

**ESF Coordinator:**

Department of Homeland Security/Federal  
Emergency Management Agency

**Primary Agencies:**

Department of Agriculture  
Department of Homeland Security  
Department of Housing and Urban  
Development  
Small Business Administration

**Support Agencies:**

Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of the Interior  
Department of Labor  
Department of Transportation  
Department of the Treasury  
Environmental Protection Agency  
Corporation for National and Community  
Service  
Delta Regional Authority  
American Red Cross  
National Voluntary Organizations Active in  
Disaster

**INTRODUCTION**

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**Purpose**

Emergency Support Function (ESF) #14 – Long-Term Community Recovery provides a mechanism for coordinating Federal support to State, tribal, regional, and local governments, nongovernmental organizations (NGOs), and the private sector to enable community recovery from the long-term consequences of extraordinary disasters. ESF #14 accomplishes this by identifying and facilitating availability and use of sources of recovery funding, and providing technical assistance (such as impact analyses) for community recovery and recovery planning support.

**Scope**

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ESF #14 may be activated for incidents that require a coordinated Federal response to address significant long-term impacts (e.g., impacts on housing, government operations, agriculture, businesses, employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery.

ESF #14 support will vary depending on the magnitude and type of incident.

**Policies**

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ESF #14 recognizes the primacy of affected State, tribal, and local governments and the private sector in defining and addressing risk reduction and long-term community recovery priorities, and in leading the community recovery planning process. ESF #14 long-term community recovery and recovery planning efforts will be coordinated with State/tribal/local-level stakeholders.

Federal agencies continue to provide recovery assistance under independent authorities to State, tribal, and local governments, the private sector, and individuals, while coordinating assessments of need for additional assistance and identification and resolution of issues through ESF #14.

## **Emergency Support Function #14 – Long-Term Community Recovery Annex**

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ESF #14 excludes economic policymaking. The National Economic Council, the Council of Economic Advisors, and the Department of the Treasury develop all national economic stabilization policy.

Federal support is tailored based on the type, extent, and duration of the incident and long-term recovery period, and on the availability of Federal resources. ESF #14 is not a funding entity but facilitates the identification, coordination, and use of resources to support long-term recovery.

Long-term community recovery efforts build resilience focusing on disaster resistance through permanent restoration of infrastructure, housing, agricultural industry, natural resources, community well-being, and the local economy, with attention to mitigation of future impacts of a similar nature.

The lead agency in the field is designated based on the type of disaster.

### **CONCEPT OF OPERATIONS**

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#### **Assessment**

ESF #14 provides the coordination mechanisms for the Federal Government to support the State, tribal, and local governments' assessment of the long-term recovery needs in the impacted areas and exchange assessment information among Federal departments and agencies.

#### **Coordination**

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ESF #14 provides the coordination mechanisms for the Federal Government to:

- Convene interagency recovery expertise to provide strategic guidance to long-term recovery efforts.
- Identify and address long-term recovery issues, including those that fall between existing mandates of agencies.
- Avoid duplication of assistance, coordinate program application processes and planning requirements to streamline assistance processes, and identify and coordinate resolution of policy and program issues.
- Identify programs and activities across the public, private, and nonprofit sectors that similarly support long-term recovery and promote coordination between them.
- Identify appropriate Federal programs and agencies to support implementation of comprehensive long-term community planning and identify gaps in available resources.
- Identify appropriate Federal programs and agencies to support and facilitate continuity of long-term recovery activities.

#### **Technical Support**

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ESF #14 provides a coordination mechanism for the Federal Government to:

- Work with State, tribal, and local governments; NGOs; and private-sector organizations to support long-term recovery planning for highly impacted communities.

- Link recovery planning to sound risk reduction practices to encourage a more viable recovery.
- Strategically apply subject-matter expertise to help communities recover from disasters.

### ORGANIZATION

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**Headquarters:** The Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) serves as the national ESF #14 coordinator among primary and support agencies. ESF #14 provides representatives to the National Response Coordination Center as requested. Primary agencies are responsible for coordinating ESF #14 planning and recovery activities and strengthening the capabilities of ESF #14.

**Regional and Field Operations:** The ESF #14 coordinator and primary agencies meet to determine the need to activate ESF #14 elements when the incident is likely to require significant Federal long-term community recovery assistance. Support agencies also have the right to approach the ESF #14 coordinator to request ESF #14 activation. ESF #14 typically organizes within the Operations Section of the Joint Field Office, but may support other Sections as required. Agency representation depends on the nature and severity of the incident.

### ACTIONS

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#### Preincident Planning and Coordination

Primary and support agencies meet regularly at the national and regional levels to ensure procedures and program/contact information are up to date, to discuss lessons identified from incidents and exercises, and to explore ways to leverage resources by creative use of Federal assistance.

