

**McCREARY COUNTY, KENTUCKY  
EMERGENCY OPERATIONS PLAN**



***LONG-TERM RECOVERY  
MITIGATION, AND  
DAMAGE ASSESSMENT***

***ESF-14***

*Coordinates and organizes long-term recovery and mitigation resources in preparing for, responding to and recovering from emergency/disaster incidents which impact the citizens of McCreary County.*

**LONG-TERM RECOVERY AND MITIGATION  
ESF-14**

**ESF Coordinator:** Director, McCreary County Emergency Management Agency

**Primary Agency:** McCreary County Emergency Management  
McCreary County Judge Executive and Magistrates

**Support Agencies:** **McCreary County Fiscal Court**  
McCreary County Sheriff's Office  
McCreary County Road Department  
McCreary County EMS  
McCreary County Animal Control  
McCreary County Jailer's Office  
McCreary County Parks and Recreation Department  
McCreary County Fire Departments  
McCreary County Water District

**Other Local Agencies**  
McCreary County Public Schools  
Lake Cumberland Area District Health Department

**State Agencies**  
Kentucky Division of Emergency Management

**Introduction**

The Long-Term Recovery and Mitigation Emergency Support Function (ESF-14):

- Identifies and organizes the resources (human, technical, equipment, facility, materials and/or supplies) available to McCreary County to address and support long-term recovery and mitigation needs in the event of either a natural or man-made disaster or emergency situation;

- Identifies the responsibilities of organizations charged with providing long-term recovery and mitigation in the case of a disaster or emergency situation;
- Is established to assure the provision of long-term recovery and mitigation support to McCreary County and private-sector response before, during and after an incident/event;
- Provides personnel and resources to support prevention, preparedness, protection, response, recovery and mitigation in support of the primary emergency management objectives of long-term recovery and mitigation in emergency and disaster situations.

**Mission**

The mission of the Long-Term Recovery and Mitigation Emergency Support Function is to coordinate and organize long-term recovery and mitigation resources in preparing for, responding to and recovering from emergency/disaster incidents which impact the citizens of McCreary County.

**Scope**

The scope of this ESF includes:

- Assessing long-term recovery and mitigation system damage and determining the required resources to restore such long-term recovery and mitigation systems;
- Coordinating with ESF-14/Long-Term Recovery and Mitigation support agencies for assistance in helping long-term recovery and mitigation suppliers obtain information, equipment, specialized labor, fuel and transportation to repair or restore energy systems;
- Coordinating information with local, state, and federal officials and suppliers about available long-term recovery and mitigation supply recovery assistance;
- Providing technical assistance concerning long-term recovery and mitigation systems.

ESF-14/Long-Term Recovery and Mitigation is a functional annex to the McCreary County Emergency Operations Plan (EOP) and, to the extent possible, information contained in other sections of the EOP will not be repeated in this ESF annex. Many of the agencies involved in ESF-14/Long-Term Recovery and Mitigation activities have existing emergency plans and procedures which this ESF Annex is designed to complement and support.

This Emergency Support Function applies to all agencies with assigned long-term recovery and mitigation emergency responsibilities as described in the McCreary County EOP.

**Situations and Assumptions**

Some of the situations and assumptions involved in planning ESF-14 planning include but are not limited to the following:

- Recovery from an incident involves actions and resources from the jurisdictions within McCreary County to return the situation to normal, or as close to normal, conditions as possible;
- Long-term recovery is the community's effort to regain normal functions, like commerce, employment, and use of structures like buildings, bridges and roadways.

- Mitigation can be a part of a recovery strategy, rebuilding in a way that reduces or eliminates the impact from a reoccurrence of the same type of incident, such as changes in building and zoning codes that prohibit construction on flood plains;
- If a catastrophic incident strikes McCreary County, affected jurisdictions shall require assistance and support in recovering from the damage and destruction caused by the incident with agencies of McCreary County, along with private relief agencies, providing emergency operations support.
- Under certain situations the state shall provide support to recovery operations in restoring public property, critical services, and where applicable, assistance in the restoration of private property;
- Damage assessment teams shall be required to collect damage information following an incident which provides the basis for further action by the Chief Elected Officials of McCreary County;
- In most cases, recovery begins as damage is identified, assessed and classified as being in either the private or public sector;
- The extent of damages in dollars will determine what, if any, federal or state assistance may be available during the recovery phase.

