

# Report on Long-Term Recovery in East Palestine

Actions Taken to Address Section 3(b) of  
Executive Order 14108

*June 2024*

## Executive Summary

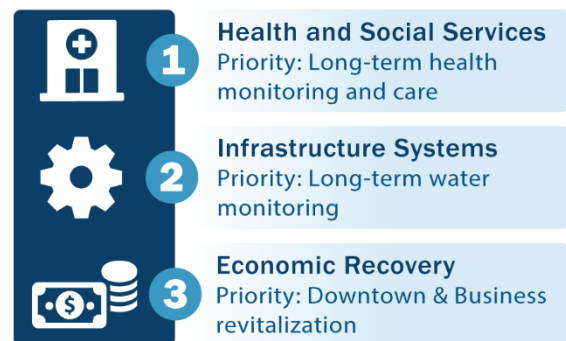
On the evening of February 3, 2023, a Norfolk Southern Railway Company (Norfolk Southern) train carrying hazardous materials derailed in the Village of East Palestine (population 4,761), located in Columbiana County, Ohio.

Following the derailment, FEMA deployed personnel and equipment to support the Ohio Emergency Management Agency, the U.S. Environmental Protection Agency, and other active federal partners with operational coordination, planning, and community outreach.

On September 20, 2023, President Biden issued Executive Order 14108 to ensure the people of East Palestine are protected now and in the future. This order instructed FEMA to designate a Federal Disaster Recovery Coordinator to oversee federal long-term recovery support in the affected communities in partnership with officials from the community of East Palestine and the impacted states. Between September 2023 and June 2024, the Federal Disaster Recovery Coordinator worked with officials from more than 34 agencies and organizations to follow-through on this intent.

Based on the priorities of the Village of East Palestine, Columbiana County, and the impacted states, long-term recovery efforts center on three focus areas:

1. **Health and Social Services:** Ensure that the health and well-being of the community are protected now and into the future.
2. **Infrastructure Systems:** Monitored modernized systems to support community recovery, and future growth.
3. **Economic Recovery:** Revitalized economy able to support long-term prosperity and growth.



**Figure 1: Recovery Focus Areas and Community Priorities**

Resources provided to date (see Attachment 2), and programs outlined in the consent decree between Norfolk Southern and the United States, have addressed several of the community's recovery priorities; however, resources to address potential medical treatment needs beyond the provided for medical monitoring, the continued operation of the East Palestine Clinic, and the community's economic recovery priorities remain undefined.

Federal, state, and local departments and agencies with resources or expertise needed to address identified needs (see Attachment 3), and those that may manifest over time, should remain involved and prepared to provide support should the Responsible Party hesitate to meet its obligations for addressing the long-term effects of the train derailment.

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## 1. *Background*

### 1.1 *Incident Summary*

On the evening of February 3, 2023, a Norfolk Southern Railway Company (Norfolk Southern) train carrying hazardous materials derailed in the Village of East Palestine (population 4,718), located in Columbiana County, Ohio. Eleven tank cars carrying hazardous materials caught fire following the derailment, damaging an additional 12 non-derailed railcars.<sup>1</sup>

#### 1.1.1 *Initial Response*

The East Palestine Fire Department was joined by several other fire departments from Ohio and Pennsylvania to extinguish the fire. The U.S. Environmental Protection Agency and Ohio Environmental Protection Agency deployed technical assistance and response staff to the site within hours to conduct air and surface water monitoring in support of response efforts.



**Figure 2: Norfolk Southern Train Derailment in East Palestine, OH**

#### 1.1.2 *Vent and Burn*

By February 5, responders had contained the fire caused by the derailment, but Norfolk Southern spill response contractors were concerned by an observed temperature increase in one of the derailed tanker rail cars containing vinyl chloride. This temperature change suggested that the vinyl chloride was undergoing a polymerization reaction, which could pose an explosion hazard.<sup>2</sup>

On February 6, Norfolk Southern scheduled a controlled “vent and burn” of contents from the five vinyl chloride tank cars in order to prevent a catastrophic explosion. A mandatory evacuation order for a one-mile radius and a shelter in place order for a two-mile radius were put in place to protect the public. The controlled venting began at 1640 EST and continued for several hours.

#### 1.1.3 *FEMA Response Support*

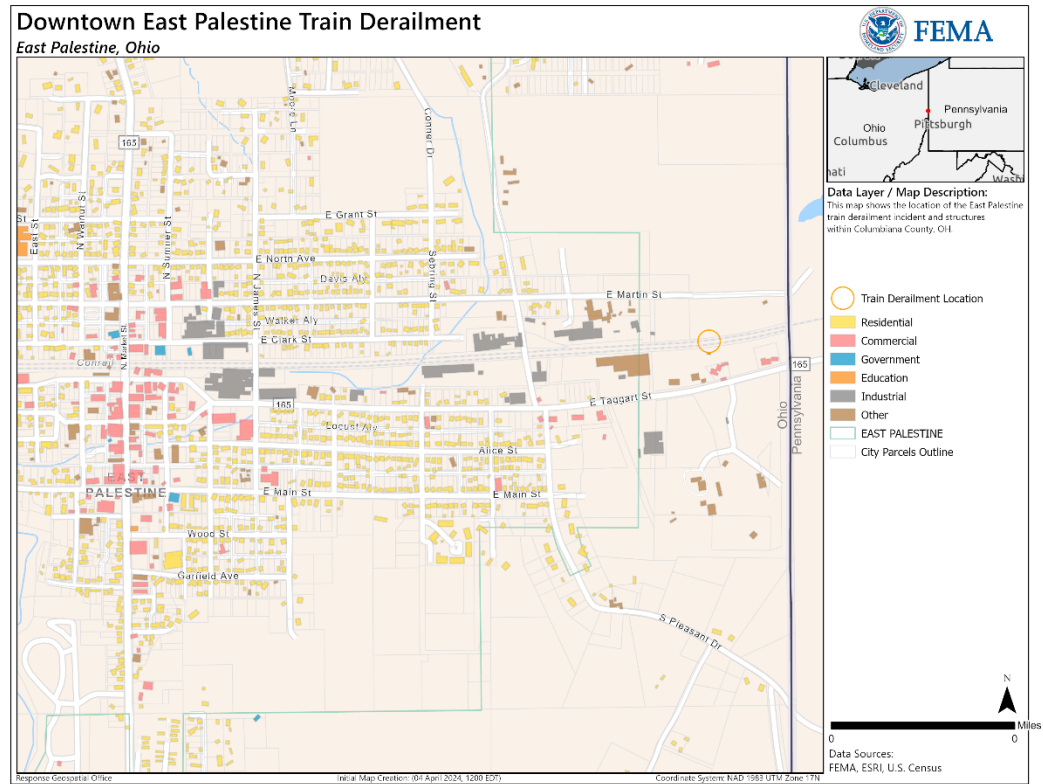
On February 20, FEMA deployed 70 personnel and equipment, including the Region 5 Administrator, the Region 5 Incident Management Assistance Team, outreach staff from the Region 5 office, and a Mobile Emergency Response Service communications detachment to support the Ohio Emergency Management Agency and federal partners with operational coordination, planning, and outreach support.

