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**IS-814: ESF #14 – Long-Term  
Community Recovery  
Student Manual**

---

**February 2009**



Display  
Visual 1



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Key Points

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**Purpose:** The purpose of this course is to familiarize you with the function and composition of ESF #14 – Long-Term Community Recovery.

**Approximate Time:** 1 hour

**Content Outline:** This module includes the following major topics:

- ESF Overview
- ESF #14 Purpose and Scope
- ESF #14 Concept of Operations
- ESF #14 Coordinator
- ESF #14 Primary Agencies
- ESF #14 Activities
- ESF #14 Support Agencies
- Summary

**Materials:**

- Instructor Guide
- Student Manual (including the ESF #14 – Long-Term Community Recovery Annex)

**Display  
Visual 2**

### Objectives

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- Describe the overall purpose and scope of ESF #14.
- Identify the supplemental assistance ESF #14 provides to State, tribal, and local governments.
- Identify typical activities accomplished by ESF #14 resources.
- Describe the types of partnerships formed between ESF #14 and other response agencies and organizations.



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### Key Points

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At the end of this course, you will be able to:

- Describe the overall purpose and scope of ESF #14.
- Identify the supplemental assistance ESF #14 provides to State, tribal, and local governments.
- Identify typical activities accomplished by ESF #14 resources.
- Describe the types of partnerships formed between ESF #14 and other response agencies and organizations.

**Display  
Visual 3**

**Introductions**



**Tell us:**

- **Your name.**
- **Your role in emergency management.**
- **What you hope to gain from this course.**

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Visual 3

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**Key Points**

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Introduce yourself to the members of your table groups, providing:

- Your name.
- Your role in emergency management.
- What you hope to gain from this course.

Display  
Visual 4

**National Response Framework (NRF)**

- Establishes a comprehensive, national, all-hazards approach to domestic incident response.
- Presents an overview of key response principles, roles, and structures that guide the national response.
- Includes core document, annexes, and partner guides.

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Visual 4

Key Points

The National Response Framework (NRF):

- Is a guide to how the Nation conducts all-hazards response.
- Builds upon the National Incident Management System (NIMS) coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector.

The NRF is comprised of:

- The Core Document, which describes the doctrine that guides our national response, roles and responsibilities, response actions, response organizations, and planning requirements to achieve an effective national response to any incident that occurs.
- Emergency Support Function Annexes, which identify Federal resources and capabilities that are most frequently needed in a national response (e.g., transportation, firefighting, mass care).
- Support Annexes, which describe essential supporting aspects that are common to all incidents (e.g., financial management, volunteer and donations management, private-sector coordination).
- Incident Annexes, which address the unique aspects of how we respond to seven broad categories or types of incidents (e.g., biological, nuclear/radiological, cyber, mass evacuation).
- Partner Guides, which provide ready references describing key roles and actions for local, tribal, State, Federal, and private-sector response partners.

**Display  
Visual 5**

**Emergency Support Functions (ESFs)**

**ESFs are:**

- **The primary operational-level mechanism to provide assistance.**
- **Organized around functional capabilities (e.g., emergency management, transportation, search and rescue, etc.).**



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Visual 5

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**Key Points**

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The Federal Government and many State governments organize many of their resources and capabilities—as well as those of certain private-sector and nongovernmental organizations—under Emergency Support Functions (ESFs).

The ESFs:

- Are coordinated by the Federal Emergency Management Agency (FEMA) through the National Response Coordination Center (NRCC), Regional Response Coordination Centers (RRCCs), and Joint Field Offices (JFOs).
- Are a critical mechanism to coordinate functional capabilities and resources provided by Federal departments and agencies, along with certain private-sector and nongovernmental organizations.

Note that some States also have organized an ESF structure along this approach.

