

BROWN COUNTY EMERGENCY SUPPORT FUNCTION 14 LONG-TERM RECOVERY AND MITIGATION

LEAD COORDINATING AGENCY: Brown County Emergency Management

PRIMARY AND SUPPORT AGENCIES:

Brown County Public Health Services
Brown County Human Services
Brown County Executive's Office
Brown County Zoning and Planning Department
Brown County Amateur Radio Emergency Service (ARES)
Brown County Agriculture Department
Brown County Damage Assessment Teams
County Human Services Organizations
Area Hospitals
County Private Sector Organization
American Red Cross
Salvation Army
Wisconsin Voluntary Organizations Active in Disasters
Regional Planning Organizations

STATE COORDINATING AGENCIES: Wisconsin Emergency Management

I. INTRODUCTION

A. Purpose

1. The purpose of ESF-14 is to support county, local, tribal, nongovernmental organizations (NGOs), the private sector and volunteer efforts to enable community recovery from the long-term consequences of an emergency or disaster. This support consists of available programs and resources to reduce or eliminate risk from future incidents, where possible.
2. The ESF-14 plan replaces the previous Brown County Disaster Recovery Plan referenced in other documents.

B. Scope

Based on an assessment of incident impacts, ESF-14 will be used to:

1. Coordinate state, county, local, tribal, volunteer, and private sector activities to aid victims of disaster.

2. Assist communities to address significant long-term impacts in the affected area, including impacts on housing, businesses, employment, community infrastructure and social services.

C. Definitions

1. Recovery

Recovery is both a short-term activity taken to return vital life support systems to minimum operating standards and a long-term activity designed to return people and areas affected by a disaster to pre-disaster or better conditions with mitigation projects. Recovery activities generally incorporate programs designed for implementation beyond the initial crisis period of an emergency or disaster but may also be response oriented in nature. Examples of recovery activities include crisis counseling, damage assessment, debris clearance, decontamination, disaster insurance payments, disaster loans and grants, disaster unemployment assistance, public information, community outreach, temporary housing, and reconstruction.

a. Short-Term Recovery

Short-term recovery actions are response-oriented and taken to stabilize affected areas and protect these areas from further damage. Short-term recovery returns vital systems to minimum operating standards, seeks to restore critical services to the community, and provides for the basic needs of the public. Depending on the type of disaster, short-term actions also include damage assessment, consultation, documentation, planning and the prioritization and exchange of information to develop appropriate long-term actions.

Short-term recovery is initially coordinated from the Brown County Emergency Operations Center (EOC).

Short-term recovery operations may include:

- Re-entry into the affected area
- Concise damage assessment and documentation
- Re-establishment of government operations
- Restoring essential utilities
- Debris removal and general clean-up
- Securing of resources
- Expanded social, medical, and mental health services

- Structural safety inspections, stabilization, and isolation
- Opening of Disaster Recovery Centers (DRC)
- Opening of Joint Field Offices (JFO)
- Developing and enforcing ordinances for recovery construction
- Sheltering, feeding, and mass care for displaced persons

b. Long-Term Recovery

Long-term recovery is the process of returning a community, to the extent possible, to the conditions or better that existed prior to the incident. Recovery priorities include reestablishing a community's fiscal, social, and physical conditions to normal. This phase addresses reconstruction of damaged buildings and public infrastructure in a process that may continue for years after the disaster incident. Preferably, the long-term recovery effort occurs while taking advantage of opportunities for mitigation against future disasters.

These activities are coordinated from the Brown County EOC, State Emergency Operations Center (SEOC), or JFO depending on the type and severity of the disaster incident.