<sup>1</sup> [NTSB Preliminary Report](#)

<sup>2</sup> [NTSB Preliminary Report](#)

### 1.1.4 Operational Environment

The East Palestine train derailment site is located on the edge of East Palestine in a mixed-use residential, commercial, and industrial area. The Ohio/Pennsylvania border is located less than a mile east of the derailment location. Residential structures are located less than 1,000 feet from the derailment Site. The closest municipal water well is approximately one mile from the derailment site. Drainage ditches located adjacent to the derailment site empty into Sulphur Run, and downstream waterways.



**Figure 3: Derailment Location in East Palestine, Ohio**

### 1.1.5 Incident Impact

The U.S. Environmental Protection Agency has found that hazardous substances were released into the air, water, and soil after the derailment and subsequent fires. Releases to the air occurred when hazardous substances spilled from the rail cars, when smoke from burning rail cars was produced, and hazardous substances including vinyl chloride, phosgene and hydrogen chloride were released. Releases to surface water occurred when liquid product exited rail cars and as a result of run-off from firefighting efforts. Releases to soil occurred when liquid product exited rail cars after the derailment, when run-off from firefighting efforts flowed from the right-of-way to adjoining property, and when ash from the burns landed on soil.<sup>3</sup>

<sup>3</sup> CERCLA Administrative Order to Norfolk Southern Railway Co. for Removal Actions

Additional information on the environmental and health impacts of the Norfolk Southern train derailment in East Palestine can be found in reports submitted by the U.S. Environmental Protection Agency and the U.S. Department of Health and Human Services.

## 1.2 Long-Term Recovery Operations

On September 20, 2023, President Biden issued an Executive Order to ensure the people of East Palestine are protected now and in the future. This order instructed FEMA to designate a Federal Disaster Recovery Coordinator to oversee federal long-term recovery efforts in the affected communities. The order further instructed the Federal Disaster Recovery Coordinator to:

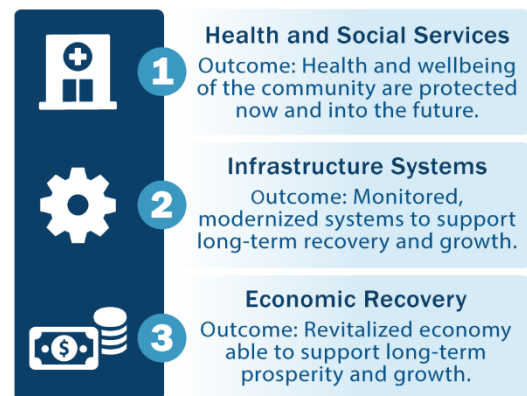
1. Conduct a comprehensive assessment of unmet needs of the affected communities in recovering from the derailment beyond the cleanup work directed by the U.S. Environmental Protection Agency.
2. Identify, in partnership with the state and East Palestine community, any unmet needs that are not addressed by Norfolk Southern and would qualify for federal assistance, and immediately notify the relevant executive department or agency.

Once designated, the Federal Disaster Recovery Coordinator worked with local, state, and federal officials from more than 34 agencies and organizations to institute processes and principles outlined in the [National Disaster Recovery Framework](#) and FEMA operational doctrine.

### 1.2.1

#### *Recovery Focus Areas*

The Federal Disaster Recovery Coordinator worked with officials from the Village of East Palestine, Columbiana County, and the impacted states to discuss community impacts and recovery challenges. Based on these discussions a consensus formed around three long-term recovery focus areas: health and social services, infrastructure systems, and economic recovery.



**Figure 4: Recovery Focus Areas**

### 1.2.2

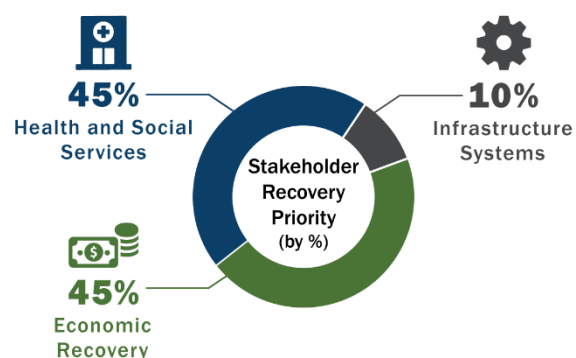
#### *Norfolk Southern Commitments*

The Federal Disaster Recovery Coordinator worked with Norfolk Southern to document resources being provided to address long-term recovery needs. These activities were documented by Norfolk Southern and provided to the Federal Disaster Recovery Coordinator and the public through the company's [Making it Right in East Palestine](#) webpage.

### 1.2.3 *Recovery Needs Assessment*

Between November 2023 and January 2024, Hagerty Consulting, a Norfolk Southern contractor, conducted a Recovery Needs Assessment in East Palestine under the advisement of the Federal Disaster Recovery Coordinator. The assessment was intended to enhance understanding of community needs and stakeholder priorities. The assessment was informed by stakeholder surveys and interviews conducted with the Village of East Palestine, Columbiana County, the Ohio Department of Health, the Ohio Emergency Management Agency, the Ohio Environmental Protection Agency, and the Ohio Department of Development, as well as other community, state, and federal stakeholders. A draft of the Recovery Needs Assessment report was presented to leadership from the Village of East Palestine on January 17, 2024, and remains under review.

