Comprehensive Emergency Management Plan (CEMP)

Annex IV
RECOVERY

Milwaukee County Office of Emergency Management (OEM)

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TABLE OF CONTENTS

II. RECOVERY. ..... ANNEX IV

A. INTRODUCTION, PURPOSE, GOALS IV–5
B. POLICY IV–5
C. RECOVERY ROLES AND RESPONSIBILITIES IV–6
D. RECOVERY PHASES IV–8
E. DAMAGE ASSESSMENT PHASES IV–11
F. CONCEPT OF RECOVERY SUPPORT FUNCTIONS IV–12
G. RECOVERY INCIDENT MANAGEMENT SYSTEM IV–15
H. RECOVERY ACTION TASK FORCE IV–17
I. REQUESTING FEDERAL ASSISTANCE AND TYPES IV–17
J. FEDERAL COORDINATING OFFICER (FCO) & FEDERAL DISASTER RECOVERY COORDINATOR (FDRC). IV–18
K. GOVERNOR'S AUTHORIZED REPRESENTATIVE (GAR) & STATE COORDINATING OFFICER (SCO) IV–20
L. FEDERAL-STATE-LOCAL RECOVERY FACILITIES IV–21
M. FEDERAL RECOVERY SUPPORT FUNCTIONS (RSFs) IV–22
N. HAZARD MITIGATION PLAN/PROGRAM IV–23
O. REFERENCES IV–24

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Comprehensive Emergency Management Plan CEMP

Annex

IV. RECOVERY

IV. RECOVERY.

A. INTRODUCTION, PURPOSE, GOALS.

1. Milwaukee County has the primary role in planning for and managing all aspects of its recovery. State and federal officials will look to the County to clearly articulate its recovery priorities and develop recovery plans. Post disaster recovery activities begin in the early stages of the response operations and may last for years.

2. The purpose of recovery planning is to anticipate what will be needed to restore the community to full functioning as rapidly as possible through pre-event planning and cooperation between citizens, businesses and government. Successful community recovery from disaster will only occur if everyone in the community understands the process, and how they fit in. Individuals, agencies, organizations and businesses must understand their responsibilities and must coordinate their work efforts with the County's and Municipality's recovery leadership.

3. This Recovery Annex provides a framework to guide the County's recovery efforts.

4. Milwaukee County's recovery goals are to:

    a. Maintain Leadership.
    b. Utilize local initiative and resources.
    c. Maximize State/Federal programs and benefits.
    d. Establish and maintain communications to and from citizens.
    e. Provide a point of contact for disaster victims.
    f. Make maximum use of damage and impact assessment for recovery planning.
    g. Promote economic recovery.

B. POLICY.

1. To establish overall direction, control and/or coordination through a Milwaukee County Recovery Management Organization to support disaster recovery.

2. To utilize the National Incident Management System (NIMS) as the organizational basis for recovery to any emergency.

3. To use "Recovery Support Functions (RSFs)" to organize Milwaukee County's recovery efforts.

4. To coordinate and utilize individual and household recovery through the County Long Term Recovery Committee.

5. It is the policy of Milwaukee County that citizens are encouraged to be self-sufficient for a minimum of 72 hours should an emergency or disaster occur.

C. RECOVERY ROLES AND RESPONSIBILITIES.

1. Individuals and Households.

   a. Individuals and families need to plan and be prepared to sustain themselves in the immediate aftermath of a disaster and be self-sufficient for a minimum of 72 hours. Those who prepare reduce personal stress, and they enhance their ability to undertake their own recovery and shape the future of Milwaukee County's recovery.

   b. Individuals and households should carry adequate insurance and maintain essential levels of supplies, medication, food and water. Resources to help individuals and families prepare are available through websites and publications of various organizations that are active in disasters, including local, state, and federal agencies.

2. Private Sector - Business Community and Critical Infrastructure Owners and Operators.

   a. The private sector has a critical role in recovery. When the private sector is operational, the community recovers more quickly by retaining and providing jobs and a stable tax base. Additionally, the private sector owns and operates the vast majority of the critical infrastructure, such as electric power, financial and telecommunications systems.

   b. The private sector should: develop, test and implement business continuity and restoration plans; implement mitigation measures and preparedness; carry adequate insurance.