Long-term recovery operations include, but are not limited to:

- Establishing a time frame for cessation of temporary services
- Establishing prioritized lists of recovery projects with informed target dates for completion
- Restoring and reconstructing public facilities
- Restoring economic, social, and institutional activities
- Developing, coordinating, and replacing debris disposal capacity
- Repairing infrastructure
- Reviewing and implementing hazard mitigation measures
- Restoring all utility services
- Condemning and destroying buildings and properties
- Reviewing building codes and zoning laws for mitigation opportunities

- Providing FEMA Crisis Counseling programming when needed and authorized.
- Identifying and applying for State and Federal grants to assist with long-term recovery.

D. Recovery Strategy

Within this ESF, Brown County is providing an approach that will ensure that its disaster recovery efforts are appropriate and reliable. The recovery strategy reflects the opportunities for both short and long-term action. It places each action in a context of cooperation among public, private, and volunteer organizations. The goal is to return a sense of normalcy to the lives of those impacted by disasters. The goal will be achieved through the following objectives:

- Identification of short-term and long-term strategic priorities, processes, vital resources, and appropriate time frames for recovery.
- Recognition of the procedures for restoration and recovery of services, facilities, programs, and infrastructure.
- Identification of opportunities to mitigate the impact of future disasters.
- Identification of county, state, and federal programs applicable to the current disaster situation.

These objectives are designed to take advantage of local, county, state, and national government, and private sector expertise within the public, private, and volunteer organizations charged with the recovery responsibilities. Early in the operations stage of responding to a disaster partners in the recovery effort will lead an evaluation of the disaster incident relative to the recovery objectives. Table 1 is a sample Recovery Timetable for post-disaster recovery and reconstruction.

**Table 1
SHORT TERM AND LONG-TERM RECOVERY TIMETABLE**

Post-Disaster Recovery and Reconstruction Timetable		
Time*Activity/Action	Estimate of Duration	
	Short-Term	Long-Term
(Before) Warning	Hours to a few days (depends on disaster)	
(During) Response/Operations	Ongoing	Ongoing
(After) Emergency	1-15 days	1-60 days
(After) Preparation of damage assessment	1-4 days	4-8 days
(After) Disaster declaration (state or federal)	1-10 days	10-30 days
(After) Federal/State mitigation Strategy	1-15 days	15-30 days
(After) Recovery	7-150 days	150-365 days
(After) Temporary building moratorium	<=30 days	<=60 days
(After) Letter of intent to submit HM Grant	<=60 days	<=60 days
(After) Short-term reconstruction	70-200 days	200-365 days
(After) State mitigation	<=180 days	<=365 days
(After) HMGP proposal	<= 1 year	
(After) Long-term reconstruction	100 days to 5 years	5 to 10 years

(Before), (During) and (After) refer to the time frame of the disaster.

Source: Planning for Post-Disaster Recovery and Reconstruction, FEMA & APA, 1998 (Short-Term), HLSEM (Long-Term)

E. Priorities for Disaster Recovery

Looking at disaster incidents from a broad perspective, recovery priorities fall into the following general categories:

1. Safety of People

Ensuring peoples' safety is accomplished through effective emergency response, stabilization, and recovery mechanisms.

2. Social Restoration

Restoring the social needs of the community is accomplished when the psychological and social aspects are addressed quickly and concurrently with the response and recovery period.

3. Economic Restoration

A balance must be achieved between the disaster recovery needs of the community and any long-term distortion of the local economy.

4. Physical Restoration

Rebuilding public and private infrastructure resources builds on all recovery priorities by increasing the safety of the people, speeding the social restoration of an affected area, and providing for swift economic restoration.

NOTE: Priorities from local mitigation plans to reduce future losses will be coordinated with county and state priorities where possible.

II. POLICIES

ESF-14 policy and concept of operations applies to county agencies/organizations, tribal, local agencies, nongovernmental, and volunteer organizations for activities relating to potential or actual emergencies and disasters. It may include participation from private businesses.

Brown County Emergency Management is the primary support agency for the multiple organizations within ESF-14 and has the authority to plan for and respond to disasters under Emergency Management in Chapter 323 of the Wisconsin Statutes. Additional authorization is contained in the Federal Disaster Relief and Emergency Assistance Act (Stafford Act-Public Law 93-288, the Disaster Relief Act of 1974, as amended by PL 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act) and applicable Brown County Ordinances.