**Display  
Visual 6**

### ESF General Duties

- **Commit agency assets.**
- **Approve and implement mission assignments.**
- **Maintain situational awareness and report on ESF operations.**
- **Represent agency on task forces and ad hoc groups.**
- **Serve as technical experts.**





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Visual 6

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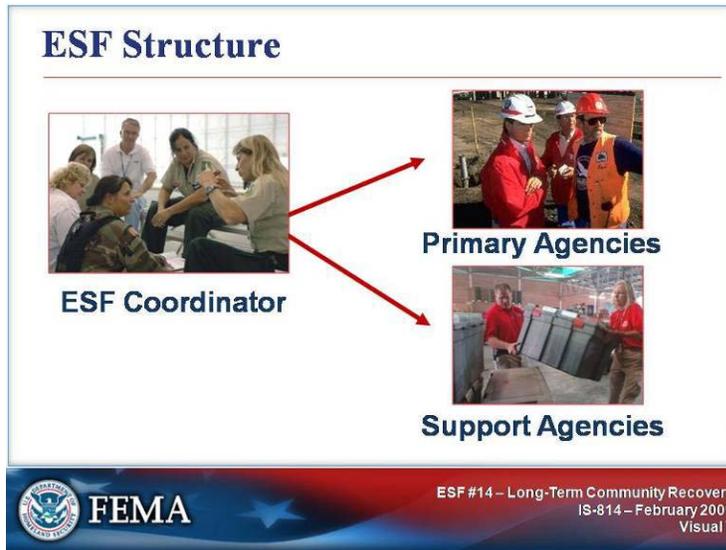
### Key Points

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Review the general ESF duties listed on the visual.

Why is it important that ESFs have the authority to commit agency assets?

Display  
Visual 7



Key Points

The ESF structure includes:

- ESF Coordinator. The entity assigned to manage oversight for a particular ESF.
- Primary Agencies. ESF primary agencies are Federal agencies with significant authorities, resources, or capabilities for a particular function within an ESF. A Federal agency designated as an ESF primary agency serves as a Federal executive agent under the Federal Coordinating Officer (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission.
- Support Agencies. Support agencies are those entities with specific capabilities or resources that support the primary agencies in executing the mission of the ESF.

ESFs provide support to other ESFs. For example: ESF #3 – Public Works and Engineering may support rural ESF #5 – Emergency Management forces to obtain heavy equipment and/or demolition services as needed to suppress incident-related fires.

**Display  
Visual 8**

### ESF Coordinator

- Pre-incident planning and coordination
- Ongoing contact with primary and support agencies
- Coordination with private-sector organizations
- Preparedness planning and exercises



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Visual 8

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### Key Points

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The ESF coordinator has management oversight for that particular ESF.

Note that, as described on the visual, the ESF coordinator has a role throughout the incident management cycle.

Display  
Visual 9

### Primary and Support Agencies

- **Primary Agency:** Federal agency with significant authorities, resources, or capabilities for a particular function within an ESF.
- **Support Agency:** Assists the primary agency by providing resources and capabilities in a given functional area.



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ESF #11 – Agriculture and Natural Resources  
IS-811 – February 2009  
Visual 9

Key Points

When an ESF is activated in response to an incident:

- The **primary agency** is responsible for:
  - Serving as a Federal executive agent under the Federal Coordinating Officer (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission.
  - Orchestrating Federal support within its functional area for an affected State.
  - Providing staff for the operations functions at fixed and field facilities.
  - Notifying and requesting assistance from support agencies.
  - Managing mission assignments and coordinating with support agencies and appropriate State agencies.
  - Working with appropriate private-sector organizations to maximize use of all available resources.
  - Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
  - Maintaining trained personnel to support interagency emergency response and support teams.
- **Support agencies** are responsible for:
  - Conducting operations, when requested by the Department of Homeland Security (DHS) or the designated ESF primary agency, using their own authorities, subject-matter experts, capabilities, or resources.
  - Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures (SOPs), checklists, or other job aids, in concert with existing first-responder standards.
  - Assisting in the conduct of situational assessments.
  - Furnishing available personnel or other resource support as requested by DHS or the ESF primary agency.
  - Providing input to periodic readiness assessments.
  - Participating in training and exercises aimed at continuous improvement of response and recovery capabilities.
  - Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

**Display  
Visual 10**

### Activation of ESFs



- Not every incident requires the activation of ESFs.
- ESFs may be selectively activated for:
  - Stafford Act Emergency and Major Disaster Declarations.
  - Non-Stafford Act incidents as specified in Homeland Security Presidential Directive 5 (HSPD-5).

**ESF deployment must be coordinated, even if under the agency's own authority!**

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Visual 10

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### Key Points

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ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents under circumstances as defined in Homeland Security Presidential Directive 5 (HSPD-5). Not all incidents requiring Federal support result in the activation of ESFs.

