

Emergency Support Function #14 – Long-term Community Recovery & Mitigation

ESF Coordinator:

Tucson Office of Emergency
Management & Homeland Security

Support Agencies:

City Council
Budget Department
Planning & Development Services Dept.
Environmental Services Department
Finance Department
Tucson Fire Department
General Services Department
 Architecture & Engineering Division
 Fleet Services Division
Housing & Community Development
 Department
Human Resources Department
Information Technology Department
Parks & Recreation Department
Tucson Police Department
Procurement Department
Department of Transportation
Tucson Water Department
City Attorney's Office
City Clerk's Office
City Court
Rio Nuevo Project
American Red Cross
GIS Cooperative
Pima Association of Governments
Cell Phone Network Providers
Phone Service Providers
Salvation Army
Southern Arizona Home Builders
 Association (SAHBA)
Southwest Gas Company
Tucson Regional Economic
 Opportunities (TREGO)
Tucson Electric Power Company
Tucson International Airport Authority
Union Pacific Railroad
Victim-Witness Program
Southern Arizona Voluntary
 Organizations Active in Disaster
 (SoAZVOAD)

Primary Agency:

CITY OF TUCSON

EMERGENCY OPERATIONS PLAN

Purpose

The purpose of this Emergency Support Function is to identify roles and responsibilities involved in the recovery of the City of Tucson government from a disaster as well as the roles and responsibilities of governmental and nongovernmental entities for those functions. The primary goal is to return government, business, and residents back to normal.

Scope

It is the responsibility of government to assist the public and private sector in its recovery from a disaster or other large-scale emergency. A wide spread disaster might affect the ability of business to function, disrupt employment, interrupt government services, and impact tax revenues.

Tucson Government is primarily responsible for providing assistance to the population of the City of Tucson. Incidents of Local or Regional Significance that may require recovery include, but are not limited to: damaging floods, weather related events, civil disorder, terrorist activities, and hazardous materials incidents.

Short-term recovery involves the restoration of critical services like communications, water supply, sewage service, emergency medical capabilities, and power; as well as garbage and debris removal. These functions must recover early in the event to support life, health, and safety of the population and to support response missions, like fire suppression. Many of the responsibilities and duties of Emergency Support Functions 1 through 13 address both short-term recovery and long-term recovery.

Long-term recovery is the community's effort to regain normal functions like commerce and employment, public transportation and use of structures like buildings, bridges, and roadways. Mitigation can be part of a recovery strategy, rebuilding in a way that reduces or eliminates the impact from a re-occurrence of the same type of disaster event, such as changes in building and zoning codes that prohibit construction on flood plains. ESF #14 addresses these long-term issues.

Situation

Emergency/Disaster Conditions and Hazards

The City of Tucson will periodically experience emergency situations that may overwhelm current government capabilities. The City's infrastructure may be severely damaged and unusable for a significant length of time. The Pima County Hazard Mitigation Plan (draft from October 2005) describes situations that affect our area and may impact the City's infrastructure. Additionally, the Base Plan to this EOP describes situations and planning assumptions that may impact the day-to-day operations of the City and the utility of key infrastructure.

Recovery efforts in Tucson are largely dependent on the nature of the disaster and the degree of damage experienced or population affected. The event may require a small number of City agencies or it may involve every department of the Tucson government.

For large disaster events requiring response and recovery, the Emergency Operations Center (EOC) will be activated for the response phase, and will transition into the recovery phase. In the event of an incident that compromises the EOC structure (e.g., bombing), another location will be chosen from available, safe structures. Other events that may cause response and recovery operations to be relocated include hazardous materials releases, fires, and terrorist activities.

Planning Assumptions

- An emergency or disaster has occurred that activates this ESF
- A safe location can be found for coordination of response and recovery
- Resources are available
- Trained personnel exist to establish authority and to implement plans and procedures
- Circumstances of an emergency or disaster may affect a department or agency's ability to participate in local recovery efforts
- Availability of any program or resource is not implied by its inclusion in this ESF
- In accordance with this Emergency Operations Plan, applicable City departments will perform damage assessments
- The damage assessments will be communicated to the City's EOC, and recovery procedures will be developed
- All City of Tucson departments/divisions/offices will establish a Continuity Of Operations Plan (COOP)
- All City of Tucson departments/divisions/offices will establish a Continuity Of Government plan (CoG) that establishes a four-deep line of succession within each function
- Affected entities include:
 - Private - individuals, associations, clubs and businesses (including banks and financial institutions, retail, wholesale, transportation, leisure, import/export services, insurance, construction, power and some utilities)
 - Public - the City of Tucson and special purpose districts such as: schools, fire districts, and private nonprofit government-like agencies (e.g., American Red Cross).
- Types of recovery problems that may be encountered for Private entities include:

