



ESF 14 Long-Term Recovery

Primary Coordinating Agency

Lexington Division of Emergency Management



Table of Contents

Primary Coordinating Agency	2
Local Supporting Agencies	2
State, Regional, Federal Agencies and Organizations	2
Purpose	3
Situations and Assumptions	4
Direction and Control	6
Concept of Operations	7
General.....	7
Preparedness	8
Mitigation	9
Alert and Notification.....	10
Response	10
Recovery	14
Responsibilities	20
Attachment A.....	25

Primary Coordinating Agency

The Lexington Division of Emergency Management (DEM) is the primary coordinating agency for Emergency Support Function 14 Long-Term Recovery (ESF 14).

ESF 14 coordinates the development and implementation of long term recovery strategies and plans relating to state, county, and local recovery from major and catastrophic disasters. These strategies and plans will integrate the recovery needs of individuals and establish functional goals for uplifting the whole community from disaster to full recovery.

Local Supporting Agencies

- A. All ESFs
- B. Bluegrass Chapter American Red Cross
- C. Commerce Lexington
- D. Lexington Department of Environmental Quality and Public Works
- E. Lexington Department of Finance
- F. Lexington Department of Law
- G. Lexington Division of Building Inspection
- H. Lexington Division of Computer Services
 - I. Lexington Division of Engineering
- J. Lexington Division of Grants and Special Programs
- K. Lexington Division of Planning
- L. Lexington Division of Risk Management
- M. Lexington Economic Development Office
- N. Local Utilities
- O. Property Valuation Assessment Office

State, Regional, Federal Agencies and Organizations

- A. Bluegrass Area Development District
- B. Christian Appalachian Project
- C. FEMA Department of Homeland Security
- D. First United Methodist Committee on Relief
- E. Kentucky Cabinet for Economic Development

- F. Kentucky Community Crisis Response Board (KCCRB)
- G. Kentucky Department for Local Government (DLG)
- H. Kentucky Department of Agriculture
 - I. Kentucky Department for Public Health
 - J. Kentucky Department of Transportation
- K. Kentucky Division of Emergency Management (KyEM)
- L. Kentucky Energy and Environment Cabinet
- M. Kentucky Health and Family Services Cabinet
- N. Kentucky Housing Authority
- O. Kentucky Voluntary Organizations Active in Disasters (VOAD)
- P. Salvation Army Regional and National Offices
- Q. Southern Baptist Disaster Relief
- R. U.S. Army Corps of Engineers
- S. U.S. Department of Agriculture
- T. U.S. Department of Health and Human Services
- U. U.S. Department of the Interior
- V. U.S. Department of Transportation
- W. U.S. Environmental Protection Agency

Purpose

The purpose of ESF 14 is as follows:

- A. Provide an overview of the transitional process from short-term recovery activities (response phase) to the long-term recovery (greater than 60 days) phase of planning and implementing community restoration and mitigation plans following a major and/or catastrophic event.
- B. Concern with long-term policies and programs for community recovery, mitigation, and economic stabilization.
- C. Provide for the recovery of Lexington Fayette from the long-term impacts and consequences of emergencies and disasters.
- D. Address the stabilization of Lexington Fayette and the local economy by identifying measures to reduce or eliminate risk from future emergencies and disasters wherever possible.

ESF 14 facilitates the following:

- A. Guidance and coordination for multiple departments, agencies, jurisdictions, nongovernmental organizations, citizens, and businesses to expedite recovery activities including development of a long-term recovery and mitigation plan.
- B. Assistance (including technical assistance) for assessments, impact analysis, and recovery planning support.
- C. Assistance in identification and application for assistance from state and/or federal agencies, non-profit organizations, and/or private organizations.
- D. Technical advice and evaluations to prioritize the allocation of resources in recovery and restoration activities.
- E. Economic assessment and stabilization.
- F. Development of long-term community restoration strategy that incorporates mitigation strategies and plans.
- G. Coordination and guidance for recovery operations to include restoration of damaged or destroyed public property, services, and assistance to private citizens affected by a major incident.
- H. Coordination and administration of damage assessment activities, county/state declaration requirements, damage assessment reports, project applications, and the county's Public Assistance, Individual Assistance, and Hazard Mitigation programs.
- I. Coordination and publication/dissemination of information relevant to the recovery process.

Situations and Assumptions

General situations, assumptions, and policies are found in the Basic Plan and are not repeated in this ESF. Only statements specific to ESF 14 are stated here:

- A. Most disasters occur with little or no warning; however, ESF 14 may be activated when there is imminent threat or advance warning of floods, winter storms, tornadoes, etc.
- B. Emergencies can quickly reach a magnitude that require additional resources from local, state, federal, or other organizations through mutual aid agreements. Requests for additional assistance from outside of Lexington Fayette will be made through and by ESF 7 to KyEM, or with organizations with which Lexington Fayette and/or coordinating agencies have mutual aid agreements.
- C. Most hazardous events have the potential for causing extensive property damage. In the event that such damage occurs, a planned damage assessment procedure is essential for response and recovery operations. Damage assessment operations will be integrated with recovery operations.