## Concept of Operations

The McCreary County Emergency Operations Center (EOC) serves as the central location for interagency coordination and executive decision-making, including all activities associated with ESF-14/Long-Term Recovery and Mitigation during a disaster/emergency event. The ESF-14 Primary Agencies work with the EOC management team to ensure necessary long-term recovery and mitigation tasks are accomplished. The Support and Partnering Agencies provide resources and personnel to assist in accomplishing ESF-14 activities as required by the size and demands of the event. As calls are received requesting services and resources during an emergency/disaster situation, they are routed to the ESF-14/Long-Term Recovery and Mitigation desk to determine appropriate action.

### General

ESF-14/Long-Term Recovery and Mitigation is organized consistent with the requirements of the National Response Plan, the National Incident Management System and uses the Incident Command System (composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. This structure and system supports incident assessment, planning, procurement, deployment and coordination of long-term mitigation and recovery support operations for McCreary County. Pursuant to the Incident Command System structure, the Planning, Logistics, Finance/Administration and Operations Section Coordinators and staff at the Emergency Operations Center (EOC) assist the EOC Manager in achieving the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.

Procedures, protocols and plans for long-term recovery and mitigation disaster response activities provide guidelines for operations at the McCreary County Emergency Operations Center and in the field.

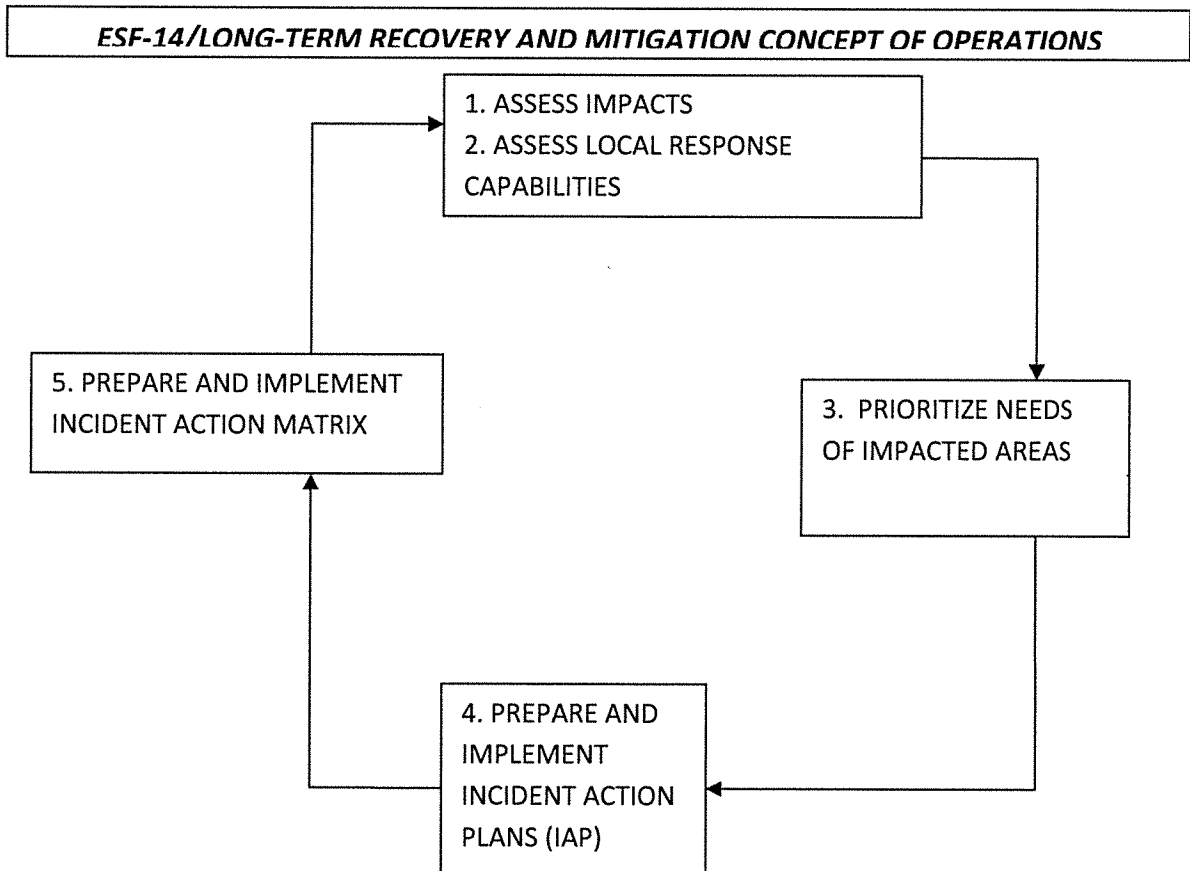
- The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines that describe ESF-14/Long-Term Recovery and Mitigation capabilities are based on National Planning Scenarios, Universal Task List and Target Capabilities and are the basis of these guidelines;
- Periodic training and exercises are conducted to enhance effectiveness;
- Long-term recovery and mitigation planning is continuous, beginning well before impact of approaching natural disasters and immediately upon those not forecasted.