- Shortages of food, clothing, shelter/housing, normal employment, access to public transportation and roadways, and repairs to homes and possessions
- To recover, residents may need to remove debris, maintain employment, access funds for repairs and provide care for children and the elderly or disabled
- Permits and licenses may be needed for rebuilding
- Utilities such as phones, safe drinking water, and sewer services will need to be re-established
- Supplies of food and fuels will be required
- People will be seeking reunification with their families
- The public will need assistance with insurance claims, public programs, and consumer fraud topics
- Personal records will need to be recovered and positive identification verified
- Critical workers will be needed to maintain commerce
- Long-term housing and historical site preservation will require attention
- Language barriers may impede delivery of services
- Types of recovery problems that may be encountered for Public entities include:
 - Infrastructure repair
 - Delivery of emergency programs and services
 - Recovery of vital records
 - Emergency repairs on bridges, roads, and public buildings
 - Government directed recovery will address functions like: courts, health, water/sewer, public transportation, licenses, law and order, fire service, emergency medical services (EMS), and inspections
 - Long-term business recovery strategies, building codes and ordinances may be needed
 - Emergency local expenditure ordinances may be required

Concept of Operations

General

Following an Incident of Local or Regional Significance in which the City infrastructure has suffered widespread damage, the following recovery general actions will be implemented:

- A thorough assessment of damage will be conducted and the information will be analyzed to determine the immediate needs in the City
- A determination will be made whether to seek county, state, or federal assistance
- The City Emergency Management Team will designate personnel to work directly with the other governmental agencies to ensure that recovery and restoration activities for government, the private sector, and the citizens of Tucson are appropriately considered
- Information will be shared with appropriate agencies and organizations to facilitate the ability of government and private officials to render aid
- The City EOC will remain activated until such time as it is no longer necessary to coordinate emergency response or recovery operations formally or actively
- Debris management, and volunteers and donations operations begin as emergency response functions and will continue as necessary

Comprehensive Emergency Management

Preparedness

ESF #14 primary and support agencies are responsible for ensuring that the following preparedness items are fully addressed:

- Review and revise their Standard Operating Procedures (SOPs)/Standard Operating Guidelines (SOGs)/Field Operating Guides (FOGs) regularly
- Establish procedures for alerting their own personnel and other key employees in an Incident of Local or Regional Significance
- Update equipment and resource listings on a regular basis, and distribute them appropriately
- Revise mutual aid agreements as needed
- Train employees on specific ESF functions
- Regularly attend scheduled tabletop exercises and all other applicable training events
- Review and analyze lessons learned in emergency/disaster incidents that have occurred elsewhere, and make appropriate corrections/additions to their respective SOPs/SOGs and this ESF

Response

ESF #14 primary and support agencies are responsible for ensuring that the following response items are fully addressed:

- Establish and maintain contact with the Incident Commander and/or appropriate Emergency Operations Center (EOC) for instructions
- Maintain ongoing information exchange with ESF #5 - Emergency Management
- Begin clear documentation stream of all related costs, actions, decisions, and communications

Recovery

ESF #14 primary and support agencies are responsible for ensuring that the following recovery items are fully addressed:

- Consult with ESF #5 regarding needed recovery strategy
- Continue to assess and track losses of equipment and personnel, develop estimates of monetary loss, and identify possible funding sources
- Assess the need for critical incident stress management for personnel

Mitigation/Prevention

ESF #14 primary and support agencies are responsible for ensuring that the following mitigation/prevention items are fully addressed:

- Conduct threat, risk, and vulnerability assessments of key ESF infrastructure
- Review and analyze lessons learned in emergency/disaster incidents that have occurred elsewhere, and make changes where applicable
- Replace equipment, vehicles and/or personnel

Responsibilities

Coordinating and Primary Agency: Tucson Office of Emergency Management and Homeland Security (TOEM)

Primary Agency: Mayor's Office and the City Manager's Office

The City of Tucson Office of Emergency Management and Homeland Security is responsible for coordinating the Long-term Recovery & Mitigation ESF in an Incident of Local or Regional Significance. As such, their duties/responsibilities include:

- Pre-incident planning and coordination
- Manage the financial aspects of the ESF #14 response, including the funding of mission assignments and/or reimbursable agreements
- Maintain ongoing contact with ESF primary and support agencies
- Conduct periodic ESF meetings and/or conference calls
- Coordinate ESF activities relating to Incidents of Local or Regional Significance, catastrophic incident planning, and critical infrastructure preparedness, as appropriate
- Coordinate training and strategies with the appropriate local, regional, state or federal agencies

As Primary Agencies, the functions of the Mayor's Office and the City Manager's Office include, but are not limited to, the following:

- Acquire rapid incident and damage assessment
- Develop disaster proclamations
- Operate/maintain the EOC and transition from a response EOC function to a recovery function
- Coordinate and advise Tucson government of recovery requirements and procedures
- Document expenses, collect City of Tucson damage assessment figures, serve as liaison for City departments with an established Disaster Field Office
- Coordinate private non-profit recovery efforts
- Maintain central database of City government damages/expenses
- Coordinate Public Information Office functions
- Direct recovery of radio communications for City government
- Authorize emergency spending when necessary.