FEMA can deploy assets and capabilities through ESFs into an area in anticipation of an approaching storm or event that is expected to cause a significant impact and result. This coordination through ESFs allows FEMA to position Federal support for a quick response, though actual assistance cannot normally be provided until the Governor requests and receives a Presidential major disaster or emergency declaration.

**Display  
Visual 11**



**Emergency Support Functions**

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

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ESF #14 – Long-Term Community Recovery  
IS-814 – February 2009  
Visual 11

The image contains a list of 15 Emergency Support Functions (ESFs). ESF #14, 'Long-Term Community Recovery', is highlighted in red. To the right of the list are two small photographs: the top one shows a helicopter in flight, and the bottom one shows a person in a red shirt and white vest working with a dog in a boat. At the bottom left is the FEMA logo, and at the bottom right is the text 'ESF #14 – Long-Term Community Recovery IS-814 – February 2009 Visual 11'.

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**Key Points**

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The 15 ESFs are listed on the visual. The complete ESF Annexes are available at the NRF Resource Center at [www.fema.gov/nrf](http://www.fema.gov/nrf).

This course focuses on ESF #14 – Long-Term Community Recovery.

Describe your roles or associations with ESF #14.

**Display  
Visual 12**



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**Key Points**

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After a disaster, what long-term challenges do communities face?

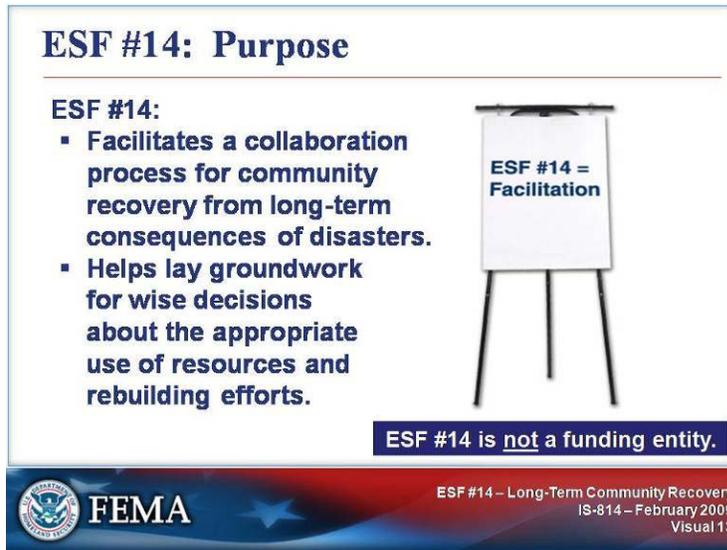
In this course, you'll learn more about the partner agencies of ESF #14 and the actions they take to help communities recover from the long-term, potentially devastating consequences of major disasters.

**Topic**

**ESF #14 Purpose and Scope**

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**Display  
Visual 13**



The slide is titled "ESF #14: Purpose" and is set against a background of a whiteboard on a tripod stand. The whiteboard has the text "ESF #14 = Facilitation" written on it. To the left of the whiteboard, there are two bullet points: "Facilitates a collaboration process for community recovery from long-term consequences of disasters." and "Helps lay groundwork for wise decisions about the appropriate use of resources and rebuilding efforts." Below the whiteboard, a blue box contains the text "ESF #14 is not a funding entity." At the bottom of the slide, there is a red and blue banner with the FEMA logo on the left and the text "ESF #14 – Long-Term Community Recovery IS-814 – February 2009 Visual 13" on the right.

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**Key Points**

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ESF #14 provides a mechanism for coordinating Federal support to State, tribal, regional, and local governments, nongovernmental organizations (NGOs), and the private sector to enable community recovery from the long-term consequences of extraordinary disasters.

ESF #14 accomplishes its mission by helping local communities:

- Identify, coordinate, and facilitate the availability and use of sources of recovery funding.
- Provide technical assistance (such as impact analyses) for long-term community recovery and long-term recovery planning support.