3. Nonprofit Sector.

   a. Nonprofit-sector support is provided by a range of organizations from small locally- based nonprofits to national organizations with extensive experience in disaster recovery. Nonprofits directly supplement and fill gaps where government authority and resources cannot be applied.

4. Municipalities.

   a. Each municipality should: identify a point of contact to organize, coordinate and advance the recovery at the municipal level; participate in damage and impact assessments; coordinate with the County's Disaster Recovery Manager for recovery planning and implementation.

5. County.

   a. The Office of Emergency Management (OEM) in conjunction with the County Long Term Recovery Committee is the lead agency for the County's preparedness, pre-disaster recovery and mitigation planning.

   b. Based on the disaster impacts, a recovery support function driven Recovery Incident Action Plan (RIAP) will be developed. Recovery planning efforts will focus on activities that will restore the community and reduce future disaster potential.

   c. Certain County Divisions/Departments, Agencies and Organizations will be assigned to lead specific recovery support functions.

   d. During recovery the County may appoint a Disaster Recovery Manager to organize and manage the County's recovery activities.

6. County Disaster Recovery Manager (DRM).

   a. When needed, the County will appoint a DRM to manage its' recovery activities and work closely with the state and federal disaster recovery coordinators.

   b. Key responsibilities for the DRM may include, but is not limited to:

      (1) Leading and coordinating the establishment and activities of local recovery-dedicated organizations and initiatives.
      (2) Working with recovery coordinators/leads at the state and federal levels to facilitate the development of a unified communication strategy.
      (3) Determining and communicating recovery priorities to state, federal and other recovery stakeholders and supporters.
      (4) Organizing recovery planning processes to fully engage constituents' input and leading the development of the County's recovery visions, priorities, resources, capability, and capacity.
      (5) Leading the development of the County's recovery plans and ensuring that they are publicly-supported, actionable, and feasible based on available funding and capacity.
      (6) Incorporating critical mitigation, resilience, and accessibility building measures into the County's recovery plans and efforts.
      (7) Ensuring inclusiveness in the community recovery process, including protected classes (e.g., persons with disabilities, limited English proficiency, etc.).
      (8) Collaborating with federal and other stakeholders and supporters, such as the business and non-profit communities, to raise financial support (including long term capital investment in local businesses) for the County's recovery and to resolve potential duplication of assistance.
      9) Coordinating federal and other funding streams for recovery efforts and communicating issues and solutions to recovery assistance gaps and overlaps.
      (10) Developing and implementing relevant recovery progress measures and communicating needed adjustments and improvements to applicable stakeholders and authorities.
      (11) Working closely with recovery leadership at all levels to ensure a well-coordinated and well-executed recovery.

7. State.

   a. The state provides a conduit to local government for federal recovery assistance programs.

   b. During recovery the state may: assess local government recovery needs; assist local governments with identifying recovery resources; appoint a State Disaster Recovery Coordinator (SDRC) to lead and coordinate state recovery planning and assistance to impacted communities.

8. Federal.

   a. FEMA promotes recovery preparedness by providing guidance to local and state governments and nongovernmental organizations on pre-disaster recovery planning.

   b. When a disaster occurs that exceeds the capacity of state resources the federal government may use the National Disaster Recovery Framework (NDRF) to task available department and agency capabilities to support local recovery efforts.

   c. During recovery the federal government may: deploy a Federal Disaster Recovery Coordinator (FDRC); activate and deploy Recovery Support Functions (RSFs) when determined necessary; and, establish a recovery coordination structure in close collaboration with affected local, state and tribal governments.