- D. During the response and recovery phases of a disaster, Lexington Fayette will conduct a systematic analysis of the nature of the damage to public and private property which estimates the extent of such damage based upon actual observation and inspection. Damage assessment will be performed on an urgent basis to provide an initial estimate of damage and set the stage for short-term stabilization and long-term recovery and mitigation.
- E. When a disaster occurs of such magnitude that it could result in a Presidential Declaration, damage assessment of public and private property is required for the affected parts of Lexington Fayette to determine the extent of damage. This information will provide a basis for the determination of needed actions, the establishment of priorities, allocation of local government resources in the disaster area during the early stages of the recovery effort, and what, if any, outside assistance will be required.
- F. The timely and accurate assessment of damage to public and private property will be of vital concern to local officials following a disaster. This will have great bearing upon the manner in which recovery is affected in the community.
- G. Pre-arranged teams of local personnel will assess damage.
- H. If promptly implemented, this plan can expedite relief and assistance for those adversely affected.
 - I. The specific actions that need to be taken for long-term recovery and mitigation will be based on damage assessment.
 - J. Assistance from state and federal agencies will be available when requested.
- K. Additional assistance from public and private entities will be needed to complete all assigned tasks for ESF 14 during the transition from short to long-term recovery including debris clearance, damage assessments, structural evaluations, technical assistance, permanent restoration of facilities and infrastructure, and case management.
- L. County agencies, volunteer organizations, and private companies with assigned ESF 14 responsibilities may have other ESF responsibilities during the response phase of an emergency. They will also have their own plans and procedures. This ESF is not designed to replace those plans and procedures but to complement and support them.
- M. Long-term community planning for restoration of public works systems, municipal infrastructures, zoning, and land use will be prioritized and guided by the Mayor's office and based upon restoration needs for the present and mitigation needs for the future.
- N. Emergency environmental waivers and legal clearances may be needed for disposal of materials from debris clearance, demolition activities, and temporary structural repair during the short-term recovery phase.

- O. Restoration of critical infrastructure and utilities (road, water, sanitation, energy systems, etc.) will require technical assistance and/or clearance from state and federal regulatory authorities during long-term recovery.
- P. Both short-term and long-term recovery activities will require the assistance of VOAD on the local, state, and/or national level.
- Q. A disaster or emergency may damage homes, historic buildings, public buildings, and structures (publicly and privately owned) to the extent they may be uninhabitable and require stabilization or general repair before long-term and permanent restoration can begin.
- R. The re-creation of pre-disaster levels of services and quality of life cannot be guaranteed, but long-term recovery and mitigation activities will work toward establishing normalcy.
- S. In the aftermath of a catastrophic disaster, it may take years to establish a sense of normalcy and restore levels of services and quality of life to pre-disaster levels.
- T. In presidentially declared disasters, Lexington Fayette will use the FEMA approved Long-Term Recovery Assessment Tool and work with KyEM and FEMA to identify long-term assistance needs and the Planning Service Level that will be provided by FEMA.
- U. Comprehensive long-term planning following a catastrophic event will incorporate mitigation analysis and planning to reduce damage from similar disaster events in the future.

Direction and Control

The DEM Director is responsible for the overall management of the plan. The direction and control section should be viewed as the source of command responsibilities within specific levels of government, detailing use of the Emergency Operations Center (EOC), and the communication and coordination of decisions with all concerned elements of operation.

DEM functions as the official disaster organization for preparedness, mitigation, response, and recovery. The EOC serves as the central location for interagency coordination and multijurisdictional executive decision-making, including all activities associated with activated ESFs during an emergency incident. During the response phase of an incident, including short-term recovery, DEM and the designated ESF coordinator(s) will prioritize and deploy resources based on information and requests received from the Incident Commander (IC), from primary and supporting agencies, and from multiple activated ESFs. DEM will rely on the IC and activated ESF(s) to assist in providing assessment and safety surety of critical infrastructure and utilities and/or clearance and restoration of vital infrastructure systems to ensure public safety and health.

First and foremost, decisions and priorities for short-term recovery will be based on lifesaving and public safety functions. As stabilization occurs, DEM and the policy group

will direct the transition from short-term recovery to long-term recovery. During this period, the following will occur:

- A. After a presidential declaration of disaster, Lexington Fayette will initiate a Long-Term Recovery (LTR) planning process. Depending on the magnitude of the disaster and the determination of Planning Service Level for which the community qualifies, KyEM and/or FEMA will provide guidance, technical assistance, advisors, or a LTR team to advise and/or facilitate a LTR planning process. However, it is the local governments and their assigned departments, agencies, and community boards that have the responsibility to develop and implement the Community Long-Term Recovery Plan.
- B. All departments will provide resources and personnel to support recovery operations as requested.
- C. Personnel from operating departments assigned recovery operation responsibilities will remain under the control of their own departments but will function under the technical supervision of the EOC under disaster conditions.
- D. DEM is responsible for developing long-term recovery and mitigation programs.
- E. DEM is responsible for overseeing the training of personnel and maintenance of corresponding equipment.
- F. The KYEM Individual Assistance Officer is responsible for administrating and coordinating the Individuals and Households Program (IHP).
- G. While accomplishment of these actions is the joint responsibility of federal, state, and local government, the coordination of submittal of the form from Lexington Fayette is the responsibility of the Finance/Administration Section Chief and those departments and divisions who will be completing the project.

Concept of Operations

General

Actions initiated by ESF 14 are grouped into five phases of emergency management: prevention, preparedness, response, recovery, and mitigation. Each phase requires specific skills and knowledge. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 14 encompasses a full range of activities from training to the provision of field services.

Procedures, protocols, and plans for disaster response activities provide guidelines for operations at the EOC and in the field. The Emergency Operations Plan (EOP) and corresponding Appendices, Incident Specific Plans, Support Plans, and Standard Operating Procedures that describe ESF 14 capabilities are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.