ESF #14:

- Develops coordination mechanisms and requirements for postincident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- Conducts impact evaluation of prior ESF #14 efforts and other studies as needed to improve future operations.
- Coordinates development of national long-term recovery strategies and plans in coordination with other relevant Federal departments and agencies that have independent authorities and responsibilities for addressing key issues regarding catastrophic incidents. These may include accessible housing (incident and permanent), large displacements of individuals including those with special needs, contaminated debris management, decontamination and environmental restoration, restoration of public facilities and infrastructure, and restoration of the agricultural sector.
- Develops plans, procedures, and guidance delineating appropriate agency participation and available resources, taking into account the differing technical needs and statutory responsibilities.

**Immediately Prior to Incident (when notice is available—e.g., hurricane, flood)**

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ESF #14:

- Provides early identification of projects that can be quickly implemented, especially those relating to critical facilities based on existing State, tribal, and local plans.
- Collaborates with the State(s) and other ESFs regarding managing the response in a way that facilitates long-term recovery.

**Postevent Planning and Operations**

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ESF #14:

- Gathers information from Federal departments and agencies and State, tribal, and local governments to assess the impacts and needs.
- Convenes interagency meetings to develop an incident-specific Federal action plan delineating specific agency participation to support specific community recovery and mitigation activities and to avoid duplication of assistance to recipients.
- Facilitates sharing of information among agencies and ESFs and coordinates early resolution of issues and the timely delivery of Federal assistance.
- Coordinates identification of appropriate Federal programs to support implementation of long-term community recovery plans under current authorities and funding. This process identifies programs, waivers, funding levels, requests for additional authorities, and possible new legislation needed to address identified program gaps.
- May provide technical assistance such as impact analyses, economic revitalization, and recovery planning support.
- Coordinates with ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, ESF #8 – Public Health and Medical Services, and the State(s) to identify long-term recovery needs of special needs populations and incorporate these into recovery strategies.
- Coordinates with ESF #3 - Public Works and Engineering, ESF #10 - Oil and Hazardous Materials Response, and the State(s) to identify long-term environmental restoration issues.
- Coordinates with animal welfare and agricultural stakeholders and service providers in long-term community recovery efforts.
- Coordinates implementation of the recommendations for long-term community recovery with the appropriate Federal departments and agencies if the recommendations include program waivers, supplemental funding requests, and/or legislative initiatives.
- Facilitates recovery decisionmaking across ESFs and increases awareness of communities' existing development and hazard mitigation plans.

**RESPONSIBILITIES**

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**ESF Coordinator: DHS/FEMA**

- Convenes meetings preincident and postincident to implement ESF #14.
- Ensures appropriate participation from primary and support agencies during the response and long-term recovery efforts.
- Coordinates drafting and publication of ESF #14 operational plans and procedures.
- Represents ESF #14 at interagency operational planning meetings.

**Primary Agencies**

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- Identify areas of collaboration with support agencies and coordinate the integrated delivery of interagency assistance, issue resolution, and planning efforts.
- Lead planning efforts for areas of agency expertise and lead postincident assistance efforts for areas of department/agency expertise.

Agency	Functions
<b>Department of Agriculture</b>	Provides emergency loans and grants for the agricultural sector; economic and technical assistance for recovery of rural community facilities, businesses, utilities, and housing; technical assistance for agricultural market recovery, community planning, and community development; and resource conservation assistance.
<b>Department of Homeland Security</b>	<p><b>FEMA:</b> 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; building science expertise; and natural hazard vulnerability/risk assessment expertise.</p> <p><b>Office for Civil Rights and Civil Liberties:</b> Provides expertise in issues related to special needs populations to ensure that they are an integral part of the recovery process.</p> <p><b>Office of Infrastructure Protection:</b> Provides technical expertise in protective measures for critical infrastructure.</p> <p><b>Office of the Private Sector:</b> Provides expertise in private-sector capabilities and services; provides coordination with private-sector organizations.</p> <p><b>Transportation Security Administration:</b> Coordinates security of the Nation's transportation system in times of national emergency.</p>
<b>Department of Housing and Urban Development</b>	Provides building technology technical assistance, and assistance for housing, community redevelopment and economic recovery, public services, infrastructure, mortgage financing, and public housing repair and reconstruction.
<b>Small Business Administration</b>	<ul style="list-style-type: none"> <li>• Provides long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations for repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property.</li> <li>• Provides loan assistance to small businesses to address adverse economic impact due to the incident.</li> </ul>

**SUPPORT AGENCIES**

ESF #14 support agencies participate in planning and technical assistance efforts for areas of agency expertise.