A large event requiring regional, state and/or interstate mutual aid assistance will require ESF-14/Long-Term Recovery and Mitigation implementation. ESF-14-Long-Term Recovery and Mitigation will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required long-term recovery and mitigation assets.

When an event requires a specific type or response mode, long-term recovery and mitigation 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.

As illustrated in Figure 14-1: *ESF-14/Long-Term Recovery and Mitigation Concept of Operation*, ESF-14 will give priority to five fundamental, interrelated functions:

- Use technology and human intelligence to collect, analyze and disseminate information on direct and indirect disaster impacts,
- Assess the capabilities of local government, the business community and volunteer agencies to effectively respond to the disaster;
- Assess and prioritize the immediate needs of impacted communities, neighborhoods and areas of the county;
- Incorporate the analyses into Incident Action Plans that establish operational objectives and identify resource requirements to accomplish these objectives;
- Utilize an Incident Action Matrix to establish priorities, assign tasks to agencies and track progress in meeting objectives.



**Figure 14-1: *ESF-14 Long-Term Recovery and Mitigation Concept of Operations***

Each long-term recovery and mitigation organization which enters into a mutual aid agreement will furnish a copy of the agreement to the McCreary County Emergency Management Agency.

The McCreary County Emergency Management Agency will maintain up-to-date information of long-term recovery and mitigation services in McCreary County including:

- Names of responsible officials (reviewed/updated annually),
- ESF-14/Long-Term Recovery and Mitigation staffing directory (reviewed/updated annually),
- ESF-14/Long-Term Recovery and Mitigation notification lists (reviewed/updated annually),
- Major long-term recovery and mitigation equipment identified in Resource Typing and readiness status (reviewed/updated annually).

The ESF-14/Long-Term Recovery and Mitigation Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the McCreary County Emergency Management Agency and are reviewed and updated by the long-term recovery and mitigation planning committee with the McCreary County Emergency Management Agency at least annually. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents must be compliant with the National Response Plan, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).

Long-term recovery and mitigation organizations are responsible for training and continuing education of their personnel.

The McCreary County Emergency Operations Center uses WebEOC (crisis management software) to supplement disaster management planning and actions. Specifically, all of the applicable Emergency Support Functions, agency based emergency operations centers, and other facilities or functions as appropriate are able to communicate their needs and status through WebEOC. This allows all of the information to be integrated for the specific event and to assess what actions, resources and needs exist.

### **Notifications**

McCreary County 911 Dispatch is the county's 24 hour Warning Point.

When the county or an area of the county has been threatened or impacted by an emergency or disaster event, McCreary County 911 Dispatch will notify the McCreary County Emergency Management Agency Director who in turn will notify the State Emergency Operations Center Duty Officer. The state Emergency Operations Center notifies applicable state agencies including the Regional Response Manager of KyEM Region 10.

ESF-14/Long-Term Recovery and Mitigation will be activated or placed on standby upon notification by the McCreary County Emergency Management Agency. Upon instructions to activate this Emergency Support Function, the ESF-14 Coordinator and Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

### **Direction and Control**

McCreary County Emergency Management Agency, McCreary County Judge Executive and Magistrates are the lead agencies for ESF-14 and will manage the emergency activities of ESF-14/Long-Term Recovery and Mitigation. Long-Term Recovery and Mitigation operates from the McCreary County Emergency Operations Center (EOC) on a 24 hour/7 days a week schedule to help maintain the flow of long-term recovery and mitigation services.