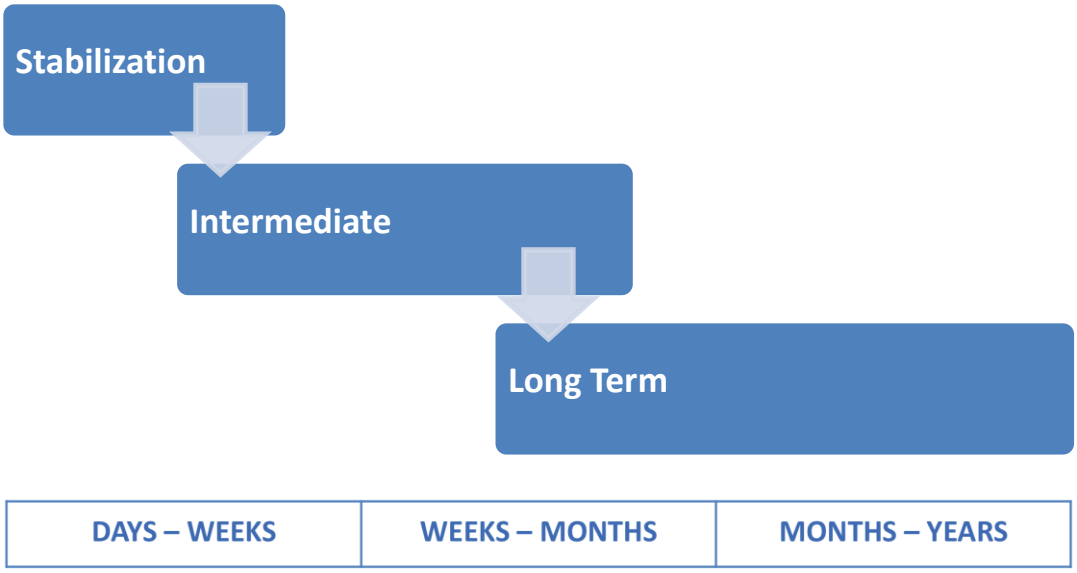
   d. The FDRC works as a deputy to the Federal Coordinating Officer (FCO) for all matters concerning disaster recovery. The FDRC partners with and supports the County's Disaster Recovery Manager (DRM) and the State Disaster Recovery Coordinator (SDRC) to facilitate disaster recovery in the impacted area.

D. RECOVERY PHASES.

1. Recovery begins before a disaster strikes, with preparedness activities such as planning, capability building, exercising, and establishing tools and metrics to evaluate progress and success; mitigation planning and actions; economic development planning, and vital partnership building, all of which contribute to the County's resilience. Post disaster recovery activities begin in the early stages of the response operations and may last for years.

2. The County's response to disaster impacts follows a "phased approach" that includes three general phases: short–term, intermediate and long–term.

   a. The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery.



3. Short-term (days-weeks) recovery actions. As response actions wind down, short-term stabilization activities are primary. Stabilization is the process in which the immediate impacts of an event on community systems are managed and contained, thereby creating an environment where recovery activities can begin. The various elements of a community system will stabilize on different time frames, leading to a situation in which response, stabilization, and restoration activities can occur concurrently.

4. Intermediate (weeks-months) recovery activities involve returning individuals and families, critical infrastructure and essential government or commercial services back to a functional, if not pre-disaster state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

5. Long-term (months-years) recovery is the phase of recovery that follows intermediate recovery and may continue for months to years. Examples include the complete redevelopment and revitalization of the damaged area. It is the process of rebuilding or relocating damaged or destroyed social, economic, natural, and built environments in a community to conditions set in a long-term recovery plan. The goal underlying long-term redevelopment is the impacted community moving toward self-sufficiency, sustainability, and resilience. Activities may continue for years depending on the severity and extent of the disaster damages, as well as the availability of resources.

