

:: 7 IMPORTANT FACTS ABOUT

# ESF #14

LONG-TERM COMMUNITY RECOVERY

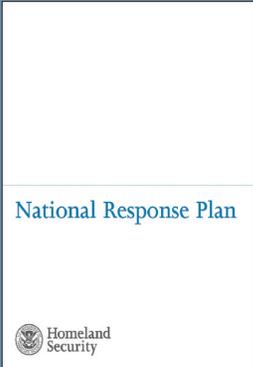


**MISSION** The mission of ESF #14 LTCR is to promote successful long-term recoveries for communities suffering extraordinary damages. It does so by working through the State to: identify and coordinate potential sources of recovery funding; and to provide technical assistance in the form of impact analyses and recovery planning support where appropriate.

The mission is complete when all potential resources have been identified and coordinated with the severely damaged areas, when warranted impact analyses are done, and when the necessary support has been provided to launch community recovery plans.

# 1 :: ESF #14 LTCR is a Part of the National Response Plan (NRP) ::

The *National Response Plan (NRP)* describes how the Federal government coordinates with State, local and tribal governments in response to Incidents of National Significance – disasters that require assistance beyond routine recovery programming. It defines how integration of the response effort occurs at all levels of government. The *NRP* establishes a comprehensive, national, all-hazards approach to domestic incident management utilizing a wide spectrum of capabilities from multiple public, private and nonprofit recovery partners.



The *NRP* applies a functional approach that groups the recovery capabilities of Federal departments and agencies into Emergency Support Function (ESFs) to manage support most likely to be needed. Extraordinary disasters may require the support of some or all of the fifteen (15) ESFs identified in the *NRP* (see sidebar). Most ESFs are involved in immediate response activities. However, ESF #14 Long-Term Community Recovery (LTCR) works through the State to help communities identify and launch the long-term recovery initiatives that address more enduring challenges in the aftermath of a disaster.

Level of support offered by ESF #14 LTCR is dependent upon the needs of each community in response to a specific disaster. Size and scope of the disaster, the community's ability to respond and how much help State and local governments want are considered when determining levels of ESF #14 LTCR support.

## EMERGENCY SUPPORT FUNCTIONS (ESFs) OF THE NATIONAL RESPONSE PLAN (NRP)

- #1 – Transportation
- #2 – Communications
- #3 – Public Works and Engineering
- #4 – Firefighting
- #5 – Emergency Management
- #6 – Mass Care, Housing and Human Services
- #7 – Resource Support
- #8 – Public Health and Medical Services
- #9 – Urban Search and Rescue
- #10 – Oil and Hazardous Materials Response
- #11 – Agriculture and Natural Resources
- #12 – Energy
- #13 – Public Safety and Security
- #14 – Long-Term Community Recovery (LTCR)**
- #15 – External Affairs

## AUTHORITIES

Legal authorities for ESF #14 LTCR are found in the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (as amended); Disaster Relief Act of 1974; Homeland Security Appropriations Act of 2007; Homeland Security Act of 2002.

## ESF #14 FEDERAL AND NATIONAL PARTNERS

### COORDINATING AGENCY:

U.S. Department of Homeland Security/Federal Emergency Management Agency (FEMA)

### PRIMARY AGENCIES:

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

### SUPPORT AGENCIES:

U.S. Department of Commerce  
U.S. Department of Defense  
U.S. Department of Energy  
U.S. Department of Health and Human Services  
U.S. Department of the Interior  
U.S. Department of Labor  
U.S. Department of Transportation  
U.S. Department of the Treasury  
Environmental Protection Agency

American Red Cross  
Delta Regional Authority  
Tennessee Valley Authority  
U.S. Corporation for National and Community Service

Source: *National Response Plan (NRP)*

# 2 :: ESF #14 Coordinates LTCR Resources ::

Federal LTCR expertise is embedded in the traditional recovery assistance programs of Federal departments and agencies.

When circumstances warrant a higher level of support, ESF #14 LTCR serves as a mechanism to coordinate long-term recovery resources within Federal programs; complete necessary damage and impact assessments; provide technical assistance, and coordinate with State and local stakeholders.

Although no funding dollars are attached to or predetermined for ESF #14 LTCR, the ESF #14 LTCR process assists a community in identifying recovery resources found in other Federal and private funding programs and helps the community coordinate those resources to achieve a greater impact on recovery than any one alone can affect.