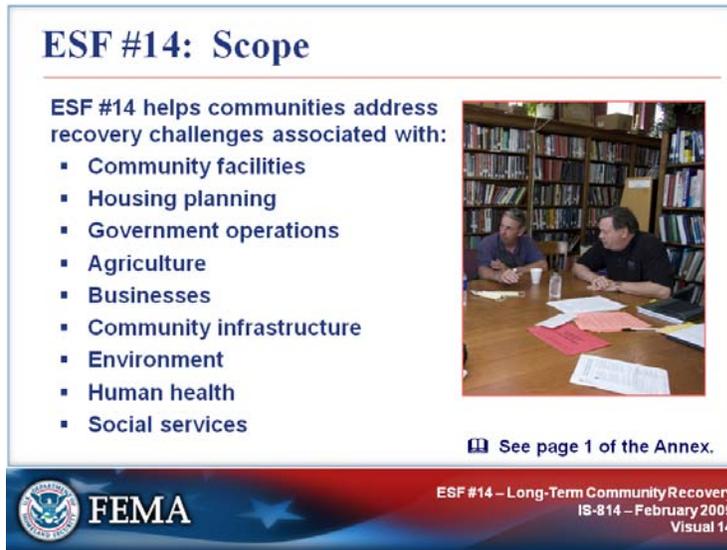
ESF #14 facilitates a collaboration process to lay the groundwork for wise decisions about the appropriate use of resources and rebuilding efforts. Often, committees, task forces, or other means of collaboration are formed with the goals of:

- Developing specific plans for long-term community recovery,
- Identifying and addressing unmet or specialized needs of individuals and families,
- Locating funding sources, and
- Providing coordination of the many sources of help that may be available to assist.

**Topic**

**ESF #14 Purpose and Scope**

**Display  
Visual 14**



**ESF #14: Scope**

ESF #14 helps communities address recovery challenges associated with:

- Community facilities
- Housing planning
- Government operations
- Agriculture
- Businesses
- Community infrastructure
- Environment
- Human health
- Social services

 See page 1 of the Annex.

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ESF #14 – Long-Term Community Recovery  
IS-814 – February 2009  
Visual 14

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**Key Points**

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ESF #14 may be activated for incidents that require a coordinated Federal response to address significant long-term impacts to foster sustainable recovery.

This coordination and planning assistance can include rebuilding various community infrastructures. Examples of past ESF #14 activities include support to address recovery challenges associated with redevelopment and reconstruction of:

- Community facilities
- Housing planning
- Government operations
- Agriculture
- Businesses
- Community infrastructure
- The environment
- Human health
- Social services

Some of the collaborative efforts focus on the community level and rely on the expertise of community planning and economic development professionals. Other efforts focus on individual and family recovery and are coordinated by social service and volunteer groups.

**Topic**

**ESF #14 Concept of Operations**

**Display  
Visual 15**

### ESF #14 Concept of Operations



**The amount and type of Federal ESF #14 support provided depends on:**

- **Magnitude and type of the incident.**
- **Duration of the long-term recovery.**
- **Availability of needed resources.**

 **See pages 2-3 of the Annex.**

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Visual 15

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**Key Points**

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Federal support is tailored based on the type, extent, and duration of the incident and long-term recovery period, and on the availability of Federal resources.

ESF #14 provides the coordination mechanism for the Federal Government to support State, tribal, and local governments and nongovernmental organizations with:

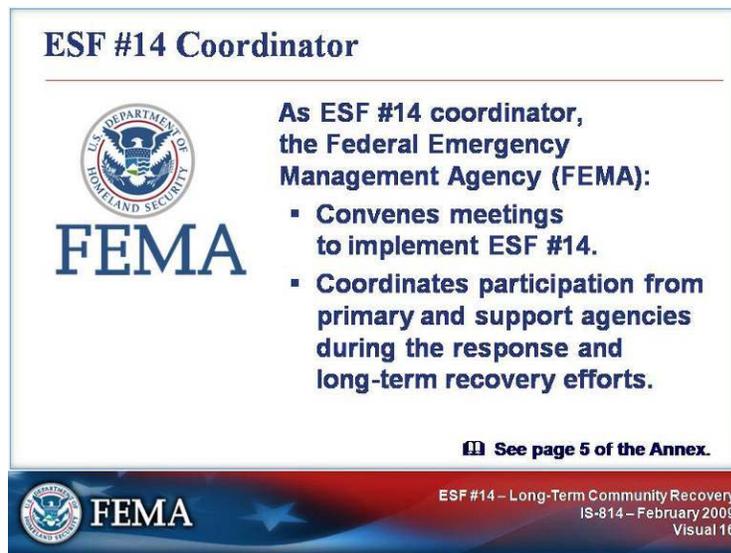
- Assessment
- Coordination
- Technical support

Refer to pages 2-3 of the ESF #14 – Long-Term Community Recovery Annex for more information about the concept of operations.