- A. Brown County Emergency Management will delegate responsibility for completing ESF-14 activities to another local, county, volunteer, or private sector organization or combination of these. In these situations, Emergency Management may provide guidance and subject expertise for ESF-14 planning and activities.
- B. ESF-14 support may vary depending on an assessment of incident impact, the magnitude and type of event, and the stage of the response and recovery efforts.
- C. ESF-14 coordinates support activities and services in defining and addressing risk reduction and long-term community recovery priorities in accordance with local, county, tribal, state, and federal

statutes, rules, and regulations.

- D. ESF-14 is designed to reduce duplication of effort to the extent possible. This includes streamlining assistance, identifying recovery and mitigation measures to support state, local, county, and tribal planning efforts.
- E. ESF-14 will use forward-looking and market-based long-term community recovery and mitigation efforts, focusing on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature when possible.
- F. ESF-14 will use the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts.
- G. ESF-14 will support the use of loss reduction building science expertise for the rebuilding of critical infrastructure (e.g., repairing hospitals or emergency operation centers to mitigate for future flooding or tornado risks).
- H. Brown County Emergency Management and the identified support agencies will coordinate with county, local, and tribal governments in the damage assessment process for publicly and privately owned buildings and structures and will coordinate documentation for the costs incurred by local governments in responding to an incident.
- I. Brown County Emergency Management and the identified support agencies will oversee short- and long-term recovery efforts and initiatives, as identified in the Brown County Hazard Mitigation Plan. This plan identifies existing resources and tools to assist local governments to further mitigation at the local level. Volunteer organizations will assist with short- and long-term recovery and mitigation to the extent possible and consistent with their responsibilities.

III. CONCEPT OF OPERATIONS

A. General

Successful long-term recovery will require planning, training, public education, use of volunteer and community services, and be based on an accurate damage assessment. Brown County staff, together with the County Hazard Mitigation Team and others as needed, will oversee these activities.

ESF-14 provides the coordination mechanisms for county agencies and others to:

1. Assess the social, psychosocial, and economic consequences in the impacted area and coordinate efforts to address long-term community recovery issues.
2. Determine responsibilities for long-term recovery activities and provide a vehicle to maintain continuity in program delivery among agencies. Ensure follow through of recovery and hazard mitigation efforts with local and tribal governments and other involved parties.
3. Identify appropriate programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available.
4. Avoid duplication of assistance. Coordinate program application processes and planning requirements to streamline assistance. Identify and coordinate resolution of policy and program issues.
5. Advise local and elected officials and county agencies about the long-term recovery implications of response activities and coordinate the transition from response to long-term recovery in field operations.
6. Work with state, local, and tribal governments, NGOs, and private-sector organizations to develop or revise a comprehensive long-term recovery plan for the affected community.

B. Organization Actions

1. On-going Planning and Meetings

Brown County Emergency Management supports agencies, including the members of the County Hazard Mitigation Team (CHMT), throughout the year to participate in pre-disaster planning activities. Support agencies, in cooperation with the CHMT, participate in activities as deemed appropriate.

a. Purpose

- 1) To plan for financial and technical assistance needed during disaster recovery.
- 2) Meet regularly to ensure procedures and contact information are up to date. Discuss lessons learned from incidents and exercises and explore ways to leverage available resources by creatively packaging federal and state assistance along with county and local assets. Involve, as appropriate, state, local, and tribal government representatives, local planning and building science organizations, NGOs, and private-sector organizations in pre-event planning activities.