The McCreary County Emergency Management Agency functions as the official disaster organization for preparedness, mitigation, response and recovery within McCreary County and serves as the focal point for ESF-14 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and private voluntary agencies have knowledge about the system and ESF-14 expectations.

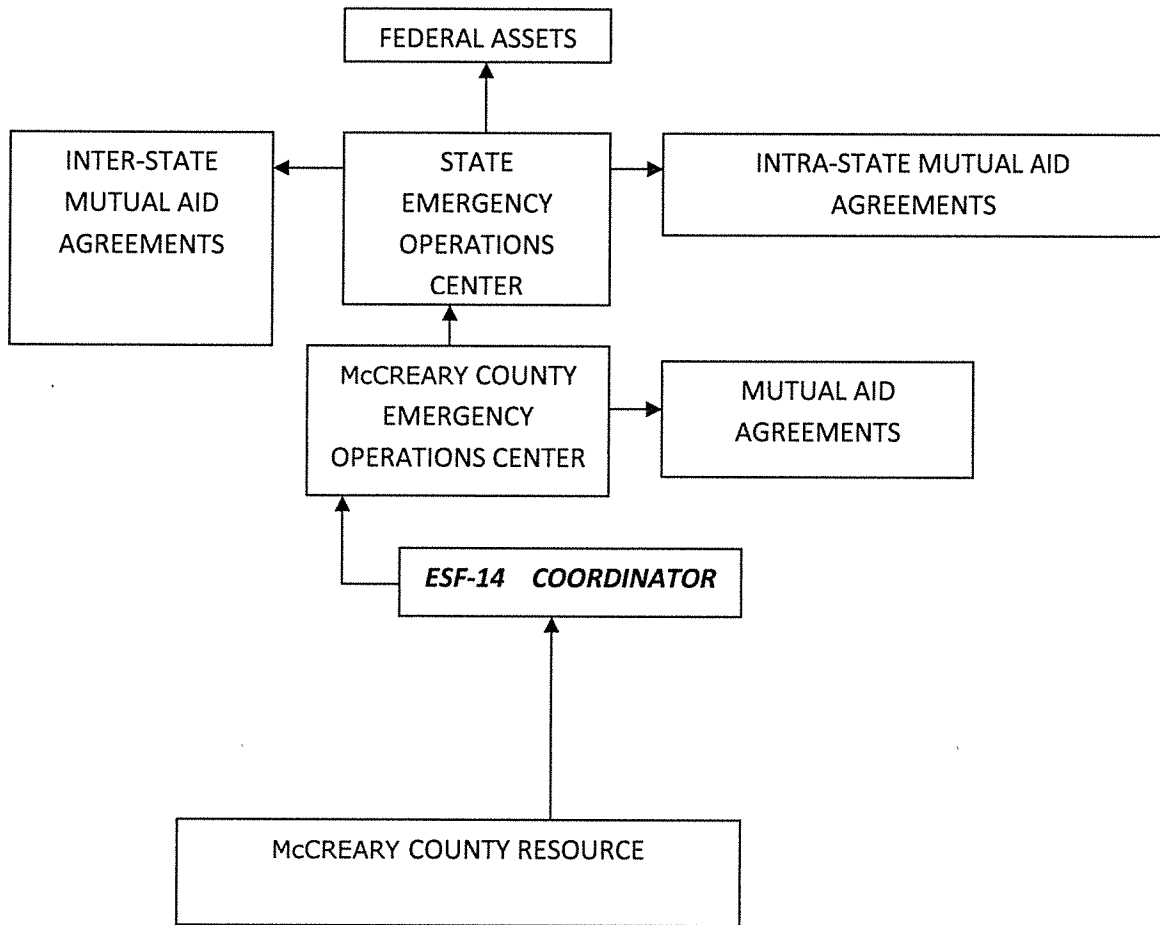
The ESF-14 system operates at two levels – the Emergency Operations Center and field operations.