**Topic**

**ESF #14 Coordinator**

**Display  
Visual 16**



**ESF #14 Coordinator**

 **FEMA**

**As ESF #14 coordinator, the Federal Emergency Management Agency (FEMA):**

- **Convenes meetings to implement ESF #14.**
- **Coordinates participation from primary and support agencies during the response and long-term recovery efforts.**

**See page 5 of the Annex.**

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Visual 16

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**Key Points**

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As the ESF #14 coordinator, DHS/FEMA:

- Convenes meetings preincident and postincident to implement ESF #14.
- Coordinates participation from primary and support agencies during the response and long-term recovery efforts.
- Coordinates drafting and publication of ESF #14 operational plans and procedures.
- Represents ESF #14 at interagency operational planning meetings.

**Topic**

**ESF #14 Primary Agencies**

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Display  
Visual 17

The graphic is titled "ESF #14 Primary Agencies" and lists four agencies: USDA, HUD, SBA, and FEMA. It includes logos for each agency and a footer with the FEMA logo and text: "ESF #14 – Long-Term Community Recovery IS-814 – February 2009 Visual 17".

**ESF #14 Primary Agencies**

ESF #14 has four primary agencies:

- Department of Agriculture (USDA)
- Department of Housing and Urban Development (HUD)
- Small Business Administration (SBA)
- Federal Emergency Management Agency (FEMA)

The lead agency in the field is determined by the type of disaster.

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Visual 17

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**Key Points**

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Because the mission of ESF #14 encompasses many aspects of recovery, it has four primary agencies:

- Department of Agriculture (USDA)
- Department of Housing and Urban Development (HUD)
- Small Business Administration (SBA)
- Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

In addition to the primary agencies' unique roles within a disaster, they collaborate through ESF #14 to provide technical expertise on leveraging recovery resources and work with community officials to identify and prioritize needs.

**Topic**

**ESF #14 Primary Agencies**

**Display  
Visual 18**

**Primary Agency: USDA**

USDA provides:

- Emergency loans and grants for the agricultural sector.
- Economic and technical assistance for recovery of rural community facilities, businesses, utilities, and housing.
- Resource conservation assistance.
- Technical assistance for agricultural market recovery, community planning, and community development.



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Visual 18

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**Key Points**

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As one of the four primary ESF #14 agencies for response, USDA provides:

- Emergency loans and grants for the agricultural sector.
- Economic and technical assistance for recovery of rural community facilities, businesses, utilities, and housing.
- Resource conservation assistance.
- Technical assistance for agricultural market recovery, community planning, and community development.

**Topic**

**ESF #14 Primary Agencies**

**Display  
Visual 19**

**Primary Agency: HUD**

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**HUD assists with:**

- **Building technology**
- **Housing**
- **Public services**
- **Infrastructure**
- **Mortgage financing**
- **Public housing repair**
- **Community redevelopment**

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IS-814 – February 2009  
Visual 19

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**Key Points**

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HUD provides assistance for:

- Building technology.
- Housing.
- Public services.
- Infrastructure.
- Mortgage financing.
- Public housing repair and reconstruction.
- Community redevelopment and economic recovery.

**Topic**

**ESF #14 Primary Agencies**

**Display  
Visual 20**

**Primary Agency: SBA**



**SBA provides loans for:**

- Repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property.
- Small businesses to address adverse economic impact due to the incident.

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IS-814 – February 2009  
Visual 20

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**Key Points**

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SBA provides:

- Long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations for repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property.
- Loan assistance to small businesses to address adverse economic impact due to the incident.

**Topic**

**ESF #14 Primary Agencies**

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**Display  
Visual 21**

**Primary Agency: DHS**

The following offices within DHS support the ESF #14 mission:

- FEMA
- Office for Civil Rights and Civil Liberties
- Office of Infrastructure Protection
- Office of the Private Sector
- Transportation Security Administration



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IS-814 – February 2009  
Visual 21

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**Key Points**

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Within DHS, the following offices and agencies support the ESF #14 mission:

- FEMA: Provides technical assistance in community, tribal, and State planning; recovery and mitigation grant and insurance programs; outreach, public education, and community involvement in recovery planning; building science expertise; and natural hazard vulnerability/risk assessment expertise.
- Office for Civil Rights and Civil Liberties: Provides expertise in issues related to special needs populations to ensure that they are an integral part of the recovery process.
- Office of Infrastructure Protection: Provides technical expertise in protective measures for critical infrastructure.
- Office of the Private Sector: Provides expertise in private-sector capabilities and services; provides coordination with private-sector organizations.
- Transportation Security Administration: Coordinates security of the Nation's transportation system in times of national emergency.

