

# **RICHLAND COUNTY EMERGENCY SUPPORT FUNCTION (ESF) 14 LONG-TERM COMMUNITY RECOVERY AND MITIGATION**

**COORDINATING AGENCY:** Richland County Emergency Management  
Richland County Health & Human Services

**SUPPORT AGENCIES:** Southwest Wisconsin Long-Term Recovery Committee (SWLTRC)  
Red Cross  
Salvation Army

**STATE ESF COORDINATING AGENCY:**

Wisconsin Emergency Management  
Wisconsin Voluntary Organizations Active in Disasters  
Southwest Regional Planning Commission

## **I. INTRODUCTION**

### **A. Purpose**

The purpose of this ESF is to support county, local, 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.

### **B. Scope**

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

1. Coordinate state, county, local, 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 provided by state and federal assistance 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 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 activated local command post and the Richland County Emergency Operations Center (EOC) or other designated location.

Short-term recovery operations may include:

- Re-entry into the affected area
- Concise damage assessment
- Re-establishment of government operations
- Restoring essential utilities
- Debris removal and general clean-up
- Identification and prioritization of sub-areas
- Securing of resources
- Expanded social, medical and mental health services
- Structural safety instructions
- Monitoring of activities
- Opening of Disaster Recovery Centers (DRC)
- Opening of Joint Field Offices (JFO)
- Developing and enforcing ordinances for recovery construction
- Sheltering and mass feeding of 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 re-establishing 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 Richland County EOC or other designated location, State Emergency Operations Center and/or Joint Field Office depending on the type and severity of the disaster incident.

Long-term recovery operations include:

- Establishing a time frame for cessation of temporary services
- 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 of buildings and properties
- Reviewing building codes and zoning laws for mitigation opportunities
- Providing crisis counseling programming, i.e.: "FEMA", when needed and authorized.
- Identifying and applying for state and federal grants to assist in the long-term recovery.

c. Recovery Strategy

Within this ESF, Richland 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 natural disasters. The goal will be achieved through the following objectives:

1. Identification of the short-term and long-term strategic priorities, processes, vital resources and appropriate time frames for recovery. (ESF 5)
2. Recognition of the procedures for restoration and recovery of services, facilities, programs and infrastructure. (ESF 6)
3. Identification of opportunities to mitigate the impact of future disasters.
4. 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 expertise within the public, private and volunteer organizations charged with the recovery responsibilities. The Richland County Emergency Management Director will request the SWLTRC activate based on the damage assessment and stakeholders that pertain to that specific disaster. 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.

d. 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 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.

ESFs 5, 6, and others will have identified processes, programs, priorities and strategies for the current disaster situation that will be used for the long-term recovery.

## II. POLICIES

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

Richland County Emergency Management is the primary coordinating agency for 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 Richland County Emergency Management Ordinance Number 11-11 (formerly Ordinance Number 3).

ESF 14 will:

- a. 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.
- b. Provide support activities and services in defining and addressing risk reduction and long-term community recovery priorities in accordance with local, county, state and federal statutes, rules, and regulations.

- c. Reduce duplication of effort and benefits, to the extent possible. This includes streamlining assistance, identifying recovery and mitigation measures to support state, local, county and planning efforts.
- d. 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.
- e. Use the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts.
- f. Support the use of loss reduction building science expertise for the rebuilding of critical infrastructure (e.g., in repairing hospitals or emergency operation centers to mitigate for future flooding or tornado risks).
- g. Coordinate activities with the following Emergency Support Functions: ESF 3 (Public Works and Engineering), ESF 5 (Emergency Management), ESF 15 (External Affairs), and transitions from ESF 6 (Mass Care, Housing and Human Services), and other ESFs, as necessary.
- h. Richland County Emergency Management, as lead coordinating agency, and the identified support agencies will coordinate with county and local governments in the damage assessment process for publicly and privately owned buildings and structures and will coordinate the costs incurred by local governments in responding to an incident.
- i. Richland County Emergency Management will coordinate with the SWLTRC to oversee the long term and short-term recovery goals and initiatives, established by the local jurisdiction. Volunteer organizations will assist with the long-term recovery and mitigation to the extent possible and consistent with their responsibilities. Mitigation opportunities either outlined in the Richland County All-Hazard Mitigation Plan or identified during the event should be pursued.