In addition, the Mayor of the City of Tucson has the authority to proclaim an emergency and request assistance from Pima County and the State of Arizona.

Support Agencies

All Tucson City departments have duties directly associated with the recovery of the community following an Incident of Local or Regional Significance. Additionally, all City departments have the responsibility to return to normal business capabilities as soon as possible following an event. To this end they will:

- Develop a recovery plan and procedures; test the plan; and train personnel in its implementation

- Begin record keeping of disaster expenses
- Assess damages
- Assess capabilities to conduct normal business
- Assess needs to return to normal business
- Conduct debris clearance
- Establish communication with the City Emergency Operations Center
- Re-establish interrupted utility service
- Conduct short-term repairs needed to support normal operations
- Begin recovery of vital and important records needed to conduct normal business
- Begin reconstruction and long-term repairs with available funds
- Re-establish normal services

Support Agencies

Agency	Functions
City Council	<ul style="list-style-type: none"> • Consider motions or ordinances covering one or more of the following topics: acceptance of debris at temporary disposal sites, special provisions for access to damaged buildings, appropriation of emergency funds, authorization to waive normal procurement requirements for emergency expenditures, expediting permit and license processes for facility and infrastructure rebuilding, and topics related to the encouragement of business recovery and re-establishing normal government operations.
Budget Department	<ul style="list-style-type: none"> • Establish account numbers and tracking for emergency expenditures in conjunction with Finance/Accounting • Recommend long-term economic recovery strategies to the Mayor, City Council, and City Manager in concert with the Finance Department
Planning & Development Services Department	<ul style="list-style-type: none"> • Assist the EOC in damage assessment analysis and reports • Coordinate the review and issuance of permits regarding repair and/or replacement of damaged and hazardous structures • Issue building permits and perform inspections of damaged buildings in the City of Tucson • Suggest special provisions regarding fees and paperwork submission for emergency and disaster repairs
Environmental Services Department	<ul style="list-style-type: none"> • Provide access to temporary disposal sites for solid waste from residents and businesses following disasters, if approved • Provide landfill areas and heavy equipment for debris disposal

Finance Department	<ul style="list-style-type: none"> • Maintain accounting of costs associated with response and recovery from emergencies and disasters • Recommend long-term economic recovery strategies to the Mayor, City Council, and City Manager in concert with the Budget Department • Reestablish payroll for City employees
Tucson Fire Department	<ul style="list-style-type: none"> • Assist the EOC in damage assessment analysis and reports • Perform those duties enumerated in ESF #4 – Firefighting; ESF #8 – Public Health & Medical Services; ESF #9 – Urban Search & Rescue; and ESF #10 – Oil & Hazardous Materials Response
General Services Department	<p>Architecture and Engineering Division</p> <ul style="list-style-type: none"> • Provide damage assessments of City-owned buildings • Provide design and construction oversight of design and construction contractors relative to the reconstruction of City-owned facilities <p>Fleet Services Division</p> <ul style="list-style-type: none"> • Provide referrals of contract vendors for construction/off-road equipment
Housing & Community Development Department	<ul style="list-style-type: none"> • Provide information on available habitable housing units within or adjacent to the incident area for use as suitable emergency shelters and temporary housing. • Assist in establishing priorities and coordinating the transition of mass care operations with recovery activities based on incident information and the availability of resources that can be appropriately applied • Provide leadership in coordinating and integrating overall City of Tucson efforts associated with the recovery efforts of mass care, housing, and human services • Assist with keeping the participating neighborhoods informed regarding public safety and security issues • Evaluate and make recommendations on natural, cultural, and historic sites damaged in the disaster • Responsible for long-term rebuilding issues • Assist recovery and mitigation efforts by providing data and maps to City departments
Human Resources Department	<ul style="list-style-type: none"> • Provide staffing to the EOC, as appropriate • Manage and coordinate spontaneous volunteers in coordination with the EOC
Information Technology Department	<ul style="list-style-type: none"> • Coordinate the restoration and continued operations of the City's radio network(s), landline telephone service, data and Internet service, and cell phone and satellite phone services in support of public safety and security activities