As stated in the Direction and Control section of this ESF, disaster recovery typically occurs in two phases: short-term recovery in the response phase, and once

stabilization begins, into long-term recovery. Long-term recovery takes place when decisions and actions address the many needs to ensure permanent recovery and reconstruction. Though Lexington departments and agencies are involved in both phases of recovery, the emphasis and focus will shift. For example, initially ESF 4, ESF 13, ESF 3, ESF 6, and other first response agencies will be at the forefront to ensure immediate life safety. The emphasis then shifts to departments and agencies dealing with long-term housing and redevelopment, public works infrastructure rebuilding, economic recovery and development, land use, zoning, and government financing/assistance.

If a state of emergency occurs, or if such a state is likely to occur, the Mayor may declare that a state of emergency exists in Lexington Fayette. This action will be in accordance with KRS 39.409. The ultimate responsibility for long-term recovery and mitigation lies with Lexington Fayette Urban County Government (LFUCG). Extensive damage assessment is a necessary part of most recovery grant and aid programs at the state and federal levels. DEM will identify and arrange to train long-term recovery personnel. Qualified and trained local teams will conduct damage assessment.

Throughout the response and recovery periods, ESF 14 will evaluate and analyze information regarding long-term recovery resource requirements, develop and update assessments of the emergency situation and status in the impact area, and implement contingency planning to meet anticipated demands or needs.

When an event requires a specific type or response mode, technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.

The EOC uses WebEOC (crisis management software) to supplement disaster management through communicative integration of ESFs, agency based emergency operations centers, and other facilities or functions as appropriate.

DEM maintains the overall ESF 14 plan and accompanying Attachments and References that govern response actions related to emergencies. Supporting agencies shall develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall EOP. All such documents will be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System, and the EOP.

Preparedness

Actions and activities that develop long-term recovery and mitigation response capabilities may include planning, training, orientation sessions, and exercises for ESF 14 personnel (i.e., county, state, regional, and federal) and other ESFs that will respond with ESF 14. This involves the active participation of local inter-agency preparedness organizations which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an ongoing basis to identify response zones, potential staging areas, potential medical facilities, and the maintenance and future development of specialized teams.

Preparedness initiatives also include the following:

- A. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- B. Maintain a list of ESF 14 assets that can be deployed during an emergency.
- C. Manage inventory of equipment and other pre-designated assets that are essential to meet the requirements of special needs groups.
- D. Maintain pre-disaster maps, photos, and other documents.
- E. Conduct long-term recovery and mitigation exercises.
- F. Develop and implement emergency response and logistics strategies.
- G. Select and train personnel on long-term recovery and mitigation plans, procedures, and activities.
- H. Ensure lead agency personnel are trained in their responsibilities and duties.
 - I. Develop and implement emergency response and transportation strategies.
- J. Develop and present training courses.
- K. Maintain liaison with supporting agencies.
- L. Maintain the Lexington Fayette Hazard Mitigation Plan.
- M. Conduct All Hazards exercises.
- N. Coordinate with ESF 15 to develop and deploy strategies to increase the level of preparedness knowledge in the general public.

Mitigation

ESF 14 will perform the following:

- A. Develop and enforce adequate building codes.
- B. Develop and enforce adequate land-use regulations.
- C. Participate in hazard mitigation surveys and identify potential hazard zones.
- D. Discourage development in hazard zones.
- E. Develop a public information program to alert citizens to the need for flood insurance.
- F. Develop post-disaster zoning and land use ordinances and regulations as required.
- G. Develop post-disaster mitigation plans as needed.

Alert and Notification

The EOC will serve as the central location for interagency coordination and executive decision-making, including all activities associated with ESF 14. The EOC will be activated, as will ESF 14 upon the direction of the Mayor or the DEM Director.

ESF 14 is organized consistent with the requirements of the National Response Framework, the National Incident Management System, and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment, and coordination of support operations to Lexington Fayette.

All operations will be conducted in adherence to Kentucky Occupational Safety and Health Program standards and regulations with life safety issues being a priority.

Response

The ultimate responsibility for long-term recovery and mitigation lies with LFUCG. Extensive damage assessment is a necessary part of most recovery grant and aid programs at the state and federal levels. Initial damage assessment is conducted in the response phase of an emergency.

The DEM Director, or the assigned designee, will prioritize the formation of damage assessment teams to conduct detailed assessments based on information received from the initial assessments and other reports received in the EOC. DEM will identify and arrange to train long-term recovery personnel. Qualified, trained local teams will conduct damage assessment.

Response activities include the following:

- A. Coordinate long-term recovery process with damage assessment activities.
- B. Coordinate local disaster recovery out of the EOC.
- C. Maintain awareness of all damage information and reports.
- D. Begin the long-term recovery and post-disaster mitigation planning processes.
- E. Manage inventory of equipment and other pre-designated assets that are essential to meet the requirements of special needs groups.
- F. Maintain a list of ESF 14 assets that can be deployed during an emergency.
- G. Assign and schedule sufficient personnel to implement ESF 14 tasks for an extended period of time.
- H. Ensure lead agency personnel are trained in their responsibilities and duties.
- I. Develop and implement emergency response and logistics strategies.
- J. Select and train personnel on long-term recovery and mitigation plans, procedures, and activities.
- K. Determine the types of available assistance from higher levels of government and procedures for obtaining them.

