting Documents

- National Response Framework, ESF 14 – Long-Term Community Recovery
- State ESF 14 Annexes
- Executive Order NO. 08-20

6 Appendices

None at this time.