b. Activities

- 1) Convene CHMT and others to identify potential funding sources.
- 2) Identify the components of a long-term recovery plan.
- 3) Determine responsibilities for recovery program continuity.
- 4) Conduct pre-disaster training to plan for issues (i.e., social, psychosocial, health, natural resource, etc.) as a result of a disaster.
- 5) Review county and local mitigation and comprehensive plans to identify community projects for mitigation projects or long-term recovery.
- 6) Establish procedures for integration of pre-disaster planning and risk assessment with post-incident recovery and mitigation efforts.
- 7) Provide technical support for computer-based mapping of floodplains and wetlands.
- 8) Provide zoning and mapping assessments, community assessments and training.
- 9) Provide GIS assistance for creating low-cost maps.
- 10) Develop necessary strategies and plans to address key issues for incidents, such as:
 - temporary housing and permanent housing
 - contaminated debris management
 - decontamination and environmental restoration

- restoration of public facilities and infrastructure
- restoration of the agricultural sector
- short and long-term community recovery.

- 11) Develop action plans delineating appropriate agency participation and resources available. These action plans will consider the differing technical needs for risk assessment and statutory responsibilities by hazard. Plans will include scaling to appropriate levels of staffing and coordination based on the nature and size of the incident.
- 12) Use the countywide, single jurisdiction and tribal organization hazard mitigation plans for the development of mitigation strategies for long-term recovery.
- 13) Utilize available technology and information systems for quickly estimating losses after a disaster and what resources are needed for response and recovery. Provide damage estimates.
- 14) Participate in hazard mitigation training to develop risk assessments.
- 15) Assist in generating scenarios for exercises and training for quickly estimating losses and determining what resources would be required for response and recovery.
- 16) Identify and train personnel to assess damage and develop and implement uniform procedures for evaluating the safety of damaged buildings, including the risk of both the structure and the utility systems inside and outside the buildings.

2. Immediately Prior to Event (when notice is available (e.g., flood))

a. Purpose

In coordination with other ESFs use predictive modeling, such as the Hazards U.S. (HAZUS) loss estimation methodology to identify vulnerable critical facilities as a basis for identifying recovery priorities for the disaster area.

b. Activities

- 1) Provide early identification of projects to be quickly implemented, especially those relating to critical facilities based on existing local and state plans.
- 2) Develop coordination mechanisms and requirements for post-disaster assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- 3) Help tribal and local partners set up Preliminary Damage Assessment (PDA) teams to identify and document the economic impact and losses avoided due to previous mitigation. Identify new priorities for mitigation in the incident-affected area.

3. After a Disaster

The ESF-14 Coordinator and the CHMT representatives, in coordination with the WEM Regional Director, meet to determine the need to activate ESF-14 elements when the nature of the disaster is likely to require long-term community recovery assistance. County and local agency representation depends on the nature and severity of the incident.

a. Purpose

To provide technical assistance in support of long-term recovery initiatives.

b. Activities

- 1) Identify potential vulnerabilities within the community and recommend long-term mitigation measures to eliminate the loss of life and minimize property damage.
- 2) Review information from dam inspections.
- 3) Perform risk assessment and vulnerability analyses using HAZUS or other systems.
- 4) Identify county and local participants for the Preliminary Damage Assessment process.

4. Post-Event Disaster Planning and Operations

ESF-14 coordinates the collection of information from agencies and impacted local and tribal governments to assess the scope and magnitude of the social and economic impacts on the affected geographic region.

a. Purpose

Convene interagency meetings to develop an incident-specific action plan to delineate agency participation to support community recovery and mitigation activities. Use available pre-disaster state, local, and tribal mitigation, and emergency operation plans, if available, and take actions to avoid duplication of assistance to recipients. Facilitate sharing information and identification of issues among agencies and other ESFs. Coordinate early resolution of issues and the delivery of state and federal assistance to minimize delays for assistance recipients.

b. Activities

- 1) Work with communities to submit Uniform Disaster Situation Reports (UDSRs).
- 2) Facilitate recovery decision-making across ESFs using pre-disaster state, local, and tribal hazard mitigation and recovery plans and post-incident digital mapping and data.
- 3) Oversee the damage assessment process.
- 4) Participate in the PDA process to develop incident specific potential recovery and mitigation opportunities.
- 5) Identify the appropriate county, state, and federal programs to support the long-term community recovery plans and gaps under current authorities and funding. This process identifies programs, waivers, funding levels, requests for additional authorities, and possible new legislation needed to address the

identified program gaps. (This information is found in the County Hazard Mitigation Plan).