- L. Maintain pre-disaster maps, photos, and other documents.
- M. Conduct long-term recovery and mitigation exercises.
- N. List critical facilities requiring priority of restoration and mitigation.
- O. Review procedures and forms for requesting long-term recovery assistance from higher levels of government.
- P. Identify nonprofit organizations, trade organizations, and professional people who can provide assistance.
- Q. Maintain the Lexington Fayette Hazard Mitigation Plan.
- R. Request the following type of assistance if necessary:
 - 1. State Assistance
 - a. If the Mayor determines that the need for state assistance exists, DEM will submit a damage assessment report to the KYEM, and/or State EOC.
 - b. Damage assessment reports may be transmitted to the state electronically, by telephone or fax if necessary. However, written documents will be submitted as soon as possible using the appropriate KyEM form.
 - c. KYEM may send state damage assessment teams to confirm the Mayor's damage assessment report. Depending on the circumstances, KyEM may also request that a joint Preliminary Damage Assessment (PDA) be conducted.
 - d. The Governor will use the Mayor's letter of request and damage assessment report to decide whether to declare a state of emergency for Kentucky (per KRS 39.400).
 - 2. Federal Assistance
 - a. The Governor will include PDA documents when requesting a Presidential Disaster Declaration in order to receive federal assistance (per PL 93-288, as amended).
 - b. The Mayor is required to submit a report of disaster related expenditures to the Governor and the President (through KyEM).
 - c. If a Presidential Declaration is issued, a Federal Coordinating Officer (FCO) shall be appointed to work with Lexington Fayette through the State Coordinating Officer (SCO) to identify needs and support requirements.
 - d. The FCO and SCO will establish a disaster field office. It will house the FCO, SCO, and federal/state staff.

- e. Government officials often base the decision to declare a state of emergency on initial and follow-up damage reports. Federal assistance and declarations of emergency fall into two types resulting in two types of initial damage assessments and reports:

- I. Public Assistance

- Damage assessment for public facilities includes damage incurred by public structures owned by public or private non-profit entities.

- II. Individual Assistance

- Categories for Individual Assistance include damage to homes and damage to business.

- Following a Presidential Declaration of Emergency, or if a declaration is pending, a Joint Damage Assessment with KyEM and/or with FEMA may take place. This will be in the recovery phase and based on the initial detailed damage assessment reports and/or any state declarations of emergency. It is anticipated that Lexington Fayette will receive individuals through KyEM and/or FEMA specifically trained in damage assessment and long-term recovery and re-entry analysis.

- 3. Disaster Assistance

- a. Included as principal staff officers on the FCO's staff are the Public Assistance Officer, Civil Rights Compliance Officer, and Individual Assistance Officer. The Individual Assistance Officer is directly responsible to the FCO for all matters relating to individual assistance, including the establishment, location, and operation of the Disaster Assistance Center (DAC) and mobile teams. The DAC Manager works under the direction of the Individual Assistance Officer. The FCO and staff are usually located in the Disaster Field Office established to serve as the central management point for all federal disaster operations.
- b. Kentucky Housing Corporation (KHC) may provide grants and/or low interest loans to KHC eligible disaster victims to repair or replace damaged homes and will assist in coordination of temporary or permanent housing.
- c. The following assistance may be available through the DAC to disaster victims:
 - i. Emergency needs such as immediate shelter, food, clothing, and medical aid. These are provided by volunteer agencies such as the American Red Cross, Salvation Army, God's Pantry, and other private relief agencies.

- ii. The temporary housing program can provide federal rental assistance to disaster victims whose verified uninsured losses or damages have a significant impact on safety, security, sanitation, and habitability of a house.
- iii. Disaster unemployment and job placement assistance for those who lost their jobs because of the disaster.
- iv. Distribution of food stamps to eligible victims by the U.S. Department of Agriculture through the state and county.
- v. Disaster loans for refinancing repair, replacement, or rehabilitation of damaged real or personal property not covered by insurance.
- vi. Financial assistance from the Agricultural Stabilization and Conservation Service, U.S. Department of Agriculture, to farmers who perform emergency conservation measures on farm land damaged by the disaster in the form of a maximum of 80% funding. Internal Revenue Service can provide tax assistance in computing credits based on disaster casualty losses.
- vii. Veterans Administration assistance includes death benefits, pensions, insurance settlements and adjustments to VA insured home mortgages.
- viii. Social security can provide assistance for recipients in expediting delivery of checks delayed by the disaster. Assistance can be provided in applying for disability, death and survivor benefits.
- ix. Emergency assistance and services can be provided to families under the Social Security Act in the form of funds (up to \$500) for repair of homes owned by public assistance recipients, shelter, and medical care.

4. Public Assistance Program

- a. Projects under the Public Assistance Program are divided into two types: Emergency Work and Permanent Work.
- b. The two categories of Emergency Work are Category A-Debris Removal and Category B-Emergency Protective Measures.

5. Individuals and Households Program (IHP)

- a. IHP can provide grants to individuals and households adversely affected by a major disaster. The maximum grant is based on the Consumer Price Index and is revised annually. A grant may be awarded to enable individuals and households to meet their disaster related serious needs and necessary expenses when they are unable to meet such expenses or needs through other means.
- b. The Governor expresses the intent to implement the IHP when requesting a Presidential Disaster Declaration, or within seven days of

requesting a declaration. The program cannot be implemented until the State Cooperative Agreement has been approved by FEMA.

- c. The IHP is not intended to meet all disaster related losses, nor is it designed to purchase nonessential, luxury, or decorative items. IHP does not return recipients to pre-disaster status, nor does the program provide assistance for verified pre-existing conditions.
- d. Applicants with housing, personal property, or transportation needs must first apply to the Small Business Administration (SBA) and be declined a disaster loan prior to becoming eligible for the IHP. If an applicant refuses SBA consideration, he/she is ineligible for the IHP.
- e. Recipients must purchase and maintain a minimum amount of flood insurance if the property is in a flood zone. If the applicant lives in a flood zone, and suffers a loss, and the jurisdiction does not participate in the National Flood Insurance Program (NFIP), a grant cannot be awarded until the jurisdiction is in the NFIP. A jurisdiction has six months from the declaration date to join the NFIP.