**Display  
Visual 22**

**ESF #14 Actions: Preincident Operations**

**Primary and support agencies meet to:**

- **Ensure procedures and information are up to date.**
- **Discuss lessons learned.**
- **Explore ways to leverage resources by creative use of Federal assistance.**



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IS-814 – February 2009  
Visual 22

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**Key Points**

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Primary and support agencies meet regularly at the national and regional levels to:

- Ensure procedures and program/contact information are up to date.
- Discuss lessons learned from incidents and exercises.
- Explore ways to leverage resources by creative use of Federal assistance.

**Topic**

**ESF #14 Activities**

**Display  
Visual 23**

**ESF #14 Actions: Immediately Prior to Incident**

When prior notice of an incident is available, ESF #14:

- Helps local communities collaborate with the State(s) and other ESFs.
- Supports managing the short-term recovery in a way that facilitates long-term community recovery.



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Visual 23

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**Key Points**

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When prior notice of an incident is available (e.g., a hurricane or flood), ESF #14 helps local communities collaborate with the State(s) and other ESFs regarding managing the short-term recovery in a way that facilitates long-term community recovery.

**Topic** ESF #14 Activities

**Display  
Visual 24**

**ESF #14 Postevent Operations**

Once the immediate danger has passed, ESF #14 may:

- Gather information to assess needs.
- Convene interagency planning meetings.
- Identify Federal programs to support recovery.
- Coordinate with other ESFs, States, and stakeholders.



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Visual 24

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**Key Points**

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Once the immediate danger has passed, ESF #14 can help State and local recovery efforts by:

- Gathering information to assess impacts and needs.
- Convening interagency meetings to plan for long-term community recovery.
- Identifying Federal programs to support long-term recovery.
- Coordinate with other ESFs, States, and stakeholders to address long-term community recovery issues.

**Topic**

**ESF #14 Support Agencies**

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**Display  
Visual 25**

**ESF #14 Support Agencies (1 of 2)**

The following departments support the ESF #14 mission:

- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of the Interior
- Department of Labor
- Department of Transportation



See pages 6-7 of the Annex.

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Visual 25

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**Key Points**

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The following departments support the ESF #14 mission:

- Department of Commerce
  - Economic and Statistics Administration
  - Economic Development Administration
  - National Institute of Standards and Technology
  - National Oceanic and Atmospheric Administration
- Department of Defense/U.S. Army Corps of Engineers
- Department of Energy
  - National Nuclear Security Administration
- Department of Health and Human Services
- Department of the Interior
- Department of Labor
- Department of Transportation

Refer to pages 6-7 of the Annex for more information on the support agencies listed.

**Topic**

**ESF #14 Support Agencies**

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**Display  
Visual 26**

**ESF #14 Support Agencies (2 of 2)**

The following departments/agencies also support the ESF #14 mission:

- Department of the Treasury
- Environmental Protection Agency
- Corporation for National and Community Service
- Delta Regional Authority
- American Red Cross
- National Voluntary Organizations Active in Disaster



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Visual 26

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**Key Points**

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The following departments/agencies also support the ESF #14 mission:

- Department of the Treasury
- Environmental Protection Agency
- Corporation for National and Community Service
- Delta Regional Authority
- American Red Cross
- National Voluntary Organizations Active in Disaster

Refer to pages 6-7 of the Annex for more information on the support agencies listed.

**Topic**

**Summary**

Display  
Visual 27

### Knowledge Review and Summary

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**Instructions:**

- Answer the review questions on the next page in your Student Manual.
- Be prepared to share your answers with the class in 5 minutes.
- If you need clarification on any of the material presented in this course, be sure to ask your instructors.



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ESF #14 – Long-Term Community Recovery  
IS-814 – February 2009  
Visual 27

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**Key Points**

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Instructions:

- Answer the review questions on pages 30 and 31 of your Student Manual.
- Be prepared to share your answers with the class in 5 minutes.
- If you need clarification on any of the material presented in this course, be sure to ask your instructors.