- 6) Coordinate implementing the recommendations for long-term community recovery with the appropriate state departments and agencies if the recommendations include program waivers, supplemental funding requests, and/or legislative initiatives.
- 7) Provide available additional funding for local communities to mitigate flooding and protect water resources.
- 8) Use risk assessments to verify damage loss estimates.
- 9) Coordinate use of assigned volunteer organizations active in disasters.
- 10) Use HAZUS and other data sources for baseline damage/risk assessment for the affected area.
- 11) Support case management to assist disaster victims with long term recovery needs. (Community/Faith-based Organizations)
- 12) Support community services such as establishing one-stop service centers for community support for social programs (ESF-6).

IV. RESPONSIBILITIES

Primary Agency:

A. Brown County Emergency Management

1. Support designation of an ESF-14 Coordinator to lead planning efforts for areas of agency expertise. Identify and convene the CHMT leading pre- and post-incident assistance to implement ESF-14 plans for areas of department/agency expertise.

2. Identify areas of collaboration with government agencies and support interagency integrated assistance delivery, issue resolution, and planning efforts.
3. ESF-14 Coordinator supports the drafting and publishing of operational plans and procedures in support of ESF-14.
4. ESF-14 Coordinator serves as primary representative of ESF-14 at interagency planning meetings and at the EOC. Ensures appropriate participation from primary and support agencies after incidents.
5. Coordinate with ESF-14 Coordinator to develop, review, and evaluate Hazard Mitigation Grant Proposals before presenting them to Wisconsin Emergency Management (WEM) for discussion and funding.
6. Coordinate with ESF-14 Coordinator to develop and implement a damage assessment process for both public and privately owned buildings and properties.
7. Support coordination with Planning and Zoning, Public Works, and other agencies to secure personnel training to assess damage and develop and implement uniform procedures for evaluating the safety of damaged buildings, including the risk of both the structure and the utility systems inside and outside the buildings.
8. Support coordination with ESF-15 for public information and education messaging.
9. Support coordination with stakeholder agencies to develop a Mitigation Strategy for the disaster.
10. Administers the Public Assistance (PA) and the Hazard Mitigation Grant (HMGP) programs for the disaster.
11. Provide guidance and assistance in the development of local hazard mitigation plans.
12. Support coordination with ESF-15 to promote hazard awareness and mitigation through awareness campaigns, newsletters, and agency website.
13. Work with local jurisdictions and Regional Planning Commissions to develop or update local mitigation plans and

propose mitigation projects.

- B. Brown County Public Health Services
Brown County Human Services
 - 1. Provide technical assistance and/or personnel to assist special population needs with environmental health issues, communicable or infectious disease issues, radiological/nuclear issues, and bio-terrorism preparedness.
 - 2. Provide expertise for long-term health, medical concerns, and mental health services.
 - 3. Use after-action reports during recovery to document social, cultural, and health issues.
 - 4. Address multiple levels of need; maintain continuity of care for the population with pre-existing mental illness conditions; meet the needs of first responders in the disaster area; meet the needs of evacuees, victims, and others and plan for immediate post evacuation human services.
 - 5. Work to provide access to stable housing for victims
 - 6. Work with agencies to relieve stress on public services for local communities accepting evacuees.
 - 7. Support FEMA Immediate and Regular Services Counseling Grants when needed and authorized.

Support Agencies:

- A. Support Agencies (all)
 - 1. Participate in planning efforts for areas of agency expertise and provide program assistance and expertise as appropriate and in coordination with other ESF departments and agencies.