All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF-14 Coordinator during emergency activations. In accordance with a mission assignment from ESF-14 and further mission tasking by a local primary agency, each support organization assisting in an ESF-14 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF-14. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

### **Organization**



*Requests for Emergency Assistance Flow Upwards from the Lowest Level*



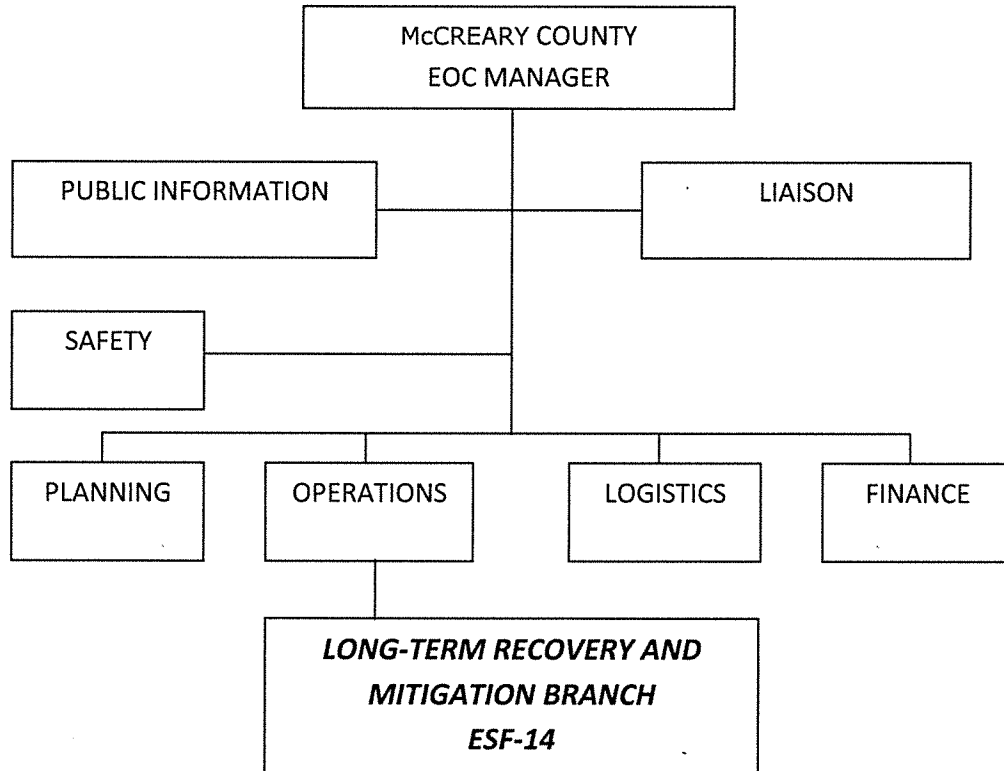
**Figure 14-2: Progressive Requests for Emergency/Disaster Resources**

Response to an emergency/disaster event in McCreary County is progressive as demonstrated in Figure 14- 2: *Progressive Requests for Emergency/Disaster Resources*. The initial response to an emergency/disaster situation is met by the use of the long-term recovery and mitigation resources available at the local level. McCreary County Fiscal Court activates available resources. When the long-term recovery and mitigation needs for resources and/or services exceed the capability of what is available in the jurisdictions within McCreary County, established mutual aid agreements with surrounding counties to provide long-term recovery and mitigation, such resources are utilized. When needed long-term recovery and mitigation resources cannot be located through mutual aid agreements, the McCreary County Emergency Operations Center requests resources through the state Emergency Operations Center. The state Emergency Operations Center locates resources through intra-and inter-state mutual aid agreements and federal assets.

**County**

McCreary County Emergency Management will initiate ESF-14/Long-Term Recovery and Mitigation notification and will request assistance from the primary and support agencies to help staff the ESF-14 position in the McCreary County Emergency Operations Center.

In the Incident Command Structure, ESF-14 -Long-Term Recovery and Mitigation is a branch located in the Operations section as shown in Figure 14-3: *Incident Command System Structure: ESF-14-Long-Term Recovery and Mitigation.*



**Figure – Incident Command System Structure: ESF-14 – Long-Term Recovery and Mitigation**

During an activation of the EOC, support agency staff is integrated with the long-term recovery and mitigation staff to provide support that will allow for an appropriate, coordinated and timely response.