Depending on the disaster's long-term impacts and the impacted community's recovery capacities, ESF #14 support may not be warranted at all. When provided, the intended benefit of ESF #14 is to *expedite*, *leverage* and *increase* the effectiveness of Federal and other long-term recovery assistance through coordination and collaboration among Primary and Support Federal Agencies (see sidebar) and local communities.

### 3 :: ESF #14 Aids Long-Term Community Recovery (LTCR) from Disasters with Extraordinary Impacts ::

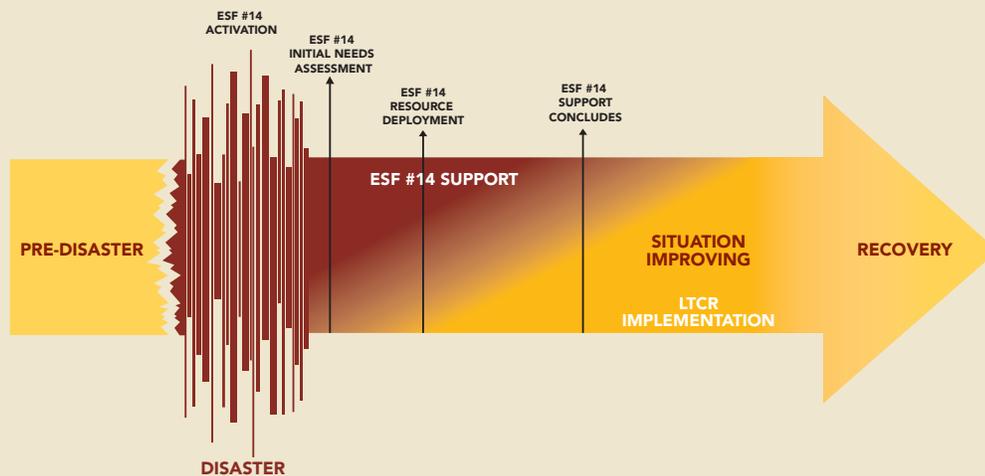
ESF #14 and LTCR are often used interchangeably. Differentiating the terms enhances the understanding of their relationship.

LTCR is a process. It may occur within an ESF #14 activation; it can also occur when ESF #14 is not activated. LTCR support absent ESF #14 activation is within routine Federal recovery support – FEMA Public Assistance (PA), Mitigation, Individual Assistance (IA) and through Other Federal Agencies (OFAs). LTCR in this context refers to a broad and enduring recovery progression that can take impacted communities years to complete.

ESF #14 is the coordinating structure that when activated, coordinates the Federal long-term recovery response to disasters with extraordinary impacts. When ESF #14 LTCR is activated, it encompasses the specific actions defined in its mission. Its activities typically take place early in the post-disaster recovery process.

ESF #14 LTCR's mission as an ESF is activated in the beginning phase of the recovery effort. Its mission is considered concluded when (1) long-term impact analyses are performed; (2) when necessary technical support to establish local long-term recovery strategies and/or plans is provided; and (3) when coordination of long-term recovery resources needed by the impacted community to launch its recovery efforts are complete. Even though ESF #14 assistance may now conclude, local LTCR efforts and processes will go on – at an accelerated pace and with a greater chance of success.

#### ESF #14 SEQUENCE OF SUPPORT



### 4 :: ESF #14 is Used Selectively ::

Activation is considered when routine Federal, State, local, and tribal disaster assistance mechanisms are insufficient to meet the extraordinary challenges of affected jurisdictions. ESF #14 LTCR can be activated by the National Response Coordination Center (NRCC) in response to a major disaster declared under the Stafford Act.

