

Emergency Support Function 14

Recovery

Responsible Organizations

Primary Organization

Massachusetts Emergency Management Agency

Supporting State Agencies

Executive Office of Economic Development

Department of Public Health

Executive Office of Housing and Livable Communities

Division of Capital Asset Management and Maintenance

Department of Conservation and Recreation

1.0. INTRODUCTION

1.1. Purpose

Emergency Support Function 14 (ESF-14) *Recovery* provides a mechanism for cooperation across state agencies for coordinating State support to tribal, regional, and local governments, and the private sector to enable initial community recovery from an emergency or disaster.

ESF-14 accomplishes this by identifying and facilitating the availability and use of sources of recovery funding, coordinating resources to support initial recovery efforts, and providing technical assistance to community recovery efforts and recovery planning support.

This annex seeks to provide guidance and build consensus on how the Commonwealth intends to provide initial and short-term recovery support to affected local communities and the State. It discusses a variety of policies and procedures ESF-14 partners will use to help initially stabilize communities in the areas of economic recovery, and interim housing, as well as restoration of health and social services, damaged infrastructure, and natural, historical, or cultural resources.

1.2. Scope

This annex applies to agencies and departments within the Commonwealth of Massachusetts and affiliated non-governmental partners with who agree to support recovery activities. This annex applies to any events for which ESF-14 is activated, regardless of whether the event is expected to be a Federally Declared Disaster. This annex does not apply to activities for which the SEOC Declarations Unit or the Survivor Assistance Unit is responsible.

This annex does not apply to long-term recovery activities.

1.3. Policies

- This annex supports and does not supplant existing local, state, or federal recovery plans or policies.
- Local recovery assets will remain under the control of the respective jurisdiction.

2.0 SITUATION AND ASSUMPTIONS

2.1. Situation

Extensive property damage will occur following a major disaster or catastrophe. Many private homes, businesses and commercial enterprises may be damaged or destroyed. Critical infrastructure, services, facilities, and resources may be severely impacted. Many private and public facilities and buildings may need to be repaired, demolished, or isolated to ensure public safety. Impacted infrastructure may be uninsured or underinsured. Significant impacts to the health and welfare of individuals within the Commonwealth are possible and must be addressed. As a result of these impacts, disaster recovery

programs for individuals and/or the public sector will need to be implemented to ensure effective and timely recovery.

2.2. Planning Assumptions

- Local governments have emergency management resources, plans, and procedures in place.
- When an incident occurs, local governments will use its resources first, supplemented as needed by resources available through mutual aid or private sector contracts. Local governments will request state assistance only when their ability to respond to the incident exceeds or is expected to exceed their capacity.
- Agencies and organizations discussed in this annex will work collaboratively to support disaster recovery activities with relevant expertise, resources, and authorities.
- Threats and hazards are always evolving and presenting new challenges. As a result, some impacted infrastructure will be uninsured or underinsured.
- A combination of individual residents, private sector, and public sector infrastructure will be impacted by a disaster.
- Significant impacts to health and welfare can occur following a major disaster. As a result of these impacts, disaster recovery efforts will need to be implemented to restore public health, health care, and social services networks.
- The State Emergency Operations Center (SEOC) may not be activated in situations where recovery programs need to be implemented to promote the resilience, health, and well-being of affected individuals and communities.
- The state has resources and expertise that can be used to supplement local efforts. Federal assistance may be requested to support state and local efforts if an incident exceeds state and local capabilities.
- Agencies with ESF-14 responsibilities have developed internal emergency plans and procedures.

3.0. CONCEPT OF OPERATIONS

3.1. General

ESF-14 may be activated at the direction of the SEOC Director or designee in the event of a notice or no-notice event that is expected to or significantly impact public safety, infrastructure, the economy, health and social services, housing, and natural, historical, and cultural resources. When ESF-14 is activated, it will support any activities of the SEOC Recovery Section, that are not being coordinated by the Declaration Unit and Survivor Assistance Unit.