Throughout the response and recovery periods, ESF-14:

- Collects, analyzes, and disseminates tactical information on the nature, scope and potential impacts of an incident or major disaster related to long-term recovery and mitigation;
- Evaluates and analyzes information regarding long-term recovery and mitigation requests;
- Develops and updates assessments of current and anticipated future long-term recovery and mitigation needs and resource requirements,
- Implements contingency planning to meet anticipated long-term recovery and mitigation demands or needs;

- Incorporates this analysis into Incident Action Plans; and
- Uses this intelligence to support the Logistics, Operations and other ESFs in their impact assessment and response missions.

### **Region**

When local resources are overwhelmed or depleted, additional long-term recovery and mitigation resources are obtained through established mutual aid agreements McCreary County has with counties in the region. The Long-Term Recovery and Mitigation Branch Director, in consultation with the requesting jurisdiction, contacts the agencies with whom mutual agreements are in effect to determine if the requested resources are available.

Additionally, either the KyEM Region 10 Response Manager or the state Emergency Operations Center can be contacted to determine the appropriate state agency serving as the lead agency for long-term recovery and mitigation coordination/support at the state level. That agency can designate a liaison to the McCreary County EOC to assist Emergency Support Function 14 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

On activation of an emergency operations center in more than one county, the lead agency for long-term recovery and mitigation coordination/support at the state level may support the coordination of the event response with regional resources or request additional resources through the State Emergency Operations Center.

### **State**

During an emergency or disaster event, ESF-14/comparable primary and support agencies at the State Emergency Operations Center report and function under the overall direction of the Kentucky Division of Emergency Management Director.

During the response phase, ESF-14/Long-Term Recovery and Mitigation evaluates and analyzes information regarding long-term recovery and mitigation requests. ESF-14/Long-Term Recovery and Mitigation also develops and updates assessments of the long-term recovery and mitigation situation/status in the impact area and initiate contingency planning to meet anticipated demands and needs.

The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan and accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will comply with the National Response Plan, the National Incident Management System and the Incident Command System.

### **Actions**

Actions initiated by ESF-14 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. 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.

ESF-14/Long-Term Recovery and Mitigation also coordinates and may assume direct operational control of the following functional areas:

**Preparedness Actions**

- Review and update disaster procedures as they relate to ESF-14 activities.

**Response Actions**

- McCreary County Judge Executive shall maintain direction and control of disaster response operations;
- State assistance is to supplement the county/local response operations and shall be provided based on identified requirements and priorities.

**Recovery Actions**

- Assess the social and economic consequences in the impacted area and coordinate efforts to address long-term community recovery issues;
- McCreary County must be prepared to continue recovery operations until all actions have been completed. Recovery operations may continue long after the emergency response workers have left the scene;
- All local agencies applying for federal/state funds must insure that proper documentation and records are maintained throughout recovery operations;
- In a catastrophic incident, state and local governments shall provide assistance in treating the injured, interring the dead and restoring property. Assistance from the federal government shall be provided, depending on the situation and availability of resources;
- Recovery procedures required following a disaster will vary greatly and the following plans and procedures may be needed:
  - Damage assessments by public and private sectors;
  - Reassemble family or work units;
  - Life, safety, and health protective measures for impacted citizens;
  - Securing food, water, shelter, clothing, fuels, and transportation;
  - Record keeping for potential reimbursement;
  - Recovery of vital records, such as bank statements, licenses, contracts, accounting documents, payroll records;
  - Access to funds for recovery;
  - Assistance from state/federal agencies may require completion of additional documents and/or coordination of assistance;
  - Follow-up assessments will be conducted by state and federal representatives to verify unmet needs;

- Repair or replacement of damaged and/or hazardous facilities.

**Mitigation Actions**

- Provide personnel with the appropriate expertise to participate in activities designed to increase the ability to respond and affect long-term recovery and mitigation strategies in McCreary County to reduce the impact of future disasters.