RECOVERY PHASES/TASKS		
Short-term (days)	**Intermediate (weeks-months)**	**Long-term (months-years)**
❑ Providing essential health and safety services ❑ Providing congregate sheltering or other temporary sheltering solutions ❑ Providing food, water and other essential commodities for those displaced by the incident. ❑ Providing disability related assistance/functional needs support services. ❑ Developing impact assessments on critical infrastructure, essential services, and key resources. ❑ Conducting initial damage assessments. ❑ Conducting community wide debris removal, including clearing of primary transportation routes of debris and obstructions. ❑ Restarting major transportation systems and restoring interrupted utilities, communication systems, and other essential services such as education and medical care. ❑ Establishing temporary or interim infrastructure systems. Supporting family reunification. ❑ Supporting return of medical patients to appropriate facilities in the area. ❑ Providing basic psychological support and emergency crisis counseling. ❑ Providing initial individual case management assessments. ❑ Providing security and reestablishing law enforcement functions. ❑ Building an awareness of the potential for fraud, waste and abuse, and ways to deter such	❑ Continuing to provide individual, family-centered, and culturally appropriate case management. ❑ Providing accessible interim housing (in or outside the affected area depending on suitability) and planning for long-term housing solutions. ❑ Returning of displaced populations and businesses if appropriate. ❑ Reconnecting displaced persons with essential health and social services. ❑ Providing supportive behavioral health education, intervention, including continuing to provide crisis, grief, and group counseling and support. ❑ Providing access and functional needs assistance to preserve independence and health. ❑ Updating hazard and risk analyses to inform recovery activities. ❑ Establishing a post-disaster recovery prioritization and planning process. ❑ Developing an initial hazard mitigation strategy responsive to needs created by the disaster. ❑ Ensuring that national and local critical infrastructure priorities are identified and incorporated into recovery planning. ❑ Developing culturally and linguistically appropriate public education campaigns to promote rebuilding to increase resilience and reduce disaster losses. ❑ Complete assessments of natural and cultural resources and develop plans for long-term environmental and cultural resource recovery.	❑ Identifying of risks that affect long-term community sustainment and vitality. ❑ Developing and implementing disaster recovery processes and plans, such as a long term recovery plan and/or reflecting recovery planning and mitigation measures in the community's land use planning and management, comprehensive plans, master plans, and zoning regulations. ❑ Rebuilding to appropriate resilience standards in recognition of hazards and threats. ❑ Addressing recovery needs across all sectors of the economy and community, and addressing individual and family recovery activities and unmet needs. ❑ Rebuilding educational, social, and other human services and facilities according to standards for accessible design. ❑ Reestablishing medical, public health, behavioral health, and human services systems. ❑ Reconfiguring elements of the community in light of changed needs and opportunities for "smart planning" to increase energy efficiency, enhance business and job diversity, and promote the preservation of natural resources. ❑ Implementing mitigation strategies, plans, and projects. ❑ Implementing permanent housing strategies. ❑ Reconstructing and/or relocating, consolidating permanent facilities. ❑ Implementing economic and

RECOVERY PHASES/TASKS		
Short-term (days)	**Intermediate (weeks-months)**	**Long-term (months-years)**
activity, such as developing Public Service Announcements and publicizing ways to report allegations of waste, fraud and abuse. ❑ Begin assessment of natural and cultural resources.		business revitalization strategies. ❑ Implementing recovery strategies that integrate holistic community needs. ❑ Implementing plans to address long-term environmental and cultural resource recovery. ❑ Ensuring there is an ongoing and coordinated effort among local, state, tribal, and federal entities to deter and detect waste, fraud and abuse. ❑ Identifying milestones for the conclusion of recovery for some or all non-local entities.

E. DAMAGE ASSESSMENT PHASES.

1. The recovery process begins with an initial damage assessment conducted by County personnel using aircraft, ground vehicles, observer call-ins and the rapid damage assessment system. The size and type of incident and its overall impact on the community will determine who should participate in the damage assessment process. Minor emergencies or incidents may only require participation of local County agencies and organizations.

2. Rapid Impact Assessment: First Phase.

   a. County emergency management coordinators request initial damage assessment from municipal emergency management coordinators.
   b. The impact survey data provides a County-wide general overview of the most significantly impacted areas and, therefore, establishes a prioritization mechanism for damage assessment team deployment, resource allocation, and disaster assistance.