In surveys conducted during the assessment, stakeholders were asked what they consider to be the priority need of the community. 45% of surveyed stakeholders identified health and social services challenges as the priority, 45% prioritized addressing economic recovery challenges, and 10% prioritized infrastructure systems. In follow-up questions, stakeholders that prioritized health and social services considered long-term health care, including access to long-term testing and treatment, to be the priority need. Stakeholders that prioritized economic recovery noted that their response was due to the impact the derailment had on the local economy. Stakeholders that prioritized infrastructure systems noted aging infrastructure and changes required by the U.S. Environmental Protection Agency. It is worth noting that while infrastructure was prioritized by the smallest group of respondents, infrastructure system dependencies were discussed throughout the survey.



**Figure 5: Survey Results on Stakeholder Priority Areas**

The Recovery Needs Assessment also provided East Palestine leadership, the State and Federal government, and Norfolk Southern with the first collection of stakeholder-identified long-term recovery needs and priorities. This was critical to ensuring that recovery support provided by Norfolk Southern, the impacted states, and the federal government were aligned with the needs and priorities of the East Palestine community.

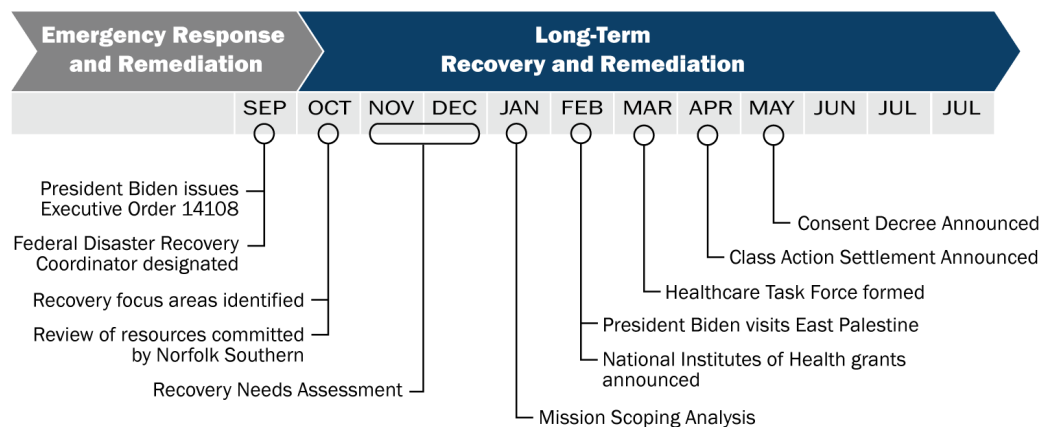


**Figure 6: Stakeholder Identified Needs**



### 1.2.4 *Recovery Mission Scoping Analysis*

In January 2024, the Federal Disaster Recovery Coordinator worked with local, state, and federal officials to organize the East Palestine community recovery priorities into specific areas of action. This organizing action allowed recovery stakeholders to identify needs not addressed by Norfolk Southern and aided the Federal Disaster Recovery Coordinator in understanding areas where supplemental federal support may be required, so that they could notify and appropriately coordinate with relevant executive departments and agencies as directed in the executive order. This interagency coordination has been conducted by the Federal Disaster Recovery Coordinator throughout the process to avoid delays.



**Figure 7: Needs Assessment Timeline**

## 2. *Comprehensive Assessment of Unmet Needs*

The Federal Disaster Recovery Coordinator worked closely with officials from the Village of East Palestine, Columbiana County, the impacted states, the federal government, and Norfolk Southern to address the requirements of Section 3(b) of Executive Order 14108. The comprehensive needs assessment in this report draws on information gathered during the Recovery Needs Assessment, recovery mission scoping analysis, and later meetings and correspondence with local, state, and federal officials, private sector stakeholders, and subject-matter experts.

### 2.1 *Health and Social Services Assessment*



#### Community Priority

- Long-term health monitoring and care for first responders and community members

Following the Norfolk Southern train derailment, East Palestine residents expressed concerns about immediate health issues (sore throats, headaches, and anxiety) as well as unknown long-term health conditions, including the



development of cancer.<sup>4</sup> Addressing these concerns will require considerable funding, planning, and coordination between local health departments, healthcare providers, social service organizations, the impacted community, and any outside funders – to include Norfolk Southern. Specific priorities identified by community stakeholders include long-term health monitoring and care, expanded mental health services, and medical transportation assistance.

Stakeholders have identified long-term health monitoring and care for first responders and residents to be their top recovery concern and priority. The following challenges were identified during the Recovery Needs Assessment:

- A dedicated program does not exist to address long-term derailment-related health and medical needs.
- There is confusion about how patients may access treatment options.
- Treatment can be expensive, and costs are not always covered by insurance.
- Trend analysis is challenging due to record keeping and information sharing rules.

The East Palestine Fire Chief has estimated that 800 firefighters and 300 police officers were present as first responders. Many of the firefighters were volunteers from Ohio, Pennsylvania, and West Virginia. The East Palestine Clinic, which operates under the (non-profit) East Liverpool City Hospital Network, has conducted baseline screening for approximately 120 first responders and 200-300 Village residents.

According to the East Liverpool City Hospital, there are around 25 patients in their system that currently need additional medical evaluation and treatment due to symptoms believed to be related to the derailment. Experience from similar previous incidents indicates that this number may grow over the next year. The primary complaints reported to date include recurrent nose bleeds, skin disorders, and respiratory problems. The hospital and experts with experience from similar incidents estimate that the cost of addressing the immediate healthcare needs of the community could exceed \$1 million.

Nine percent of the Columbiana County population under the age of 65 is uninsured,<sup>5</sup> making medical referrals and treatment cost prohibitive in some cases. Village and county officials have reported incidents of first responders from other regions having to file workers compensation claims after the derailment, which can raise rates for their local governments. Similar concerns have been raised by Village leaders about people covered by private insurance.

The East Palestine Healthcare Taskforce has identified a need for a long-term health monitoring program to ensure the early identification of individual and community health impacts related to the Norfolk Southern train derailment. This

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<sup>4</sup> Testimony of Dr. Wesley J. Vins, Health Commissioner of the Columbiana County Health District Before the U.S. House of Representatives' Subcommittee on Environment, Manufacturing and Critical Materials, March 28, 2023.