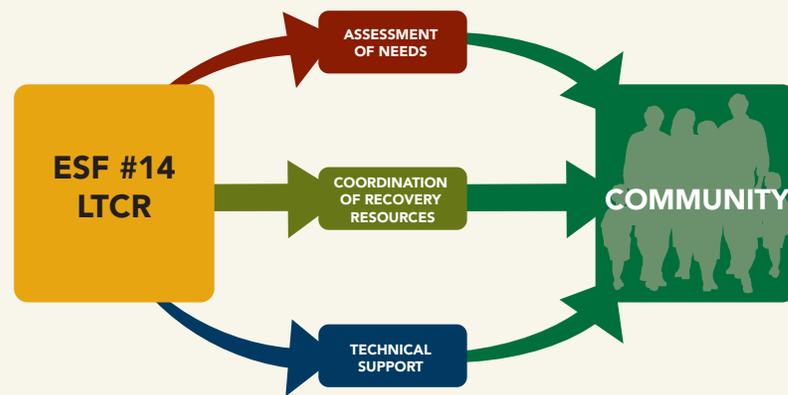
Field deployment of ESF #14 LTCR resources typically occurs in response to a request from a U.S. Department of Homeland Security/Federal Emergency Management Agency (FEMA) Federal Coordinating Officer (FCO). The State can also request ESF #14 support. A State's request is routinely in consultation with its State Coordinating Officer (SCO) and the FCO.

## 5 :: ESF #14 LTCR is a Process ::

ESF #14 LTCR initiatives are disaster-specific, incremental to other recovery programs and targeted at the community level. ESF #14 LTCR recognizes the primary role of State and local communities in leading the community's long-term recovery efforts. Activities performed under the auspices of ESF #14 LTCR focus on identifying a community's long-term needs and building capacity of the State and local authorities to address those needs.

Typically, initial ESF #14 LTCR activities include a greater level of direct support. By the later stages of the process, sufficient capacity should have been developed to allow communities to fully implement their own recovery.

### ESF #14 LTCR ROLE IN COMMUNITY RECOVERY



**ESF #14 LTCR provides the coordination mechanisms to extend support in the following three (3) areas:**

#### **ASSESSMENT**

- Assesses the long-term recovery needs in impacted areas. ESF #14 LTCR assessments consider social, environmental and economic impacts; the community's economic health prior to the disaster; and the post-disaster capacity of the community to recover.

#### **COORDINATION**

- Convenes interagency recovery expertise to provide strategic guidance to long-term recovery efforts.
- Advises on the long-term implications of short-term response activities on recovery, and coordinates the transition from response to recovery operations.
- Identifies and addresses long-term recovery issues, including those that fall between gaps of existing recovery mandates of Federal, State and local departments and agencies.
- Avoids duplication of assistance; coordinates program application processes and planning requirements to streamline assistance processes; and identifies and coordinates resolutions of policy and program issues.
- Identifies programs and activities across the public, private and nonprofit sectors that similarly support a community's long-term recovery, and promotes cooperation between them.
- Identifies appropriate Federal, State, local and other public, private and nonprofit programs and agencies to support implementation of LTCR planning, and identifies gaps in available resources.

#### **TECHNICAL SUPPORT**

- Works with State, local, and tribal governments; Non-Governmental Organizations (NGOs); and private-sector organizations to support long-term recovery planning for highly impacted communities.
- Links recovery planning to sound risk reduction practices to assure a more viable recovery.
- Strategically applies subject matter expertise to initiate a process to help communities recover from disasters.

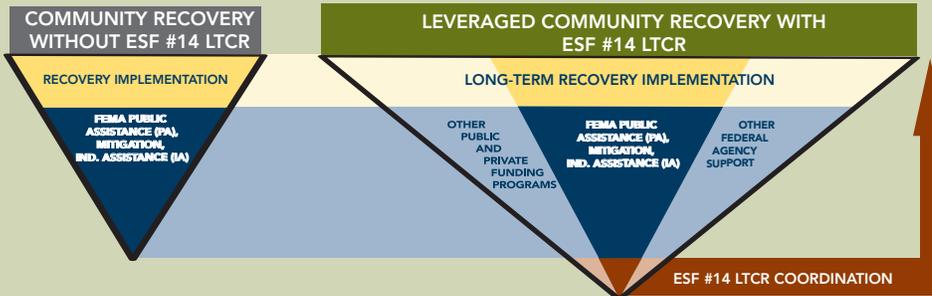
## 6 :: Coordination is the Centerpiece of ESF #14 LTCR ::

Coordination is the centerpiece of ESF #14 LTCR. ESF #14 LTCR involves more partners, stakeholders and participants than traditional efforts found within routine FEMA recovery program areas (PA, Mitigation, IA) and other Federal, State and local recovery initiatives. It coordinates the long-term recovery resources found within these multiple partners so that

resources are more effectively applied to the long-term recovery needs of a community:

- Decision-making is more efficient.
- Duplication of effort is avoided.
- Funding streams are leveraged.