### 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. Richland County Emergency Management in partnership with the SWLTRC 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/identify responsibilities for long-term recovery activities, and provide a means to maintain continuity in program delivery among agencies. Ensure follow through of recovery and hazard mitigation efforts with local 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 on 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 and local governments, NGOs and private-sector organizations to develop or revise a comprehensive long-term recovery plan for the affected community.

## **B. Organization Actions**

### **On-going Planning and Meetings**

Richland County Emergency Management Director serves as the ESF 14 coordinator and arranges for the support agencies to participate in pre-disaster planning activities as needed.

**Task:** Plan for financial and technical assistance needed during disaster recovery.

#### **Activities:**

- Convene SWLTRC and others to identify potential funding sources.
- Identify the components of a long-term recovery plan.
- Determine responsibilities for recovery program continuity.
- Conduct pre-disaster training to plan for issues (i.e. social, psychosocial, health, natural resource, etc.) as a result of a disaster.
- Review the Richland County All-Hazard Mitigation Plan and local comprehensive plans to identify community projects for mitigation projects or long-term recovery.

**Task:** Meet regularly to ensure procedures and program/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 and local government representatives, local planning and building science organizations, NGOs, and private-sector organizations in pre-event planning activities.

**Activities:**

- Establish procedures for integration of pre-disaster planning and risk assessment with post-incident recovery and mitigation efforts.
- Provide technical support for computer based mapping of floodplains and wetlands.
- Provide zoning and mapping assessments, community assessments and training.
- Provide GIS assistance for creating low cost maps.
- Develop necessary strategies and plans in coordination with ESF 3 (Public Works and Engineering), ESF 5 (Emergency Management), ESF 6 (Mass Care, Housing, and Human Services), ESF 10 (Oil and Hazardous Materials Response), and others, as appropriate. These strategies and plans will address key issues for incidents, such as:
  1. temporary housing and permanent housing
  2. contaminated debris management
  3. decontamination and environmental restoration
  4. restoration of public facilities and infrastructure
  5. restoration of the agricultural sector
  6. short- and long-term community recovery.
- Develop action plans delineating appropriate agency participation and resources available. These action plans will take into account 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.
- Use the Richland County All-Hazard Mitigation Plan for the development of mitigation strategies for long-term recovery.
- Participate in hazard mitigation training to develop risk assessments.
- Assist in generating scenarios for exercises and training for quickly estimating losses and determining what resources would be required for response and recovery.

### **Immediately Prior to Event (when notice is available—e.g., flood)**

**Task:** In coordination with other ESFs, as appropriate, 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.

**Activities:**

- Provide early identification of projects to be quickly implemented, especially those relating to critical facilities based on existing local and state plans.
- Develop coordination mechanisms and requirements for post-disaster assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- Help federal, state and local partners set up the Preliminary Damage Assessment process 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.

### **After a Disaster**

The ESF 14 coordinator and SWLTRC, upon receiving a request from an affected jurisdiction, 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.

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

**Activities:**

- Identify potential vulnerabilities within the community and recommend long-term mitigation measures to eliminate the loss of life and minimize property damage.
- Participate in dam inspections.
- Perform risk assessment and vulnerability analyses.
- Identify county and local participants for the preliminary damage assessment process.

### **Post-Event Disaster Planning and Operations**



ESF 14 calls for collecting information from agencies and impacted local governments to assess the scope and magnitude of the social and economic impacts on the affected geographic region.

**Task:** Convene interagency meetings to develop an incident-specific action plans (recovery and mitigation) to delineate agency participation to support community recovery and mitigation activities. Use available pre-disaster state and local mitigation and emergency operation plans, to the extent appropriate, and take actions to avoid duplication of assistance to recipients. Facilitate the sharing of 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.

**Activities:**

- Work with communities to submit the Uniform Disaster Situation Reports (UDSRs).
- Facilitate the recovery decision-making across ESFs using pre-disaster state and local hazard mitigation and recovery plans and post-incident digital mapping.
- Oversee the damage assessment process.
- Participate in the Preliminary Damage Assessment (PDA) process and use the PDA process to develop incident specific potential recovery and mitigation opportunities.
- 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.
- 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.
- Provide available additional funding for local communities to mitigate flooding and protect water resources.
- Use risk assessments to verify damage loss estimates.
- 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.
- Coordinate requests for volunteer services. (Coordinate with ESF 5)

- Coordinate use of assigned volunteer organizations active in disasters.
- Use data for baseline damage/risk assessment for the affected area.
- Support case management to assist disaster victims with long-term recovery needs.
- Support community services such as establishing one-stop service centers for community support for social programs (food stamps, Medicare, disaster unemployment, job service, etc.).
- Use Great Rivers 2-1-1 helpline as a referral source for appropriate resources for community needs.