<sup>5</sup> Columbiana County Community Health Needs Assessment (2022). [2022-CHNA-final.pdf](https://columbiana-health.org/2022-CHNA-final.pdf) (columbiana-health.org)

program would include regular medical exams for people that may have been exposed to hazardous substances and a health registry to support trend analysis and the early identification of potential disease. Related work identified by the Healthcare Task Force will include coordinating the efforts of epidemiologists, researchers, and other public health and medical professionals to:

1. Understand the effects of the combination of chemicals burned during the incident on the human body.
2. Identify health indicators (symptoms) that need to be monitored in the exposed and potentially exposed population.
3. Define appropriate monitoring methods and intervals.
4. Determine how to distinguish derailment-related medical care needs from background illness.
5. Engage with the public to share information and receive feedback.

The consent decree between the United States of America and Norfolk Southern (consent decree) addresses this need by setting aside \$14 million to establish a Medical Monitoring Program. The program will provide routine physical examinations, metabolic blood panels, pulmonary function tests, x-rays, and referrals to specialists for up to 20 years for first responders present at the site in February 2023, and qualified individuals in the East Palestine community. Specific plans for the program will be submitted to the U.S. Environmental Protection Agency for approval following the approval of the consent decree.

Village leadership and the County Health District have underscored the need for a contingency fund, healthcare program, or other form of insurance to address the potential derailment-related treatment costs of residents and first responders – beyond the Medical Monitoring Program. While it is not possible to estimate the cost of such a program, the need remains a top community priority of the community. Norfolk Southern publicly committed to the creation of a long-term medical compensation fund,<sup>6</sup> but details on the program are unknown.

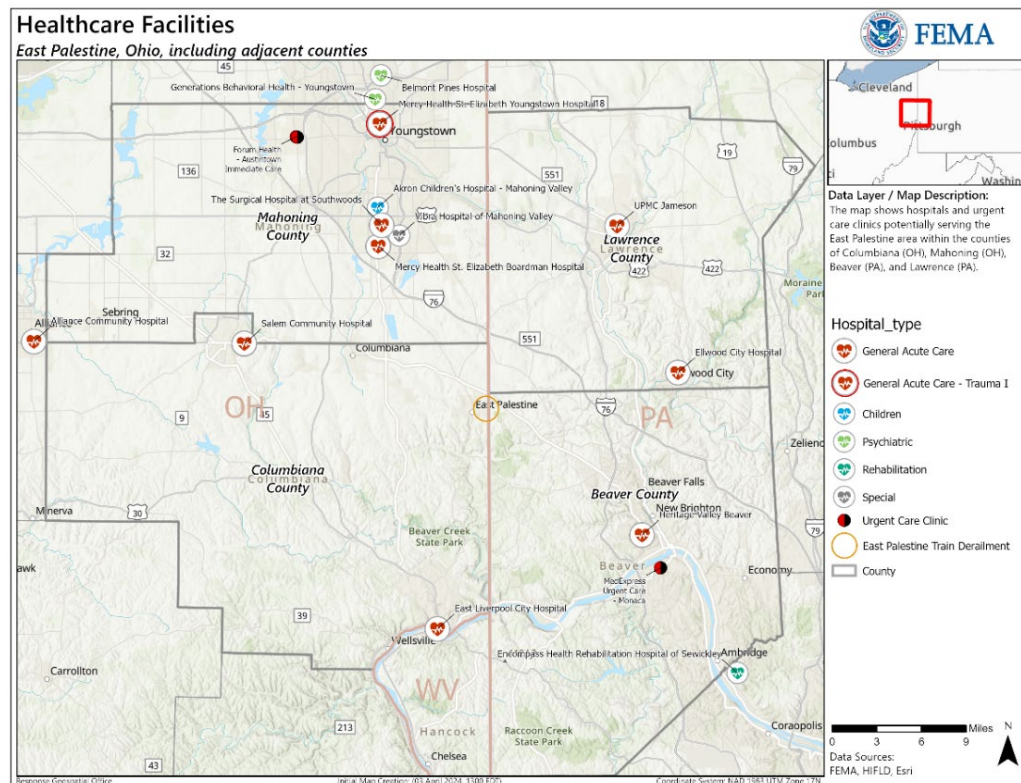
The East Liverpool City Hospital has stressed the importance of considering the long-term suitability of the current East Palestine Clinic facility and its operational costs. While the current facility meets the immediate requirements of the community, it may be difficult for residents to access as they age over the next 20 years. The hospital has estimated the cost of a new modernized and accessible facility to be approximately \$3 million. Facility operating expenses are estimated, by the hospital, at an additional \$45 million over the next 20 years. The hospital has stressed that these costs will need to be off-set, as they will not be met by the non-derailment-related patient volume. The Ohio Department of Health and Norfolk Southern have funded the clinic through June 2024, but it is unclear how long the clinic can remain open after that without additional funds.

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<sup>6</sup> News Release, Norfolk Southern working toward long-term funds to benefit East Palestine, March 4, 2023. <https://norfolksouthern.mediaroom.com/2023-03-14-Norfolk-Southern-working-toward-long-term-funds-to-benefit-East-Palestine>

Stakeholders from the Village of East Palestine have requested that a community paramedicine program and/or patient navigators be included as part of the long-term health program. The consent decree generally addresses this need by setting aside \$500,000 for and individual to advise and assist community members in understanding health-related studies, advise community members on the Community Health Program, and provide outreach efforts to community members regarding availability and enrollment in Community Health Program over the next 15 years. Plans for this funding will be outlined in a Community Facilitation Plan that will also include the establishment of a Community Coordination Committee that will facilitate engagement with representatives from East Palestine and the adjacent communities on matters related to the Medical Monitoring Program.

The Columbiana County Health District noted that one of the most significant barriers to accessing healthcare in the county is the lack of accessible public or healthcare transportation. While the consent decree requires that medical monitoring be conducted within 15 miles of East Palestine, residents will still need to travel outside of the area to visit specialists or receive advanced care. The Village lacks public transportation, so individuals without access to reliable private transportation may struggle to access healthcare. East Liverpool Hospital provides a transportation option, but the County Health District has noted that this needs to be scheduled weeks in advance due to the high demand.