3. Initial Damage Assessment: Second Phase.

   a. The Initial Damage Assessment is performed by County Staff and municipal staff for each of the municipalities. All Damage Assessment data is reported to the MCSO Division of Emergency Management for Countywide compilation by the Damage Assessment Teams.
   b. The goal of this assessment is to determine the magnitude and severity of damages and to strategize the County's response and recovery efforts.
   c. The initial damage assessment determines if an emergency declaration is warranted.

4. Wisconsin Uniform Disaster Situation Report (UDSR).

a. When there is the potential need for state and/or federal assistance to supplement county and local efforts, the county will submit a "flash damage report" to WEM.

b. The Office of Emergency Management (OEM) will compile the information gathered by damage assessment teams, complete the UDSR report for the county and submit it within 24 hours to WEM.

c. The county will continue to assess the impact of the disaster through information received from response agencies and from the municipal and county damage assessment teams. This information will allow decision-makers to prioritize recovery efforts and to determine the need for supplemental state or federal assistance.

5. Preliminary Damage Assessment (PDA): Third Phase.

a. The PDA is a joint local/state/federal assessment used to determine the magnitude and impact of damage due to an incident. The State uses the results of the PDA to determine if the situation is beyond the combined capabilities of the State and County resources and to verify the need for supplemental Federal assistance. The PDA also identifies any unmet needs that may require immediate attention.
b. The PDA teams conduct a more in-depth evaluation in order to rate the level of damage to each structure.
c. Each municipal jurisdiction is responsible for the implementation of the federal compliant damage assessment of homes and businesses within their jurisdiction.

6. Mitigation Assessment: Possible Fourth Phase.

a. Should Milwaukee County be impacted by a natural disaster deemed to be of national significance, FEMA in conjunction with state and local officials may mobilize a Mitigation Assessment team (MAT). This team's mission is to conduct on-site qualitative engineering analyses to assess damage to government offices, homes, hospitals, schools businesses, critical facilities and other structures and infrastructure. The intent of the assessment would be to determine the causes of structural failures (or successes) and to evaluate the adequacy of local building codes, practices, and construction materials for the purpose of improving future performance. They may use the opportunity to review the effectiveness of previous mitigation projects.

F. CONCEPT OF RECOVERY SUPPORT FUNCTIONS.

1. Recovery planning begins when the Milwaukee County EOC is activated. Recovery planners begin an assessment of the disaster impacts and determine which Recovery Support Functions (RSFs) will be activated to meet the County's recovery needs.

2. Just like ESFs, Recovery Support Functions represent groupings of types of recovery activities and programs that the County and its citizens are likely to need following disaster. A "primary" agency/department for each RSF will be responsible for coordinating the implementation of the recovery activity or programs. The primary agency/department will be responsible for identifying the resources (support departments and organizations) within the RSF that will accomplish the post disaster activities. The primary

agency/department is also responsible for coordinating the resource delivery.

3. MILWAUKEE COUNTY SCHEDULE OF RECOVERY SUPPORT FUNCTIONS.

SCHEDULE OF RSFs	
RECOVERY SUPPORT FUNCTION (RSF)	**PURPOSE**
RSF #1 **Damage Assessment/Impact Analysis**	1. To determine the disaster's impact on the County, determine recovery priorities, identify resource needs for disaster recovery, justify necessary state and federal assistance, identify structures unsafe for occupation, and determine structures that have to comply with the County's (and Municipality's) build–back policy. 2. To determine nature/extent of impact to infrastructure damage for proper prioritization. 3. To provide information after an emergency or disaster and detailing the situation, location, and extent and nature of damage. 4. To provide information to determine priorities and requirements for restoration and reconstruction.
RSF #2 **Continuation of Government**	To ensure the continuing critical functions and services of government while responding to and recovering from disaster.
RSF #3 **Debris Management**	To effectively manage debris generated by the disaster.
RSF #4 **Individual Assistance**	To inform disaster victims about the federal individual assistance programs that are available and how to make application.
RSF #5 **Unmet Needs**	1. To provide an Ombudsman to provide information, investigate complaints, and to assist with disputes by directing citizens to the appropriate agency(ies) for resolution. 2. To provide a means of identifying and resolving disaster recovery needs in cases where: government or voluntary agency assistance programs are not available; or government or voluntary agency assistance is provided but falls short of meeting all the needs of disaster victims.
RSF #6 **Human Services**	To identify individuals who need various human services following a disaster and to meet those needs through coordination with public and private organizations.
RSF #7 **Safety & Risk Assessment**	To establish a safety program to identify and implement ways and means to reduce or eliminate unsafe conditions or practices for which losses may occur. The safety program may include such rewards, disciplines or penalties as may tend to reduce losses and promote safety.
RSF #8 **Public Health & Environmental Health**	To identify threats to public health during the recovery period and to provide remedies.