Additional information about the National Response Framework and Emergency Support Functions can be obtained at the NRF Resource Center at [www.fema.gov/nrf](http://www.fema.gov/nrf).

**Topic**

**Summary**

Display  
Visual 28

## Taking the Exam

**Instructions:**

1. Take a few moments to review your Student Manuals and identify any questions.
  2. Make sure that you get all of your questions answered prior to beginning the final test.
  3. When taking the test . . .
    - Read each item carefully.
    - Circle your answer on the test.
    - Check your work and transfer your answers to the computer-scan (bubble) answer sheet or enter the answers online.
- You may refer to your Student Manuals and the Annex when completing this test.



ESF #14 – Long-Term Community Recovery  
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Visual 28

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## Key Points

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Instructions:

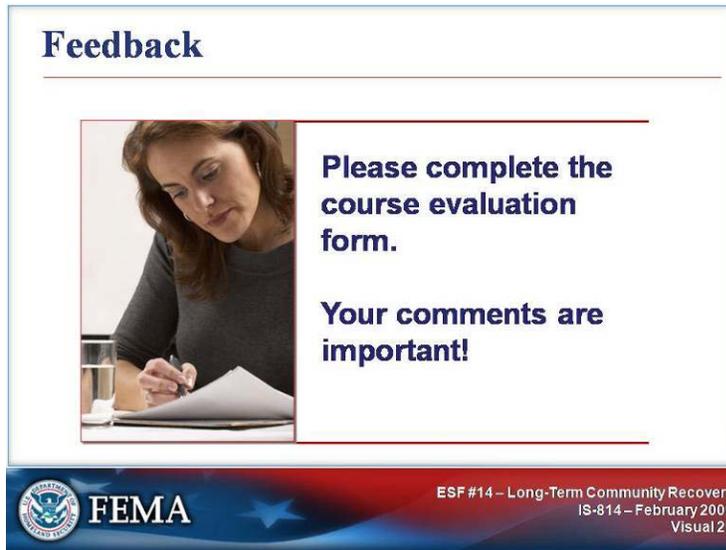
1. Take a few moments to review your Student Manuals and identify any questions.
2. Make sure that you get all of your questions answered prior to beginning the final test.
3. When taking the test . . .
  - Read each item carefully.
  - Circle your answer on the test.
  - Check your work and transfer your answers to the computer-scan (bubble) answer sheet or enter the answers online.

You may refer to your Student Manuals and the annex when completing this test.

**Topic**

**Summary**

Display  
Visual 29



**Feedback**

**Please complete the course evaluation form.**

**Your comments are important!**

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ESF #14 – Long-Term Community Recovery  
IS-814 – February 2009  
Visual 29

The image shows a slide titled 'Feedback' with a photograph of a woman writing on a document. The text on the slide asks the viewer to complete a course evaluation form and emphasizes that their comments are important. At the bottom, there is a FEMA logo and course information: 'ESF #14 – Long-Term Community Recovery', 'IS-814 – February 2009', and 'Visual 29'.

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**Key Points**

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Please complete the course evaluation/feedback form.

**ESF #14 – Knowledge Review**

1. Which agencies serve as primary agencies for ESF #14?

2. Read the following scenario, and then list three priority actions for ESF #14.

**Scenario:** Several months into a severe drought, a series of lightning strikes has ignited numerous forest fires across State lines. The fires have swept through residential areas, business districts, and parks, destroying homes, stores, restaurants, wildlife habitats, and historic sites.

3. Decide whether the following statement is **TRUE** or **FALSE**: The amount of support that ESF #14 provides to a community is the same for all disasters.

4. Match the activities with the ESF #14 support agencies that perform them.

<b>Activities</b>	<b>Support Agencies</b>
_____ Assists in community planning and civil engineering.	A. Environmental Protection Agency
_____ Provides technical assistance in developing appropriate drinking water.	B. Department of Health and Human Services
_____ Provides economic assessment and assistance.	C. Department of Energy
_____ Helps prioritize the restoration of healthcare services.	D. Army Corps of Engineers
_____ Provides technical advice in radioactive debris management.	E. Department of Commerce

5. Use the space below to make note of any questions you have about the material covered in this course.

**Your Notes**