Agency	Functions
<p><b>Department of Commerce</b></p>	<p><b>Economic and Statistics Administration:</b> Performs economic impact assessment.</p>
	<p><b>Economic Development Administration:</b> Provides economic recovery and growth assistance, technical assistance in community planning, and economic assessment expertise.</p>
	<p><b>National Institute of Standards and Technology:</b> Provides building science expertise.</p>
	<p><b>National Oceanic and Atmospheric Administration:</b> Provides natural hazard vulnerability analysis, provides assistance on coastal zone management and building community resilience, supplies geospatial technology (e.g., Geographic Information System, or GIS) assistance and coastal inundation information, performs ecosystem and damage assessments, and provides technical assistance in recovering fisheries, restoring habitat, and rebuilding coastal communities.</p>
<p><b>Department of Defense</b></p>	<p><b>U.S. Army Corps of Engineers</b></p> <ul style="list-style-type: none"> <li>• Provides technical assistance in community planning and civil engineering, and natural hazard risk assessment expertise.</li> <li>• Supports the development of national strategies and plans related to permanent and accessible housing, debris management, and the restoration of public facilities and infrastructure.</li> </ul>
<p><b>Department of Energy</b></p>	<ul style="list-style-type: none"> <li>• Assists in the economic assessment of an incident based on degradation to energy infrastructure.</li> <li>• Provides the appropriate support and resources to assist in energy infrastructure restoration.</li> <li>• Provides technical advice in radioactive debris management.</li> <li>• Provides technical support for energy efficiency and sustainability practices and technology (National Renewable Energy Lab).</li> </ul>
	<p><b>National Nuclear Security Administration:</b> Provides technical advice in radioactive debris management.</p>
<p><b>Department of Health and Human Services (HHS)</b></p>	<p>Provides support for long-term recovery including, but not limited to:</p> <ul style="list-style-type: none"> <li>• Collaboration with State, tribal, and local officials on prioritizing restoration of the public health and private medical and healthcare service delivery infrastructures to accelerate overall community recovery.</li> <li>• Technical consultation and expertise on necessary services to meet the long-term physical and behavioral health needs of affected populations, as well as encouraging short- and long-term public financing to meet these needs.</li> <li>• Coordination of linking HHS benefit programs with affected populations.</li> <li>• Technical assistance in the form of impact analyses and recovery planning support of public health and private medical and other healthcare service delivery infrastructure, where appropriate.</li> <li>• Coordination of all potential HHS sources of recovery funding.</li> </ul>
<p><b>Department of the Interior</b></p>	<ul style="list-style-type: none"> <li>• Provides technical assistance in community planning, and natural and cultural resources and historic properties expertise and assistance; community liaison for federally owned lands and facilities; and natural-hazards vulnerability analysis expertise.</li> <li>• Coordinates with ESF #11 – Agriculture and Natural Resources regarding long-term recovery of natural and cultural resources and historic properties.</li> </ul>

**Emergency Support Function #14 – Long-Term Community Recovery Annex**

Agency	Functions
<b>Department of Labor</b>	<ul style="list-style-type: none"> <li>• Conducts incident unemployment programs.</li> <li>• Provides job training and retraining assistance, and expertise in economic assessment.</li> </ul>
<b>Department of Transportation</b>	Provides technical assistance in transportation planning and engineering and transportation assistance programs.
<b>Department of the Treasury</b>	Ensures economic and financial resilience and vitality, including reliability of public and private payments systems and financial flows, and removal of impediments to economic activity.
<b>Environmental Protection Agency</b>	<ul style="list-style-type: none"> <li>• Provides technical assistance in contaminated debris management, environmental remediation, and watershed protection, planning, management, and restoration.</li> <li>• Provides technical assistance in developing appropriate drinking water and wastewater infrastructure projects and in identifying financial assistance options.</li> <li>• Provides technical assistance on using environmentally sound and sustainable approaches in rebuilding businesses and communities.</li> </ul>
<b>Corporation for National and Community Service</b>	<ul style="list-style-type: none"> <li>• Provides trained National Service Participants (including AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) as human resource support for long-term community recovery to include:</li> <li>• Support for development and operation of long-term recovery committees and to help meet individual (especially for special needs residents) and community unmet needs as they are identified.</li> <li>• Support for reestablishment and renewal of the community-level private voluntary sector (civic, nonprofit, and voluntary organizations).</li> <li>• Canvassing, information distribution, and registration support.</li> <li>• Case management assistance.</li> </ul>
<b>Delta Regional Authority</b>	<ul style="list-style-type: none"> <li>• Serves as regional planner and provider of technical assistance through the local development districts overlaying its footprint.</li> <li>• Facilitates and coordinates Federal investment in the Delta Regional Authority region.</li> <li>• Reduces fragmentation and duplication.</li> <li>• Can provide local/State matching funds.</li> </ul>
<b>American Red Cross</b>	Provides long-term individual and family services, case management, assistance with unmet needs, and health and human services both directly and through other agencies.
<b>National Voluntary Organizations Active in Disaster</b>	<p>National Voluntary Organizations Active in Disaster (National VOAD) is the forum where member organizations share knowledge and resources throughout the disaster cycle, including recovery for individuals and families as well as the community.</p> <ul style="list-style-type: none"> <li>• Provide canvassing, needs assessment, and information distribution support to local, tribal, State, and Federal operations.</li> <li>• Provide assistance with locating housing resources and short-term lodging assistance, as well as assistance for repairing and rebuilding homes.</li> <li>• Provide assistance with unmet needs related to obtaining/completing permanent housing.</li> <li>• Provide debris clearance in concert with homeowners and local government.</li> <li>• Develop, train, and operate community long-term recovery committees to help meet individual and community needs as identified.</li> <li>• Provide long-term individual and family services, case management, assistance with unmet needs for individuals and families, and health and human services.</li> <li>• Provide financial assistance to affected individuals and families for unmet needs.</li> </ul>

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