Recovery

Recovery shall be carried out in accordance with state and federal regulations governing disaster assistance programs. As part of the recovery process, a brief hazard analysis and vulnerability review should be conducted to determine if mitigation measures would be beneficial. A Disaster Assistance Center (DAC) will be established in a location(s) as close to the disaster site as possible.

In the event of a catastrophic event the federal government will activate the National Disaster Response Framework. Under the NRF, the Disaster Field Office (DFO) shall be the primary field location for the coordination of federal response and recovery operations. The DFO shall house the Federal Coordination Officer (FCO) and the staff of the Emergency Response Team, and shall be located in or near the affected area. The office shall operate 24 hours a day, or with a schedule sufficient to sustain the federal response operations.

Long-term recovery activities include, but are not limited to, the following:

- A. Monitor damage assessment activities including the submission of the Preliminary Damage Assessments (PDA) to Kentucky Emergency Management.
- B. Establish priorities for emergency repairs to buildings, roads, and/or bridges.
- C. Evaluate the need for post-disaster zoning and land use ordinances and regulations.
- D. Coordinate recovery operations with state and federal agencies.

The recovery analysis process consists of the following:

- A. Re-entry
- B. Needs assessment

- C. Damage assessment
- D. Formulation of short- and long-term priorities within the context of basic needs and available resources
- E. Identification and implementation of appropriate restoration and development strategies

Short-term strategies address the following needs (this list may be shortened or expanded depending on the disaster and its assessment):

- A. Emergency services
- B. Communications networks
- C. Transportation networks and services
- D. Potable water systems
- E. Sewer systems
- F. Oil and natural gas networks
- G. Electrical power systems
- H. Emergency debris removal
- I. Security of evacuated or destroyed area
- J. Establishing a disaster recovery center and joint field office

Long-term recovery actions will require investigation, planning, and collaboration to develop and implement a program of reconstruction that is sustainable and incorporates mitigation measures to reduce the risks of future hazards or repeated damage that may be caused by future disastrous events. Long-term recovery strategies include, but are not limited to, the following:

- A. Completion of damage assessment and analysis
- B. Repairing/rebuilding the transportation infrastructure
- C. Repairing/rebuilding of private homes and businesses
- D. Hazard mitigation projects
- E. Other infrastructure rebuilding
- F. Completion of debris removal

There are several methods of debris removal including burning, grinding and chipping, burying, and recycling. Each method has its advantages and disadvantages. Ideally, all methods should be used to expedite debris reduction operations while complying with local and state ordinances and environmental regulations.

G. Post damage building inspection

1. Immediately following a damaging disaster, Lexington Fayette will be overwhelmed with the number of structures requiring safety evaluations. The damage assessment teams' data will be used to determine priorities for safety surveys.
2. Procedures have been developed to allow expedient assessment and posting of affected areas.
3. The initial assessment of potentially damaged areas will be carried out by the preliminary damage assessment team and will be followed by inspections by the Lexington Division of Building Inspection and the Lexington Division of Code Enforcement personnel to areas of heaviest damage or potential danger. Safety surveys of buildings require individual rather than area-wide observations.
4. The development of building and environmental hazard assessment criteria has taken into account the anticipated shortfall of manpower resources and in doing so has been divided into two levels of complexity and technical requirements.
5. Inspections of the affected buildings, by appropriately qualified inspectors, will allow posting of those structures with placards designed to inform the public of the suitability and safety of the building for further use. The methodology employed for this purpose is a three level designation of apparent damage or danger. In addition to the posting classifications required to rate the safety of a building as a whole, there may also be a need to designate individual areas, either otherwise undamaged buildings or some outside areas, as dangerous for occupancy or use. Examples of these areas may include cracked parapet, elevators, areas of ground subsidence, damaged propane tanks, areas within the strike zone from damaged chimneys, etc. These areas will require barricades or other means of limiting potential danger to the public.

H. Activation of Donation Coordination Center (DCC)

1. When the DCC is activated, staff from the Department of Social Services and volunteer agencies will create a needs assessment team and will determine an initial "needs list" for donated goods.
2. When the DCC is activated, the EOC Director will develop a donations reception team composed of staff from Lexington Division of Parks and Recreation and Lexington Division of Facilities and Fleet Management, along with volunteer/non-profit agency representatives.
3. Upon activation of the DCC, the EOC Director will designate the Logistics Section Chief as the Donations Coordinator to assist the Donations Reception Team in facilitating transactions concerning offers of cash, goods, and services during the disaster operations.