Parks & Recreation Department	<ul style="list-style-type: none"> • Provide personnel, vehicles, and equipment in support of debris removal operations • Provide personnel, vehicles and equipment in support of the warning function • Provide personnel and vehicles in support of the traffic control and access/egress functions as needed and as capable
Tucson Police Department	<ul style="list-style-type: none"> • Assist the EOC in damage assessment analysis and reports • Perform those duties enumerated in ESF #9 – Urban Search & Rescue and ESF #13 – Public Safety & Security
Procurement Department	<ul style="list-style-type: none"> • Procure goods and services as requested • Manage donated goods
Transportation Department	<ul style="list-style-type: none"> • Provide emergency construction and repair of City roads and bridges • Provide coordination of transportation resources, roadway information, and other resources related to supporting traffic control and other public safety and security functions • Provide personnel, vehicles, and equipment in support of the traffic control and roadway debris management functions • Coordinate and provide emergency transportation services to the extent possible • Restore public transportation services to the extent possible • Assist the EOC in damage assessment analysis and reports • Coordinate river and/or wash bank stabilization, retention repair, and restoration
Tucson Water Department	<ul style="list-style-type: none"> • Inspect and repair water facilities as needed • Provide personnel, vehicles, and equipment in support of debris removal operations
City Attorney's Office	<ul style="list-style-type: none"> • Provide legal assistance in the wake of an Incident of Local or Regional Significance regarding the City's recovery and mitigation efforts
City Clerk's Office	<p>As provided for under the Charter and City Code:</p> <p>Records Management Division</p> <ul style="list-style-type: none"> • Perform documentation/record-keeping duties to ensure information is appropriately recorded, archived, and made available to the public and departments as needed <p>Legislative Division</p> <ul style="list-style-type: none"> • Organize necessary physical and staffing resources to ensure continuity of the day-to-day operations of the governing body

City Court	<ul style="list-style-type: none"> • Coordinate the functions of City Court after an Incident of Local or Regional Significance
Rio Nuevo Project	<ul style="list-style-type: none"> • Evaluate and make recommendations regarding Rio Nuevo sites damaged in the disaster • Responsible for long-term rebuilding issues of the Rio Nuevo Project
American Red Cross	<ul style="list-style-type: none"> • Provide short- and long-term disaster services, relief assistance and basic needs to individuals with urgent and verified disaster-caused needs • Provide <i>Disaster Welfare Inquiry</i> services that include locator services for the reunification of families displaced by a disaster
Tucson Area GIS Cooperative	<ul style="list-style-type: none"> • Provide data mining assets in support of the City's recovery and mitigation efforts
Pima Association of Governments	<ul style="list-style-type: none"> • Provide accurate, credible regional transportation information to decision-makers for use in recovery and mitigation efforts • Recommend and assist government leaders in long-term planning issues for the region
Cell Phone Network Providers and Phone Service Providers	<ul style="list-style-type: none"> • Perform damage assessment, effect short-term repairs and/or re-routing of phone services to critical response agencies, businesses, and residents
Salvation Army	<ul style="list-style-type: none"> • Provide disaster recovery assistance in the form of food vouchers, cleanup kits, some medical assistance, counseling, and mobile feeding
Southern Arizona Home Builders Association (SAHBA)	<ul style="list-style-type: none"> •
Southwest Gas	<ul style="list-style-type: none"> • Perform damage assessment, effect short-term repairs to ensure safe and efficient restoration of service and/or re-routing of gas services to critical response agencies, businesses, and residents • Provide additional natural gas services, as needed
Tucson Regional Economic Opportunities, Inc. (TREO)	<ul style="list-style-type: none"> • Responsible for long-term economic rebuilding issues in the City • Recommend long-term economic recovery strategies to the Mayor, City Council, and City Manager
Tucson Electric Power	<ul style="list-style-type: none"> • Perform damage assessment, effect short-term repairs and/or re-routing of electrical power services to critical response agencies, businesses, and residents • Provide technical engineering and operations expertise in determining emergency operations required for the restoration of the City's electrical services • Provide personnel and heavy equipment for the restoration of the electrical distribution system infrastructure

Tucson International Airport Authority	<ul style="list-style-type: none"> • Repair and/or restore airport resources to facilitate the operation and delivery of air travel and air cargo into the City
Union Pacific Railroad	<ul style="list-style-type: none"> • Repair and/or restore railroad resources to facilitate the operation and delivery of rail travel and rail cargo into the City
Pima County Attorney's Office Victim-Witness Program	<ul style="list-style-type: none"> • Provide counseling services as necessary and as capable
Southern Arizona Volunteer Organizations Active in Disaster (SoAZVOAD)	<ul style="list-style-type: none"> • Provide mass feeding, disaster child care, building and repairs, debris removal, burn services, mass and individual sheltering, and supply transportation as available