### Figure 8: Hospitals in the East Palestine Area

According to the U.S. Department of Health and Human Services, 39% of individuals that experience an event like the Norfolk Southern train derailment will require mental health services.<sup>7</sup> Prior to the derailment, only two mental health providers were available in East Palestine. To address this potential requirement gap, stakeholders recommended expanding mental health options for first responders and residents. Village leadership has reported that the stigma of mental health treatment may have prevented many residents from accessing existing services. More discrete options, such as embedding mental health clinics into existing medical facilities, providing remote at-home care, or telehealth options could help address these treatment barriers.

The consent decree addresses this need by setting aside \$5.5 million to provide Mental Health Services. Services will be provided for 15 years for first responders present at the site in February 2023, and qualified individuals in the East Palestine community. Specific plans for the program will be submitted to the U.S. Environmental Protection Agency for approval following the approval of the consent decree.

## 2.2 Infrastructure Systems Assessment



### Community Priority

- Long-term monitoring of the East Palestine municipal water system and private wells in the surrounding area

During the Recovery Needs Assessment, stakeholders identified long-term testing of the municipal water system and private wells as a priority infrastructure need. Addressing the community's water quality concerns will require considerable funding, planning, and coordination between local system operators, property owners, the Columbiana County Health District, Ohio Environmental Protection Agency, the U.S. Environmental Protection Agency, and any outside funders – to include Norfolk Southern.

A 2019 Ohio Environmental Protection Agency study showed that the aquifer that supplies water to the Village may have a high susceptibility to contamination due to its shallow depth (52-98 feet deep).<sup>8</sup> To address this concern, a series of five sentinel wells have been drilled to catch any potential contaminants associated with the derailment before they reach the municipal wells.

The East Palestine municipal water system provides water to approximately 4,761 residents inside the Village limits. The closest municipal water well is approximately one mile from the derailment site. The Ohio Environmental Protection Agency is responsible for municipal water system testing in the state and has conducted weekly monitoring of the finished municipal drinking water and at the five raw water wells that are the source of East Palestine's municipal drinking water since the incident. Samples taken during these tests are analyzed at

<sup>7</sup> Garza, Maj. Roberto. U.S. Department of Health and Human Services Interview. Conducted by Hagerty Consulting. December 12, 2023.

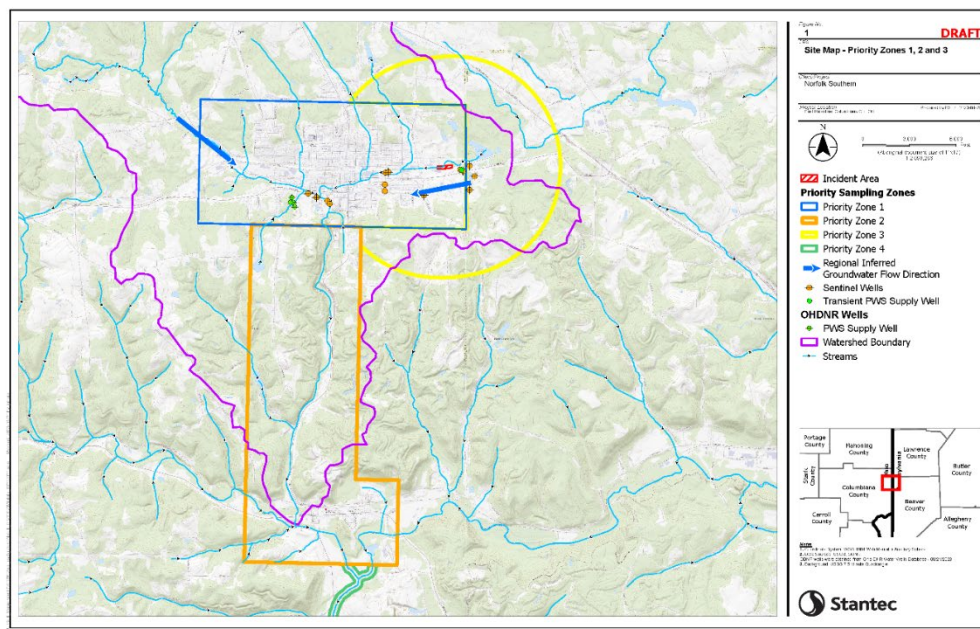
<sup>8</sup> Village of East Palestine Annual Water Quality Report. (2019).



a certified laboratory for more than 190 chemicals, including volatile organic compounds (VOCs) and semi-volatile organic compounds (SVOCs). Although some chemicals not associated with the derailment were found in the raw water, these chemicals were not found in the finished water – which means the treatment plant is effectively removing them.<sup>9</sup> As of June 18, 2024, the Ohio Environmental Protection Agency has not detected any chemicals associated with the derailment in either raw or finished water.<sup>10</sup>

The consent decree addresses the need for continued groundwater monitoring for a period of 10 years. This period will commence following the U.S. Environmental Protection Agency issuance of a Notice of Completion of Comprehensive Environmental Response, Compensation, and Liability Act Removal Actions. Norfolk Southern will outline specific methodologies for monitoring in a Post-Removal Long-Term Monitoring Plan that will be submitted to the U.S. Environmental Protection Agency for approval.

Residents outside of the Village limits use private wells for water, rather than the East Palestine municipal water system. To address community concerns over ground water contamination, the Columbiana County Health District, which is responsible for private well water sampling in the county, began regular testing in three identified priority areas around East Palestine after the incident. Since the derailment, the County has conducted more than 1,205 water tests at 185 residential wells.



**Figure 9: Well Sampling Map**

<sup>9</sup> “East Palestine Municipal Drinking Water Results,” Ohio Environmental Protection Agency, accessed December 27, 2023.

<sup>10</sup> Ohio Environmental Protection Agency East Palestine Municipal Drinking Water Results [website](#), June 18, 2024.

The Commissioner of the Columbiana County Health District has proposed a long-term private well sampling program to ensure safe drinking water for approximately 200 homes (500 people) in priority areas where municipal water is not available.<sup>11</sup> The duration and frequency of monitoring may change depending on the results of the soil and water assessment being completed by U.S. Environmental Protection Agency that are expected sometime in 2024.

The consent decree addresses long-term private well monitoring through the establishment of a \$15 million Private Well Monitoring Fund. The fund will be managed by the Columbia County Health District and the Pennsylvania Department of Environmental Protection, subject to the agreement of those agencies. Procedures for the program will be defined in a work plan that Norfolk Southern will provide to the U.S. Environmental Protection Agency for approval.