ESF-14 will report directly to the SEOC Recovery Section Chief with an indirect report to the Operations Section and Planning Section.

3.2. Organization

- All personnel and activities associated with ESF-14 will operate under the Incident Command System (ICS).

- MEMA is designated as the primary agency for ESF-14.
- ESF-14 supporting agencies have designated a person(s), each of whom can serve on behalf of their respective agency at the SEOC to support ESF-14 activities.

3.3. Notification

MEMA will notify the ESF-14 points of contact for each activated organization or agency to report to the SEOC for coordination and implementation of ESF-14 as it pertains to requests for assistance. Each ESF-14 organization and agency is responsible for securing sufficient staff continuously to support and to carry out the activities tasked to their agency.

3.4. Operational Support Priorities

a. Debris Management

While the SEOC will manage push-and-clear debris management activities immediately following a disaster, a more developed debris management strategy may be required for an event. ESF-14 will support the Recovery Section and Operations Section in determining which if any, debris management activities must occur. In addition, ESF-14 will coordinate with the SEOC Finance and Administration Section and debris management group to determine any support required from ESF-14 for executing these operations.

b. Cost Recovery

Many costs are recoverable through Federal programs, depending on the event and the types of aid programs made available. ESF-14 will work with the SEOC Finance and Administration Section to track the Commonwealth's reimbursable financial expenditures, as well as coordinate with municipalities to provide information on cost recovery compliance. This function may include supporting the Declaration Unit.

c. Public Information

During an emergency or disaster, consistent and accurate messaging is critical. As needed, ESF-14 will coordinate with the SEOC Public Information Officer (PIO) or ESF-15 *Public Information and External Affairs* to vet, prepare and disseminate recovery-related information in an effective and timely manner.

d. Non-Governmental Organization Coordination

Non-governmental organizations (NGOs) are essential to providing critical aid in times of disaster. As needed, ESF-14 will coordinate with these agencies to ensure unity of effort. ESF-14 will do this by coordinating with ESF-7 *Volunteers and Donations*. This function may include supporting the Survivor Assistance Unit.

e. Information Coordination

As needed, ESF-14 will coordinate with the SEOC Operations Section and Planning Section to verify and share critical information. This includes providing data for Situational Awareness Statements (SASs), engaging in discussions with the Operations Section to maintain situational awareness, and communicating with partners and supporting agencies about capabilities, deployments, and progress.

3.5. Activities

a. Preparedness Actions

- Convene regular meetings of recovery stakeholders to review and update this annex and standard operating procedures.
- Develop and maintain internal agency operational plans and procedures, resource directories, and emergency contact lists to support recovery activities.
- Ensure procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Pre-identify staff to support this annex and SEOC operations.
- Participate in exercises and training to test, validate, and provide working experience for recovery liaisons on this annex and related procedures.
- Conduct evaluation of prior recovery efforts as needed to improve future operations.
- Provide input to plans and annexes regarding recovery activities.

b. Response Actions

Pre-Impact

- Provide appropriate representative(s) to the SEOC to support recovery pre-incident planning activities.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of the progress of assigned tasks.
- Notify the appropriate points of contact at each respective agency and organization to pre-position resources and response personnel as needed.
- Review existing plans and procedures.
- Ensure the Recovery Section Chief is kept informed of the situation.
- Verify recovery capabilities and report this information regularly to the SEOC Recovery and Operations Section Chiefs.
- Coordinate with other functional areas in anticipation of projected recovery-related needs and coordinate appropriate response efforts.
- Coordinate with the Finance and Administration Section to determine critical information to collect for the reimbursement of recovery activities.

Initial Response

- If the agency has not already done so, provide appropriate representative(s) to the SEOC to support recovery.
- Provide information for situational awareness and monitor situational awareness statements.
- Identify and coordinate resources for response operations.
- Coordinate with ESF-15 *Public Information and External Affairs* on public information related to recovery activities and assistance.