4. The DCC is tasked with facilitating the matching of donated goods and services with all organizations involved. This site will work in conjunction with the EOC.
5. A database will be utilized for documenting and tracking all donated resources. Donations information will be made available to all participating agencies, volunteer organizations, emergency responders, and the EOC.
6. Information regarding individuals and businesses soliciting contracts for goods or services will be recorded separately from donated goods and services.
7. For the proper management of unsolicited and non-designated donations, operating facilities will include checkpoints, staging areas, donations coordination centers, distribution centers, and storage warehouses.
8. The Logistics Section Chief will work with the private sector, volunteer non-profit agencies to identify appropriate facilities to serve as donations DCCs, distribution centers, and storage warehouses.
9. Twenty-four hour security of facilities and for personnel will be provided.
10. Distribution centers will be operated by local governments, local churches, community-based organizations, and volunteer agencies to provide donated goods directly to disaster victims.
11. Donors will be advised to properly package and label all goods and to provide a detailed inventory list with shipments.
12. The organization accepting/receiving designated donations will follow its own policies and procedures for handling the logistics involved.
13. Non-designated cash donations will be used only for needs and expenses resulting from locally declared disasters.
14. Donors will be discouraged from sending unsolicited donations. Donors who insist on donating unsolicited or unwanted goods will be told the goods cannot be accepted at this time. If these goods are received, the information will be entered into a database and made available to volunteer organizations and other emergency responders, should a need arise for such goods. When possible, unneeded goods such as clothing shall be recycled or redistributed to others in need.
15. Corporate offers of bulk items will be accepted if the items can be used in the disaster response and relief efforts. Information concerning corporate offers of bulk items will be entered in the resource database. When necessary, information concerning the proper use of items being donated and expiration dates will also be entered in the database. Corporate donors will be advised to label goods and to provide a detailed inventory list with all shipments.

I. Restoration of Documents

1. The Council Clerk will develop procedures and guidance for which documents are critical to be restored and the ones from which information can be retrieved.
2. The Kentucky Department of Libraries and Archives can provide trained personnel or guidance in obtaining trained personnel to assist in the restoration and retrieval of damaged paper, film, and electronic documents.
3. The Kentucky Historical Society can provide trained personnel or guidance in obtaining trained personnel to help conserve and restore historical artifacts and documents.
4. The preservation of damaged documents and artifacts must begin as soon as it is safe to gain access to the damaged documents.
5. It is impossible to return damaged documents and artifacts to their original state, but the information they contain can often be retrieved.

J. Begin the long-term community planning process

1. ESF 14 will spearhead the long-term community planning process which requires a collaborative effort including local, state, and federal governments, community groups, including individuals and groups representing access and functional needs populations, property owners, developers, contractors, infrastructure providers, insurance providers, and the financial community. FEMA guidance indicates the community planning process can take 6-12 weeks or longer depending on the magnitude of the disaster and available resources for planning. Implementation can take years.
2. Planning assistance will be sought from KyEM and FEMA, and the level of assistance received will be primarily determined by the following factors:
 - a. Geographic extent of the disaster
 - b. Degree of impact by sector (sectors include housing, infrastructure/environment, and economy, including agriculture)
 - c. Local government's capacity to strategically manage the long-term recovery process
3. The community planning process will address five key areas for recovery:
 - a. Community well-being, including public health, mental health, and community services
 - b. Economic development
 - c. Infrastructure systems and structural environment
 - d. Natural environment (condition of soil, air, and water)

- e. Cultural heritage and historic preservation
4. In a catastrophic disaster state, federal resources will be necessary to expedite the planning process and to provide technical and financial assistance to implement community recovery plans. However, local governmental leadership, existing local resolutions and/or ordinances, local governmental agencies and departments, and planning commissions are in a position to provide the basic framework needed for community planning.

In the case of a catastrophic event or any emergency, the Mayor has the authority to appoint the following boards and assign them with specific duties and authorities:

- a. County Emergency Board
- b. Develop agriculture policy and ensure the safety and restoration of the food production cycle, address livestock and animal issues, and provide line of communication with the State Emergency Board and local community.
- c. County Construction/Housing and Engineering Board
- d. Assess housing inventory and resources and the requirements needed to meet the needs of the emergency, i.e., evacuee housing, housing for medical facilities and/or storage, and reconstruction of buildings both private and public.
- e. Economic Stabilization Board
- f. Support and implement federal, state, and local economic stabilization measures including purchasing, stockpiling, and distribution of resources. Works closely with ESF 7.

K. Hazard Mitigation Grant Program (HMGP)

1. The HMGP has the following objectives:
 - a. To prevent future loss of lives and property due to disasters.
 - b. To implement local hazard mitigation plans.
 - c. To enable mitigation measures to be implemented during the immediate recovery period.
 - d. To provide funding for previously identified mitigation measures that benefit the disaster area.
2. The HMGP can be utilized to fund projects to protect either public or private property.
3. A Letter of Intent for a proposed project must be submitted to KyEM.
4. Proposed projects must meet certain minimum criterion which is designed to ensure that the most cost effective and appropriate projects are selected for

funding. Both federal law and regulations require that the projects are part of the overall mitigation strategy for the disaster area.

5. It is the responsibility of the State Hazard Mitigation Team to select and prioritize projects to be submitted to FEMA for funding.
6. Each application shall be reviewed for eligibility in accordance with the criteria contained in the HMGP State Administrative Plan and the State Hazard Mitigation Plan.

Responsibilities

A. Lexington Division of Emergency Management (DEM)

DEM is responsible for the development of a long-term recovery and mitigation plan and should receive support from LFUCG, non-profit organizations, and disaster support services (i.e., American Red Cross).

The DEM Director has overall direction and control of long-term recovery and mitigation for LFUCG citizens, to include:

1. Discourage development in hazard zones.
2. Develop public information and education programs.
3. Train personnel in long-term recovery and mitigation techniques.
4. Maintain pre-disaster maps, blueprints, photos, and other documents.
5. Make a list of critical locations requiring priority repairs if damaged.
6. Perform long-term recovery and mitigation activities, as necessary, during emergency conditions.
7. Identify nongovernmental groups that could assist.