**Responsibilities**

**All tasked agencies will:**

- Develop applicable standard operating procedures, guidelines and/or checklists which clearly define the role of this emergency support function in the overall functioning of the McCreary County EOC and detail the accomplishment of their assigned functions;
- Train staff in the standard operating procedures, guidelines and/or checklists that outline the courses of action to be taken during a pending or actual disaster or emergency situation;
- Participate in drills to exercise these procedures and actions on a regular basis;
- Participate in honest appraisals of the performance of the long-term recovery and mitigation role and actions after each drill, exercise and actual activation of the McCreary County EOC;
- Participate in a continuous quality improvement process that uses the findings of the performance appraisals and the lessons learned to continuously refine the role and actions of this emergency support function in the overall functioning of the McCreary County EOC and incorporate these into clearly written procedures which are shared with all staff and involved agencies;
- Deploy a representative to the EOC to assist with emergency management activities;
- Provide on-going status reports as requested by the Emergency Management Coordinator;
- Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster-related work from daily work in the event that State and Federal reimbursement becomes available;
- Maintain up-to-date rosters for notifying personnel and 24-hour EOC staffing capabilities, and provide this information to the McCreary County Emergency Management Agency;
- Perform other emergency responsibilities as assigned.

**Primary Agencies:** McCreary County Emergency Management Agency  
McCreary County Judge Executive and Magistrates  
McCreary County Property Valuation

Duties include:

- Managing and coordinating spontaneous volunteers in coordination with the EOC;
- Coordinating private non-profit recovery efforts;
- Coordinating recovery of vital records, such as bank statements, licenses, contracts, accounting documents, payroll records, etc;
- Coordinating countywide surveillance of potential problems related to public water supplies, sewage disposal systems, solid waste accumulation and disposal, food storage, disease carrying animals and insects, and natural gas leaks;
- Providing EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the State EOC for resource requests;
- Collecting and processing information received from Damage Assessment Teams and predictive models, analyze this information, and share with the Planning section;
- Coordinating the development and implementation of the preparedness activities, as outlined in the Plan;
- Coordinating with ESF 7 Resource Support to ensure that all available resources are logged and requests for resources are filled;
- Ensuring that copies of all news releases and situation reports are transmitted to the State EOC.

**Support Agencies:**

Support agencies will provide assistance to the Emergency Support Function with:

- Performing the above-outlined tasks as requested by the ESF Coordinator;
- Services, staff, equipment, and supplies that complement the entire emergency response effort;
- Reporting current resources capabilities on a regular basis;
- Developing Recovery Plans and Procedures;
- Ensuring ESF-14 representatives are properly trained and exercised on the plans and procedures relating to their work;
- Initiating record keeping of disaster expenses;
- Assessing damages;
- Assessing capabilities to conduct normal business;

- Assessing needs to return to normal business;
- Conducting debris clearance;
- Re-establishing interrupted utility services;
- Conducting short-term repairs needed to support normal operations;
- Beginning recovery of Vital and Important Records needed to conduct normal business;
- Beginning reconstruction and long-term repairs with available funds;
- Managing and coordinating spontaneous volunteers in coordination.

### **Administration and Support**

#### **Support**

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resources capabilities. Unresolved assistance requests will normally flow upward from cities to the county and/or field deployed command posts to responsible representatives in the State Emergency Operations Center, and as required to other states or the federal government for assistance support.

#### **Agreements and Understandings**

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services, will be in accordance with the provision of laws and procedures.

#### **Status Reports**

The primary agency will maintain status of all outstanding assistance requests and unresolved ESF-14/Long-Term Recovery and Mitigation related issues. This information will be summarized into periodic status reports and submitted in accordance with applicable operating procedures.

#### **Expenditures and Recordkeeping**

Each ESF-14/Long-Term Recovery and Mitigation agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines. The first source of funds for expenditures by agencies in response to emergency, imminent disaster, or recovery from a catastrophic incident, is to be from funds associated with each local agency.

ESF-14/Long-Term Recovery and Mitigation is responsible for managing financial matters specific to ESF-14 activity and related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/department must also track and record its own expenditures to ensure accuracy with any submissions for potential reimbursement. Information will be provided post-event as to application procedures for reimbursement.

The Finance/Administration Section will coordinate with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues through coordination with McCreary County Government and other local governments' fiscal and personnel management officials, Kentucky

Division of Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents and directly with vendors as necessary.

Expenditures by other departments for activity not directly related to ESF-14/Long-Term Recovery and Mitigation will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

**After Action**

Following the conclusion of any significant emergency, incident or exercise, the primary agency representative will facilitate a critique of the group activities during the emergency/incident/exercise with the ESF-14/Long-Term Recovery and Mitigation agencies, identifying the successes and identifying areas that can be strengthened and enhanced for efficiency in a continuous quality improvement process for the overall performance of the McCreary County Emergency Operations Center.