If water monitoring programs detect derailment-associated materials above actionable levels defined in the Post-Removal Long-Term Monitoring Plan, the consent decree states that Norfolk Southern will be responsible for addressing them using an environmental benefit analysis to assess removal of the materials and taking mitigation measures to protect public health and/or the environment, subject to EPA review and approval.

## 2.3

### Economic Recovery Assessment



#### Community Priority

- East Palestine downtown and business revitalization

The Norfolk Southern train derailment has caused substantial economic disruption in the East Palestine community. The effects of this disruption have been amplified by long-term economic and development trends in the area. Businesses have reported loss of property due to remediation efforts (derailment site cleanup), road closures, loss of Pennsylvania shoppers due to street closures and stigma, and lack of new customers since the derailment.<sup>12</sup> Interviews with local businesses during the Recovery Needs Assessment found that four manufacturing companies (CeramFab, Ceram Source/WYG Refractories, Leake Oil, and Polystamp) were closing or relocating due to their proximity to the derailment site, and that four retail businesses in the area had either closed or were expected to close soon.<sup>13</sup> Village leadership have antidotally estimated that 10-30% of private employees have quit their jobs and that companies have had difficulty hiring due to fears associated with the economy, environment, and health.<sup>14</sup>

During the Recovery Needs Assessment interviews, 45% of stakeholders identified economic recovery as their top priority. All stakeholders mentioned business development and revitalization as a priority recovery initiative. This was

<sup>11</sup> Testimony of Dr. Wesley J. Vins, Health Commissioner of the Columbiana County Health District Before the U.S. House of Representatives' Subcommittee on Environment, Manufacturing and Critical Materials, March 28, 2023.

<sup>12</sup> Bricker Graydon. "East Palestine Economic Development Plan – Initial Findings." (Oct. 27, 2023).

<sup>13</sup> Village of East Palestine Recovery Needs Assessment

<sup>14</sup> Id.

the only initiative unanimously identified by respondents during the assessment. Addressing the economic challenges of the East Palestine community will require funding in the short to medium-term, public relations, planning, and coordination with local businesses, chambers of commerce, development agencies, workforce training institutions, and any outside funders – to include Norfolk Southern.

Bricker Graydon, an economic development consultant hired by the Village of East Palestine, has estimated that the cost of the downtown and business revitalization project may exceed \$14.7 million. This would include streetscape improvements and the development of a business park to encourage future economic growth in the community. An education/development program or other direct investments in the East Palestine workforce and business community may amplify the effect of these investments and support economic resilience.

The Norfolk Southern train derailment also highlighted the critical role first responders play in responding to dangerous incidents. Stakeholders have identified an opportunity to improve response capabilities and enhance resilience by relocating the East Palestine Fire Department outside of the Special Flood Hazard Area (100-year flood plain). A similarly sized firehouse financed by the U.S. Department of Agriculture in Broomfield Township, OH, was constructed for \$9 million. To extend the impact of this investment, the village would like to include a community storm shelter at the new firehouse.

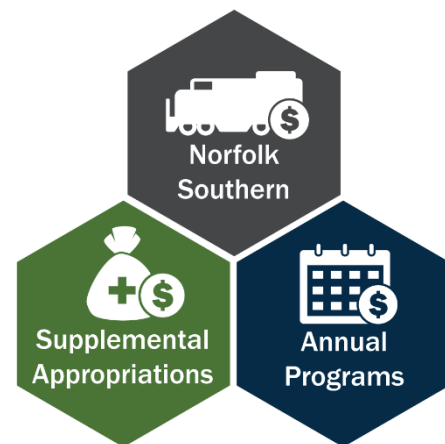
### 3. *Resources and Funding*

Section 2 of President Biden’s Executive Order clearly outlines the policy of the administration, to:

1. Hold Norfolk Southern accountable for the long-term effects of the train derailment, and
2. Provide additional Federal assistance that is need by the affected states and communities.

To address this requirement, the Federal Disaster Recovery Coordinator concurrently evaluated the needs of the east Palestine Community, resources and funding committed by Norfolk Southern, and the programs that the federal government may potentially employ to address needs unmet by Norfolk Southern. This simultaneous approach balanced the need to hold Norfolk Southern accountable with the President’s goal of avoiding unnecessary delays in providing needed federal assistance.

While Federal support for local jurisdictions is typically made up of a combination of grants and loans, East Palestine leadership has made it clear that they are not in a financial position to accept loans to support the recovery effort.



**Figure 10: Recovery Resources**



### 3.1 Committed Resources

Financial resources and technical assistance provided by Norfolk Southern, the impacted states, the federal government, and the private sector have been critical to the recovery actions taken to date.

The Federal Disaster Recovery Coordinator worked with relevant executive departments and agencies throughout the process to respond to identified unmet needs that may qualify for federal assistance. The result yielded significant support from the U.S. Department of Agriculture Rural Development, U.S. Department of Commerce Economic Development Administration, U.S. Department of Health and Human Services, and others. A breakdown of this support can be found in Attachment 2 Committed Resources.

The consent decree between the United States and Norfolk Southern provided additional support for the East Palestine community's recovery priorities. This included funding for long-term medical monitoring, mental health services, community facilitation, and drinking water monitoring programs.

### 3.2 Resource Gaps and Potential Federal Solutions

While resources committed to date and programs established through the consent decree have addressed many of the recovery priorities identified by the East Palestine community, several unmet needs remain. Stakeholders have also voiced concern that funds available through the consent decree may not be adequate to address the programs outlined over the long-term. While Norfolk Southern may eventually address these gaps and potential future shortfalls, federal, state, and local departments and agencies with resources to meet the needs of the East Palestine community should remain prepared to provide support should the Responsible Party hesitate to meet its obligations for addressing the long-term effects of the train derailment.

Resources to address these needs may include a combination of technical assistance and grants made possible through annual program allocations and potential supplemental appropriations (congressionally directed spending). East Palestine leadership has made it clear that they are not in a financial position to accept loans to support the recovery effort. A breakdown of potential resources to address current or anticipated needs can be found in Attachment 3 Potential Resources to address unmet needs.