B. Lexington Division of Code Enforcement

1. The Division of Code Enforcement will serve as the lead for the Damage Assessment Teams and will analyze hazardous zones.
2. Damage Assessment Teams will survey all impacted structures and determine unsafe structures.
3. All damage assessments will be forwarded immediately to the EOC Planning Chief. When possible, all data will be entered in WebEOC.
4. Review building codes and land-use regulations for possible improvements.
5. Develop and enforce building codes and land-use regulations.
6. Evaluate the need for post-disaster zoning and land use ordinances and regulations.

- C. Lexington Division of Finance
- D. Maintain accurate records of funds, materials, and man-hours expended as a direct result of the disaster.
- E. Lexington Division of Computer Services / GIS
 - 1. Provide maps, blueprints, etc. as requested.
 - 2. Provide technical assistance in planning and operations as required.
- F. Lexington Department of Environmental Quality and Public Works
 - 1. Maintain maps and other documents relating to water and sewer lines and other utilities.
 - 2. Make a list of critical facilities under the jurisdiction of this department requiring priority repair(s) if damaged.
 - 3. Assist in long-term recovery and mitigation operations, as directed.
 - 4. Post unsafe and/or unusable buildings, road, or bridges.
- G. Lexington Fayette County Health Department (LFCHD)

LFCHD will provide personnel to perform water quality checks and determine the need/generate public health notices.
- H. Lexington Fayette Property Valuation Administrator (PVA)
 - 1. Collect information about structural damage.
 - 2. Use damage information to revise property records.
 - 3. Provide property assessments to determine value of damaged property.
- I. Mayor of Lexington

The Mayor, as chief executive of the LFUCG, has overall direction and control of all recovery activities following an emergency.
- J. DEM Director / EOC Director
 - 1. The DEM Director will organize and coordinate damage assessment, provide the Mayor and other agencies with reports, and assist state and local agencies with damage assessment.
 - 2. The DEM Director is responsible for establishing the DAC and coordinating all activities of the DAC.
 - 3. The DEM Director is responsible for administering and coordinating the local hazard mitigation plan.
 - 4. The DEM Director will determine what kind of and when donations are needed and authorize locations for acceptance.

K. Lexington Division of Building Inspection Director

L. Provide direction and control of building survey and processes.

M. ESF 3 Coordinator

The ESF 3 coordinator is responsible for coordinating the removal and disposal of debris. Lexington Fayette has the initial responsibility for debris removal. However, if the emergency or disaster is beyond the capability of local government, it may request assistance from the state, other local governments, contractors, etc.

N. Administration and Finance Chief

The Administration and Finance Chief provides interface between the EOC, Department of Finance, Applicant's Agent, and all other agencies involved with recovery activities.

O. Logistics Chief

The Logistics Chief is responsible for providing/coordinating all logistical support requirements for the DAC. The Logistics Section Chief will determine donation locations and match accepted goods with requests/needs.

P. Planning Chief

1. Collect and collate information concerning damage to the infrastructure and other property within Lexington Fayette.
2. Submit initial and follow-up damage assessment reports to the EOC Director, EOC Operations Chief, EOC Manager, and display the information in the EOC when requested.
3. Process damage assessment reports and make recommendations for which buildings are critical infrastructure and should be considered for the priority list for a more detailed building survey.
4. Monitor the disaster assessment process.
5. Collect, report, and maintain estimates of expenditures and obligations as required.
6. Correlate and consolidate all expenditures for submission to KyEM.
7. Solicit cooperation from local companies (appraisers, contractors, utilities, etc.), and local representatives of supporting agencies such as American Red Cross, Lexington Division of Fire and Emergency Services (FES), etc., to assist in the recovery process.
8. Maintain a list of critical facilities (public buildings, streets, bridges, etc.) requiring priority repairs if damaged.

Q. Disaster Recovery Coordination

The DEM Director will direct disaster recovery operations. The EOC Planning Chief will be responsible to the DEM Director for the recovery operations.

R. Community Nonprofit Agencies (American Red Cross, etc.)

1. Advise and assist in recovery operations as needed.
2. Advise about shelter, housing, and meeting other human needs.

S. Applicant's Agent

The Commissioner of Finance has been appointed by the Mayor to serve as the Applicant's Agent for Lexington Fayette. He or she is authorized to represent Lexington Fayette with state and federal agencies managing public assistance programs. Duties of the Applicant's agent include:

1. Receiving funds provided to Lexington Fayette by state or federal public assistance programs.
2. Coordinating bid contract procedures for the recovery effort.
3. Ensure that proper documentation and records are maintained throughout recovery operations through collection and maintenance of records of LFUCG expenditures relating to response and recovery efforts.
4. Informing Commissioners and Directors of the dates by which project application work must be completed.

T. Federal Coordinating Officer (FCO)

The FCO is responsible for coordination of all federal disaster assistance efforts in the affected areas. The FCO works closely with the State Coordinating Officer (SCO) to ensure effective implementation of assistance programs.

U. Kentucky Department of Libraries and Archives (KDLA)

KDLA will provide direction and guidance to the Council Clerk.

V. Small Business Administration (SBA)

SBA provides low interest disaster loans to homeowners, renters, businesses of all sizes and private, nonprofit organizations to repair or replace real estate, personal property, machinery and equipment, inventory, and business assets that have been damaged or destroyed in a declared disaster.

W. Private Utilities

1. Provide information about locations of power, natural gas, telephone facilities, and lines.
2. Evaluate how damage to facilities and lines impact recovery operations.

X. Other Agencies

KYEM can assist in preparing disaster assistance requests and in coordinating outside assistance.