#### **IV. RESPONSIBILITIES**

##### **Primary Agency:**

##### **Richland County Emergency Management**

- a. Leads planning efforts for areas of agency expertise. Identifies and convenes the SWLTRC, leading pre and post-incident assistance to implement ESF 14 for areas of department/agency expertise.
- b. Identifies areas of collaboration with support agencies and facilitate the interagency integrated assistance delivery, issue resolution, and planning efforts.
- c. Coordinates the drafting and publishing of operational plans and procedures in support of ESF 14.
- d. 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.
- e. Develops, reviews, and evaluates hazard mitigation grant proposals before presenting them to WEM's Hazard Mitigation Section for discussion and funding.
- f. Develops and implements a damage assessment process for both public and privately owned buildings and properties.
- g. Works to provide personnel training to assess damage 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.
- h. Plans, conducts and evaluates public education mitigation planning workshops. Coordinate with ESF 5.

- i. Develops success stories for best practices and case studies with public affairs staff.
- j. Utilize the Richland County All-Hazard Mitigation Plan to develop a mitigation strategy for the disaster.
- k. Facilitates the administration of the Public Assistance (PA), Individual Assistance (IA), and hazard mitigation programs for the disaster.
- l. Provides guidance and assistance in the development of local hazard mitigation plans. This includes plan review and providing comments. As plans are approved, local goals/objectives, capabilities, and mitigation actions will be incorporated into updates of the state plan.
- m. Promotes hazard awareness and mitigation through awareness campaigns, newsletter, and agency website.
- n. Works with local jurisdictions and regional planning commissions to develop or update local mitigation plans and propose mitigation projects.

**Richland County Public Health Services  
Richland County Health & Human Services**

- a. Provides technical assistance and/or personnel to assist in addressing environmental health issues, communicable or infectious disease issues, radiological/nuclear issues, and bio-terrorism preparedness.
- b. Provides expertise in long-term health, medical concerns, and mental health services.
- c. Uses after-action reports during recovery to document social, cultural and health issues.
- d. Addresses multiple levels of need, looking specifically at the needs of those with functional and access needs, first responders in the disaster area, evacuees, victims, and others; and plans for immediate post-evacuation human services.
- e. Works to provide access to stable housing for victims as it is central to effective continuity of core social services.
- f. Works with agencies to relieve stress on public services for local communities accepting evacuees. Stress intensifies as the disaster fades from public view and federal emergency funds recede.
- g. Supports SAMHSA with FEMA Crisis Counseling Programs when authorized.

**Support Agency  
Southwest Wisconsin Long-Term Recovery Committee (SWLTRC)**

- a. Works with Richland County Emergency Management to assess the needs of those affected by a disaster.

- b. Provide case management services to meet the immediate and long-term needs of disaster survivors.
- c. Works as the lead entity for donations management.

**Extension Richland County**

- a. Assist in assessing community recovery needs.
- b. Assist in connecting families and individuals with disaster services.

**Support Agencies (all)**

- a. Address immediate individual assistance needs.
- b. 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.

**V. REFERENCES**

- See Richland County Emergency Response Plan, Basic Plan (in the Emergency Management office)
- Richland County All-Hazard Mitigation Plan (in the Emergency Management office)
- Richland County Hazard Analysis (in the Emergency Management office)
- FEMA's [Public Assistance Program Guide](#)
- FEMA's [Individual Assistance Program](#)
- Resource Guide to All-Hazards Mitigation Planning, <http://emergencymanagement.wi.gov/mitigation/planning.asp>

**VI. GLOSSARY (in County Basic Plan)**

**VII. ATTACHMENTS**

Attachment 1 -- (Agency Approval Signature Sheet)

**ATTACHMENT 1 – Agency Approval Signature Sheet**

The undersigned have hereby reviewed and approved the Emergency Support Function 14 (Long-Term Community Recovery and Mitigation) of the County Emergency Response Plan.



**County Administrator**

29 June 2022

**Date**



**Emergency Management Director**

86/29/2022

**Date**

Marianne Hubert Tangen  
**Health & Human Services Director**

6/27/2022

**Date**