#### 3.2.1 *Short Term Needs (next 12 months)*

- Short-term funding for the East Palestine Clinic. (\$2 million for one year)
- Funding to address the immediate medical needs of residents and first responders. (>\$1 million)
- Technical assistance to support comprehensive integrated recovery planning, shovel-ready project development, and funding identification.
- Funding to support East Palestine recovery coordination and development efforts. (\$1 million over 5 years)
- Funding for a third-party firm to oversee funds allocation/ grant administration.

### 3.2.2 *Medium-Term Needs (1-3 years)*

- Modernized and accessible facility for the East Palestine Clinic. (>\$3 million)
- Technical assistance to develop the Medical Monitoring Program.
- Funding and technical assistance to develop a disease registry.
- Funding to address long-term operating costs at the East Palestine Clinic. (>\$43 million over 20 years)
- Funding to support the revitalization of the downtown East Palestine business district. (>\$14.7 million)
- Funding to relocate the East Palestine firehouse (\$9 million)
- Funding and technical assistance for a workforce education/development program.

### 3.2.3 *Long-Term Needs (3 years +)*

- Funding to address treatment and care costs for residents and first responders.

## 4. *Implementation Plan*

Successful recovery from the Norfolk Southern train derailment in East Palestine will require extensive coordination between local, state, federal and private sector efforts. While elected leaders and office holders from the Village of East Palestine and the surrounding communities must be put in a position to lead the recovery effort, county, state, and federal departments and agencies and must remain aware and engaged for as long as their support is/may be required.

While a specific organizational structure has not been finalized by the Village of East Palestine, it is anticipated that Village leadership will appoint a Local Recovery Coordinator. This coordinator will oversee the portfolio of recovery activities and ensure appropriate engagement with the East Palestine community during the planning, funding, and delivery phases. Village or county designees will lead functional project-focused groupings (task forces) of relevant departments/offices, agencies, and organizations. State and Federal support for long-term recovery efforts provided by agencies and departments will be executed under their own statutory authority through existing processes.

### 4.1 *Priorities*

1. Ensure that all recovery activities are community driven and locally executed.
2. Ensure that all recovery outcomes incorporate measures to enhance the resilience of the East Palestine community.
3. Prioritize close coordination among public and private-sector stakeholders to identify and synchronize resources needed to achieve recovery outcomes.

### 4.2 *End State*

The desired end state will be achieved when the East Palestine community can move confidently into the future without concern for the lingering effects of the February 3, 2023, Norfolk Southern train derailment.

## Attachment 1. Recovery Stakeholders

### Local Government

- Village of East Palestine
- Columbia County Board of Commissioners
- Columbiana County Emergency Management
- Columbiana County Health District
- Columbiana County Office of Economic Development

### State Government

- Ohio Attorney General
- Ohio Department of Health
- Ohio Economic Development
- Ohio Emergency Management
- Ohio Environmental Protection Agency
- Ohio State Epidemiologist
- Pennsylvania State Epidemiologist

### Non-Governmental

- Norfolk Southern Railroad Company
- Hagerty Consulting (Norfolk Southern contractor)
- Bricker Graydon – economic development consultants (East Palestine contractor)

### Federal Government

- U.S. Environmental Protection Agency
- U.S. Department of Health and Human Services
- Agency for Toxic Substances and Disease Registry
- Centers for Disease Control
- Federal Emergency Management Agency
- Health Resources and Services Administration
- Internal Revenue Services
- National Institute of Health
- Small Business Administration
- U.S. Army Corps of Engineers
- U.S. Department of Agriculture Rural Development
- U.S. Department of Agriculture Rural Development – Ohio State office
- U.S. Department of the Interior
- U.S. Department of Transportation
- U.S. Department of Transportation, Federal Railroad Administration
- U.S. Department of Transportation - Volpe National Transportation Systems Center
- U.S. Economic Development Administration
- U.S. Department of Justice
- U.S. Fire Administration

## Attachment 2. Committed Resources

Focus Area	Priority	Resources Committed or Provided
Health and Social Services	Long-term health screening and treatment	<ul style="list-style-type: none"> <li>▪ \$14M (plus accrued interest) from the consent decree for the Medical Monitoring Program.</li> <li>▪ \$5.5M from the consent decree for Mental Health Services.</li> <li>▪ \$500,000 from the consent decree for Community Facilitation.</li> <li>▪ \$1M from Norfolk Southern to open the East Palestine Clinic.</li> <li>▪ Funding from the Ohio Department of Health to open the East Palestine Clinic.</li> <li>▪ Unspecified commitment from Norfolk Southern for a fund to support health outcomes.</li> <li>▪ \$500K committed by Norfolk Southern to renovate a building that will be the East Palestine Resiliency Center (mental health clinic).</li> <li>▪ National Institutes of Health grants awarded to <a href="#">Texas A&amp;M</a>, <a href="#">Univ of California San Diego</a>, <a href="#">Univ of Kentucky</a>, <a href="#">Univ of Pittsburgh</a>, and <a href="#">Case Western Reserve Univ</a> to conduct research and community engagement activities in East Palestine.</li> <li>▪ Technical assistance from the U.S. Department of Health and Human Services, Administration for Strategic Preparedness and Response related to behavioral health programs.</li> <li>▪ Technical assistance from the U.S. Department of Health and Human Services, Health Resources and Services Administration related to programs in their portfolio.</li> <li>▪ \$1.08M from the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration to support behavioral health in Ohio.</li> <li>▪ \$47K from the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration to support behavioral health in Pennsylvania.</li> </ul>
	Other	<ul style="list-style-type: none"> <li>▪ \$1M committed by Norfolk Southern for a Community Relief Fund.</li> <li>▪ Funding provided by Norfolk Southern for social service support to include:               <ul style="list-style-type: none"> <li>○ \$300K to the East Palestine School District</li> <li>○ \$300K to the East Palestine Community Foundation</li> <li>○ \$250K to The Way Station (food, financial, and housing aid)</li> <li>○ \$33K to the East Palestine Beekeepers Association</li> <li>○ \$65K for youth sports association</li> <li>○ \$25K to the American Red Cross disaster relief fund</li> </ul> </li> </ul>