Attachment A

Damage Assessment Protocol for LFUCG

The deployment of the Damage Assessment Team will be at the request of the DEM Director in response to an event in Lexington Fayette that causes damage from high winds, severe thunderstorms, tornadoes, earthquakes, or a man-made event.

The DEM Director will contact the Lexington Division Code Enforcement Director and brief regarding the event and needs for assessment. The Code Enforcement Director will deploy essential assets based on the event and assets required to adequately assess damage.

The Code Enforcement Director will contact and coordinate the other Inspection Teams in Lexington-Fayette as needed.

There are six primary Inspection Teams responsible for assessing damages:

A. Critical Facilities Inspection Team

1. Code Enforcement Director is the team leader.
2. The assessment of damage to critical facilities is coordinated by the team leader.
3. The team leader will submit summaries of team reports to the EOC Planning Chief and EOC Director.
4. This team will be comprised of personnel from these LFUCG divisions: FES, Building Inspection, and Code Enforcement.
5. Inspectors will:
 - a. Determine the extent and type of damage to the building.
 - b. Determine the structural integrity of the building.
 - c. Determine the habitability of the building.
 - d. Recommend the repair or demolition of the building.
 - e. Prohibit entry into a dangerous building(s) by blocking entrances using barricade tape or other means.
 - f. Submit reports to the team leader.

B. Streets and Roads Inspection Teams

1. Lexington Division of Streets and Roads is the team leader.
2. This damage assessment team will assess damages to the streets and roads under the jurisdiction of Lexington Fayette.
3. This team is comprised of personnel from Streets and Roads and the State Highway Department.

4. Critical Assessments will include:
 - a. The ESF 3 coordinator, in consultation with the EOC Director and the EOC Manager, will determine the priority in which road repairs should be made.
 - b. The ESF 3 coordinator will ensure that roads will be closed, if necessary, and the appropriate barricades and signs are placed.

C. Bridge / Pedway Inspection Teams

1. Lexington Division of Engineering is the team leader.
2. This damage assessment team will be composed of engineers who have volunteered to inspect bridges after an earthquake.
3. Inspectors should:
 - a. Report to assigned bridge(s) and inspecting them for damage.
 - b. Document the damage by taking photographs if possible.
 - c. Use surveyors' crayon to write on both ends of the bridge the following information:
 - i Status of bridge (OK for pedestrians, no heavy equipment, etc.).
 - ii Date and time of inspection.
 - iii Name and phone number of inspector.
 - d. Cordon off the bridge with "Do Not Enter" tape if necessary.
 - e. Report bridge status to the EOC Planning Chief, ESF 3 coordinator, and EOC Director.

D. LFUCG Facilities Inspection Team

1. Lexington Division of Risk Management is the team leader.
2. This team will assess damage to buildings and other structures belonging to LFUCG.
3. The team leader will submit summaries of team reports to the EOC Planning Chief and EOC Director.
4. This team is comprised of personnel from these LFUCG divisions: Risk Management, Water Quality, Parks and Recreation, and Facilities and Fleet Management.
5. Inspectors should:
 - a. Determine the extent and type of damage to the building.
 - b. Determine the structural integrity of the building.

- c. Determine the habitability of the building.
- d. Recommend the repair or demolition of the building.
- e. Prohibit entry into a dangerous building by blocking entrances using barricade tape or other means.

E. University of Kentucky Inspection Team

1. University of Kentucky Crisis, Management, and Preparedness (UKCMP) is the team leader.
2. This team will assess the damage to the University of Kentucky properties.
3. The team leader will submit summaries of team reports to the EOC Planning Chief and EOC Director.
4. UKCMP will develop a list prioritizing the buildings and structures to be inspected.
5. University of Kentucky Inspectors will:
 - a. Determine the extent and type of damage to the building.
 - b. Determine the structural integrity of the building.
 - c. Determine the habitability of the building.
 - d. Recommend the repair or demolition of the building.
 - e. Prohibit entry into a dangerous building by blocking entrances using barricade tape or other means.

F. Residential and Commercial Inspection Team

1. Lexington Division of Code Enforcement is the team leader.
2. This team is responsible for assessing damage to all residential and commercial properties in Lexington-Fayette.
3. The team leader will submit summaries of team reports to the EOC Planning Chief and EOC Director.
4. This team will be comprised of personnel from PVA, Building Inspection, Code Enforcement, GIS, and private contractors.
5. The team will:
 - a. Determine the extent and type of damage to the structures and its contents.
 - b. Determine the habitability of the structure.
 - c. Recommending the repair or demolition of the building.

- d. Prohibit the entry into a dangerous building by blocking entrances using barricade tape or other means.

Damage Assessment Trailer Deployment Protocol

The Damage Assessment Trailer (DAT) is stored at Lexington Division of Fleet Services at 669 Byrd Thurman Drive.

The DAT will be deployed with the Damage Assessment Team to support that team at the request of the DEM Director.

Lexington Division of Code Enforcement is responsible for:

- A. Inventory of equipment in this trailer should be completed at least semi-annually.
- B. Equipment damages and shortages will be reported to DEM.
- C. Training of the Damage Assessment Team personnel in the use of the DAT trailer and related equipment.
- D. Set up of the Zumro tent, located in the trailer, which should be completed semi-annually and inspected for function.
- E. Moving the trailer to damage assessment incident site as directed by the DEM Director. If the move cannot be completed by Code Enforcement personnel, a request for assistance should be made through the EOC.
- F. The Code Enforcement Director will assign equipment from the trailer to Damage Assessment Team personnel.
- G. The Code Enforcement Director will assign team members to damage areas for evaluation.