Continuing Response

- Use the information provided by the SEOC Planning Section to plan effective response actions
- Provide support for damage assessment as requested.
- Conduct ongoing reassessment of priorities and strategies to meet the most critical of needs.
- Coordinate support for recovery activities as needed.
- Provide support in developing emergency and disaster declaration request letters.
- Coordinate with other ESFs as appropriate to anticipate projected recovery needs and/or coordinate appropriate response efforts.
- Provide information to the Planning Section as needed to inform SEOC SASs update and Incident Action Plans.
- Continue to coordinate with federal Recovery Support Functions as needed.

c. Recovery Actions

- If requested by the Damage Assessment Group, under the SEOC Operations Section, provide support with damage assessments as tasked.
- If warranted, support the development of the request for a presidential disaster declaration.
- If a decision is made to open one or more Recovery Resource Centers (RRCs), coordinate any resources needed, including staffing. In addition, coordinate with other ESFs for resources needed that they may be able to support.
- Participate in after-action reviews and draft recommendations for after-action reports (AARs) and other reports as appropriate.
- Coordinate with supporting agencies and to ensure that information is available for affected areas and agencies regarding financial tracking for deployed assets. In addition, provide the SEOC Planning Section with any financial tracking information (related to deployed assets) to include in SEOC Situational Awareness Statements or Reports.

4.0. ROLES AND RESPONSIBILITIES

4.1. ESF-14 Primary Agency Responsibilities

a. Massachusetts Emergency Management Agency

- Regularly meet and coordinate with ESF-14 supporting agencies, to:
 - Maintain a list of agency points of contact (POC), Identify vacancies or additional representation needs to MEMA Operations.
- Report to the SEOC, as directed, to staff the ESF-14 workstation.
- Maintain Situational Awareness and ensure a state of readiness for the ESF.
- In coordination with the Operations Section Chief, identify and coordinate to meet ESF-14 staffing requirements at the SEOC and MEMA Regional Offices.
- Direct, coordinate, and integrate the overall state effort to provide resources needed to support recovery.

- Communicate with the Disaster Recovery and Survivor Assistance Units to minimize duplication of effort or similar inefficiencies.
- Communicate and coordinate with local, state, federal, and non-governmental agencies and organizations involved in overall recovery efforts.
- Coordinate with other ESFs to augment local and state recovery resources and gather information about vendors, volunteer groups, and other organizations that could potentially supplement local and state recovery efforts.
- Provide regular updates on ESF-14 operations to the SEOC Planning Section to aid in situational awareness reports and the development of a common operation picture for the SEOC Command and General Staff.
- Coordinate with other supporting agencies to commit recovery resources and prioritize needs based on SEOC incident objectives and priorities. As necessary develop written procedures to implement ESF-14 responsibilities.
- Ensure agencies with roles in supporting recovery activities report to the SEOC or virtually as needed.
- Coordinate state and federal disaster recovery programs across the Commonwealth.
- Incorporate recovery-related information into AAR's.

4.2. ESF-14 Supporting Agency Responsibilities

a. Executive Office of Economic Development (EOED)

- Provide information regarding economic impacts as requested for ESF-14 operations.
- Coordinate with relevant state and federal agencies to identify and pursue funding available for recovery operations across.
- Disseminate recovery information to agency contacts.
- Coordinate with ESF-5 to integrate private-sector resources and facilitate robust problem-solving among economic recovery stakeholders.
- Coordinate with the Declaration Unit to tailor EOED initiatives toward reimbursable projects, as possible.

b. Department of Public Health (DPH)

- Coordinate with ESF-8 to identify and address any deficiencies in health and medical resources during the recovery phase.
- Coordinate with ESF-8 and ESF-7 to identify medical volunteers, as appropriate for recovery operations.
- Collaborate with State, Tribal, and Local partners to promote and prioritize restoration of public health infrastructure.
- Provide technical expertise on determining necessary services for short-term public health recovery requirements and opportunities for short- and long-term financing of such services.
- Coordinate with HHS to benefit programs are available to affected populations.
- Coordinate with HHS to identify available recovery funding opportunities

c. Executive Office of Housing and Livable Communities (EOHLC)