### ESF #14 LEVERAGES LONG-TERM RECOVERY



## 7 :: Products and Outcomes are Based on Community Needs::

ESF #14 LTCR products and outcomes can vary widely from community to community. They are based on long-term recovery needs identified by the State and disaster-impacted communities and a community's capacity to effectively address the challenges ahead.

An important ESF #14 LTCR outcome is the community's ability to articulate a vision for its long-term recovery. Another is facilitating the engagement of a wide-range of recovery resources that can be applied to a community's long-term needs.



### A SUCCESSFUL LONG-TERM COMMUNITY RECOVERY PROCESS IS:

- Clear and has distinct operationally defined objectives.
- Holistic, incorporating all elements of a community as part of the long-term recovery process.
- Locally supported and community-driven.
- Embraced by State and local elected officials, recovery stakeholders and residents.
- Significantly engaged with the public.
- Transparent and dynamic, creating ongoing dialogue and updates with participants, stakeholders and the public.
- Clear about the LTCR Project identification process.
- Identified by the assignment of champions to specific LTCR projects.
- Complete when the necessary support is provided to launch a community's long-term recovery plan.

## ROLES AND RESPONSIBILITIES

Federal agencies coordinate activities and assessments of need for community assistance through ESF #14 LTCR. They may continue to provide recovery assistance under independent authorities to State, local and tribal governments, the private sector and individuals.

State and local authorities have equally important roles in ESF #14 LTCR success. Responsibilities of Federal, State and local participants and other stakeholders include:

**FEMA** - Convenes, coordinates ESF #14 LTCR resources and activities.

**ESF #14 LTCR FEDERAL PRIMARY AGENCIES** - Identify, facilitate and coordinate Federal activities and resources in disaster areas; lead assessment and planning efforts; provide support to Incident Support Teams; coordinate requests for technical assistance; collaborate with State agency counterparts.

**ESF #14 LTCR FEDERAL SUPPORT AGENCIES** - Add technical expertise and program assistance; collaborate and provide advice to stakeholders; identify Federal activities and resources in the disaster area.

**REGIONAL COORDINATOR** - Works with states in the region to provide information and resources on ESF #14 LTCR; coordinates the development of a *Recovery Action Plan* specific to the region; maintains contact with national FEMA and State contacts.

For more information about ESF #14 LTCR visit [www.fema.gov/rebuild/ltr/index.shtm](http://www.fema.gov/rebuild/ltr/index.shtm)

For more information on ESF #14 Technical Guidance visit [www.fema.gov/rebuild/ltr/plan\\_resource.shtm](http://www.fema.gov/rebuild/ltr/plan_resource.shtm)

For more information on Federal, private and nonprofit recovery resources, visit [www.fema.gov](http://www.fema.gov). Choose "grants" from the drop down menu in the lower left search window and click go.

Visit [www.dhs.gov/nrp](http://www.dhs.gov/nrp) to access the *National Response Plan (NRP)*.



**STATE** - Works closely with ESF #14 LTCR leaderships to coordinate and guide ESF #14 LTCR activities; develops common and strategic ESF #14 LTCR objectives, incident and supporting action plans; identifies resource requirements; collects information; works closely with local officials; identifies and manages State agencies to support ESF #14 LTCR.

**LOCAL GOVERNMENT** - May appoint a local government contact to coordinate with ESF #14 LTCR; identifies and communicates local priorities, activities and contact information (funding, projects, programs, etc.) in the disaster area; identifies local resources in the disaster area; identifies, integrates and provides copies to ESF #14 LTCR of applicable existing local planning activities (plans, maps, resources, etc.).

**PRIVATE SECTOR** - Coordinates with ESF #14 LTCR; provides skills, resources, services and background information; continues feedback loops; assists in motivating the community to engage in recovery; champions projects critical to recovery.

**NON-GOVERNMENTAL ORGANIZATIONS (NGOs)** - Identify businesses, industries and nonprofits impacted by the disaster; identify, develop and coordinate contact lists, networking channels and resources for affected NGOs; identify and integrate applicable existing NGO planning activities in coordination with ESF #14 LTCR; build support in the community for LTCR efforts.

This publication is intended for general audiences and Federal, State and local authorities and program areas that interface with ESF #14 LTCR.

**ESF #14**  
LONG-TERM COMMUNITY RECOVERY