Infrastructure Systems	Long-term water monitoring	<ul style="list-style-type: none"> <li>▪ Funding from the consent decree for groundwater monitoring.</li> <li>▪ \$15M from the consent decree for a Private Drinking Water Fund.</li> <li>▪ Technical assistance and testing from the Ohio Environmental Protection Agency (testing costs currently being paid by Norfolk Southern).</li> <li>▪ Technical assistance and testing from the Columbiana Health District (testing costs currently being paid by Norfolk Southern).</li> <li>▪ \$4.3M paid by NS for upgrades to municipal water plant.</li> </ul>
Economic Recovery	Downtown and Business Revitalization	<ul style="list-style-type: none"> <li>▪ \$478K grant from the Economic Development Administration to Columbia County.</li> <li>▪ \$21M committed by Norfolk Southern to upgrade the East Palestine City Park.</li> <li>▪ \$500K from Norfolk Southern to hire Bricker Graydon (economic development firm) and create a five-year development plan for the region.</li> <li>▪ \$25M commitment from Norfolk Southern for a regional first responder training facility</li> <li>▪ Technical assistance from the U.S. Department of Transportation, Federal Railroad Administration.</li> <li>▪ \$1M committed by Norfolk Southern to build a new field office in East Palestine</li> <li>▪ \$500K from NS to purchase land for new firehouse.</li> <li>▪ Technical assistance and peer-to-peer support facilitation from the U.S. Department of Agriculture - Rural Development.</li> <li>▪ Technical assistance from FEMA for Assistance to Firefighters grant application.</li> </ul>
	Assistance for the East Palestine Community	<ul style="list-style-type: none"> <li>▪ \$3M provided by Norfolk Southern to reimburse the East Palestine Fire Department for equipment used in the derailment response.</li> <li>▪ \$220K provided by Norfolk Southern to replace self-contained breathing apparatus (SCBA) air packs.</li> <li>▪ Norfolk Southern has reimbursed fire departments outside of East Palestine more than \$8.5M for event response costs.</li> <li>▪ \$3.96M paid by Norfolk Southern for access agreements, financial assistance, and to address business loss settlements.</li> <li>▪ Norfolk Southern has committed \$9.18M for expense reimbursement and support in western Pennsylvania.</li> <li>▪ Norfolk Southern <a href="#">Value Assistance Program</a> to compensate homeowners for home value loss.</li> <li>▪ Norfolk Southern has made \$20M in payments to East Palestine Residents from the Family Assistance Center during 11,768 visits.</li> <li>▪ \$450K donation from Norfolk Southern CEO to establish a scholarship endowment.</li> </ul>

## Attachment 3. Potential Resources to Address Unmet Needs

Focus Area	Community Priority	Gap or Shortfall	Potential Resource
General	N/A	Funding for a third-party to oversee funds allocations and grant administration	<ul style="list-style-type: none"> <li>▪ <b>Norfolk Southern</b></li> </ul>
		Funding to support East Palestine recovery coordination and development (Estimated cost \$1 million over 5 years)	<ul style="list-style-type: none"> <li>▪ <b>Norfolk Southern</b></li> <li>▪ Economic Development Administration</li> </ul>
Health and Social Services	Long-term health screening and treatment	Immediate healthcare needs (Estimated cost >\$1 million)	<ul style="list-style-type: none"> <li>▪ <b>Norfolk Southern</b></li> <li>▪ <a href="#">Health Resources &amp; Services Administration Grants</a></li> </ul>
		Long term healthcare / treatment for first responders and the community (Cost unknown)	<ul style="list-style-type: none"> <li>▪ <b>Norfolk Southern</b></li> </ul>
		Disease registry development (Cost unknown)	<ul style="list-style-type: none"> <li>▪ <b>Norfolk Southern</b></li> <li>▪ <a href="#">Health Resources &amp; Services Administration Grants</a></li> <li>▪ National Institutes of Health</li> </ul>
		East Palestine Clinic modernization (Estimated cost >\$3 million)	<ul style="list-style-type: none"> <li>▪ <b>Norfolk Southern</b></li> <li>▪ United States Department of Agriculture – Rural Development, <a href="#">Community Facility Program</a></li> </ul>
		East Palestine Clinic Operating Costs (Estimated cost >\$45 million)	<ul style="list-style-type: none"> <li>▪ <b>Norfolk Southern</b></li> <li>▪ <a href="#">Health Resources &amp; Services Administration Grants</a></li> <li>▪ National Health Service Corp Loan Repayment Program (<a href="#">NHSC</a>)</li> <li>▪ NHSC Scholarship Program (<a href="#">SP</a>)</li> <li>▪ NHSC State Loan Repayment Program (<a href="#">SLRP</a>)</li> <li>▪ Nurse Corps Loan Repayment Program (<a href="#">NCLRP</a>)</li> <li>▪ Nurse Corps Scholarship Program (<a href="#">NCSP</a>)</li> </ul>

Health and Social Services (continued)	Long-term health screening and treatment (continued)	East Palestine Clinic Operating Costs (continued)	<ul style="list-style-type: none"> <li>Substance Use Disorder Treatment and Recovery LRP (<a href="#">STAR LRP</a>)</li> <li>Pediatric Specialty LRP (<a href="#">PS-LRP</a>)Addiction Medicine Fellowship Program</li> <li>Behavioral Health Workforce Education and Training (<a href="#">BHWET</a>)</li> <li>Community Health Workers Training Program (<a href="#">CHWTP</a>)</li> <li>Health Resources &amp; Services Administration - <a href="#">Office of Rural Health Policy</a></li> </ul>
		Healthcare Transportation	<ul style="list-style-type: none"> <li><b>Norfolk Southern</b></li> <li>United States Department of Transportation</li> </ul>
Economic Recovery	Downtown and Business Revitalization	Downtown business district improvements (>\$14.7 million)	<ul style="list-style-type: none"> <li><b>Norfolk Southern</b></li> <li>United States Department of Agriculture – Rural Development, <a href="#">Community Facility Program</a></li> <li>United States Department of Transportation</li> </ul>
		Workforce education/development program	<ul style="list-style-type: none"> <li><b>Norfolk Southern</b></li> <li>U.S. Department of Labor</li> </ul>
		East Palestine Firehouse Relocation (Estimated cost \$9 Million)	<ul style="list-style-type: none"> <li><b>Norfolk Southern</b></li> <li>United States Department of Agriculture – Rural Development, <a href="#">Community Facility Program</a></li> <li>FEMA, <a href="#">Assistance to Firefighters Grant Program</a> – equipment and training</li> <li>FEMA Mitigation Programs – community storm shelter</li> </ul>