- Provide information regarding housing impacts as requested for recovery operations.
- Disseminate recovery information to agency contacts.
- Assist ESF-6 in the identification of interim and short-term housing for displaced individuals, including those with disabilities and others with access and functional needs.

d. Division of Capital Asset Management and Maintenance (DCAMM)

- Provide information regarding infrastructure impacts as requested for ESF-14 operations.
- Disseminate recovery information to agency contacts.
- Coordinate with relevant ESFs on recovery-related matters involving critical infrastructure.
- Facilitate restoration planning for essential public services.
- Coordinate planning for system-wide infrastructure restoration activities.

e. Department of Conservation and Recreation (DCR)

- Provide information on cultural and historic resources as requested for ESF-14 operations.
- Disseminate recovery information to agency contacts.
- Coordinate with relevant ESFs on recovery-related matters involving natural, cultural, and historic resources.
- Implement reasonable measures to protect and stabilize culturally significant sites, structures, and documents.
- Assess damage to affected natural and cultural resources for remediation cost estimates.

4.3. Other Agencies

Other organizations not explicitly covered in this annex may have the authority, resources, capabilities, or expertise required to support ESF-14 activities. These organizations may be requested to support ESF-14 activities as needed.

4.4. Demobilization

ESF agencies can work with the SEOC Planning Section and Operations Section to provide context to demobilization planning, including trends, workloads, upcoming operations, etc., and receive updates on priorities, objectives, and tasks as operations slow or cease.

- ESF agencies should have pre-established internal demobilization procedures in place to help facilitate the orderly, safe, and efficient return of personnel and resources to their original locations and operating status when their missions supporting SEOC priorities and objectives have concluded. These procedures should take SEOC Demobilization plans into effect to ensure they complement each other.
- Demobilization of rostered and mobilized ESF personnel and resources will be initiated based on operational needs and at the direction of the SEOC Director /SEOC

Operations Section Chief. It should be noted that ESF agencies may be subject to a rapid recall to partial or full activation based on evolving operational needs.

- ESF agencies must ensure that they have closed out any open and actively ongoing operations in support of the SEOC, reported status updates and demobilization to the SEOC Planning Section Chief, and coordinated as needed with other ESFs regarding their demobilization status.
- Once demobilization of ESF-14 begins, Recovery Support Functions (RSFs) will be established if the situation warrants it. More information is contained within the Comprehensive Emergency Management Plan Volume 3: Long-Term Recovery Plan.

5.0. ADMINISTRATION AND LOGISTICS

5.1. Staffing

Per Executive Order 144, each agency must assign a minimum of two persons to act as liaison officers between the respective agency/organization and MEMA.

Agencies activated to the SEOC (both primary and supporting) must be prepared to assign a representative to support ESF activities. Operations may result in assigning an agency representative(s) to be in person for each operational period.

All agency liaisons should:

- Be knowledgeable about the resources and capabilities of their respective agencies.
- Have a thorough knowledge of ESF responsibilities, capabilities, and resources, including locations and availability/lead time.
- Have the authority to commit ESF assets and approve requests for assistance or contact the 24/7 authority to commit assets and approve requests for assistance.

5.2. Mutual Aid

The process for requesting mutual aid from entities either within or outside Massachusetts is described in the "Mutual Aid" section of the State CEMP.

5.3. Annex Review and Maintenance

This annex will be updated in accordance with MEMA's Emergency Management Administration Policy and will ensure that appropriate stakeholder input is incorporated into the updates. Additionally, this annex will be reviewed following any exercise or activation of the plan that identifies potential improvements. Revisions to this annex will supersede all previous editions.

6.0. AUTHORITIES AND REFERENCES

6.1. Authorities

See Authorities Section of the State CEMP.

6.2. References

- Massachusetts Comprehensive Emergency Management Plan (CEMP)
- MassResilient Plan (Formerly known as the State Hazard Mitigation and Climate Adaptation Plan (SHMCAP))
- National Disaster Recovery Framework