SCHEDULE OF RSFs	
RECOVERY SUPPORT FUNCTION (RSF)	**PURPOSE**
RSF #9 Repair & Restoration of Infrastructure, Services & Public Buildings	Repair and restoration of public infrastructure and services to return the public infrastructure and government's services to pre–event levels or better.
RSF #10 Emergency Permitting & Inspections	To provide an emergency permitting plan to streamline the permitting process in the event of a disaster. These activities will consist of determining whether repair or reconstruction of damaged structures will be allowed and under what conditions, coordinating and streamlining the County's (and Municipality's) permitting processes, and implementing a system to verify that repairs/redevelopment comply with all applicable codes and laws.
RSF #11 Rebuilding, Construction, Repairs, Restoration	To provide for the physical rebuilding of the community, which necessarily includes the viability of commercial operations to support the residents.
RSF #12 Housing (Temporary / Replacement)	To assist displaced people, emergency workers, businesses and the temporary workforce in locating temporary housing, and to allow and/or coordinate the placement of temporary housing (housing that people occupy between the time they leave the emergency shelter and the time they are able to move back into their homes).
RSF #13 Redevelopment	To articulate the vision for recovery and redevelopment in both anticipation and in the wake of a catastrophic natural disaster.
RSF #14 Public Information/Community Relations	To provide information to citizens, government employees, businesses and organizations concerning disaster recovery operations and progress, and to identify necessary messages and appropriate methods of delivery.
RSF #15 Volunteers & Donations	To continue to coordinate during recovery offers of assistance by volunteer organizations, and work with federal and state organized efforts to collect and distribute donated goods and volunteer services.
RSF #16 Reentry, Security	To promote and facilitate the timely reentry of essential response and recovery personnel, government officials, property owners, business owners, media, etc. to speed the recovery of the County and its economy; and to provide uniform guidance following a large–scale disaster to law enforcement personnel who direct access into the impacted area. Includes procedures to ensure safe and orderly reentry and clarifies the roles and responsibilities of local and state agencies that may be involved in reentry.
RSF #17 Economic Restoration & Development	To establish a partnership with the business community to restore the local economy following disaster; identify County and business post–disaster roles and relationships; identify economic recovery assistance programs; encourage

SCHEDULE OF RSFs	
RECOVERY SUPPORT FUNCTION (RSF)	**PURPOSE**
	the development of business preparedness and mitigation programs.
RSF #18 **Environmental Concerns**	To identify and implement projects or programs that restore, enhance, or protect natural resources and open space (flood plains, wetlands, and wildlife) from degradation to reduce impacts from natural disasters.
RSF #19 **Mitigation**	To prepare a post–disaster hazard mitigation plan that will define actions during the recovery period that help prevent repeated future losses and reduce the County's vulnerability to natural hazards.
RSF #20 **Recovery Administration & Finance**	To provide a framework for implementing administrative and financial services necessary for disaster recovery.
RSF #21 **Cultural & Historic Concerns**	To identify and implement projects or programs that restore, enhance, or protect Historic resources from degradation, and to reduce impacts from disasters.
RSF #22 **Mutual Aid**	To manage requests for mutual aid assistance for the County, or to assist another local government.

G. RECOVERY INCIDENT MANAGEMENT SYSTEM.

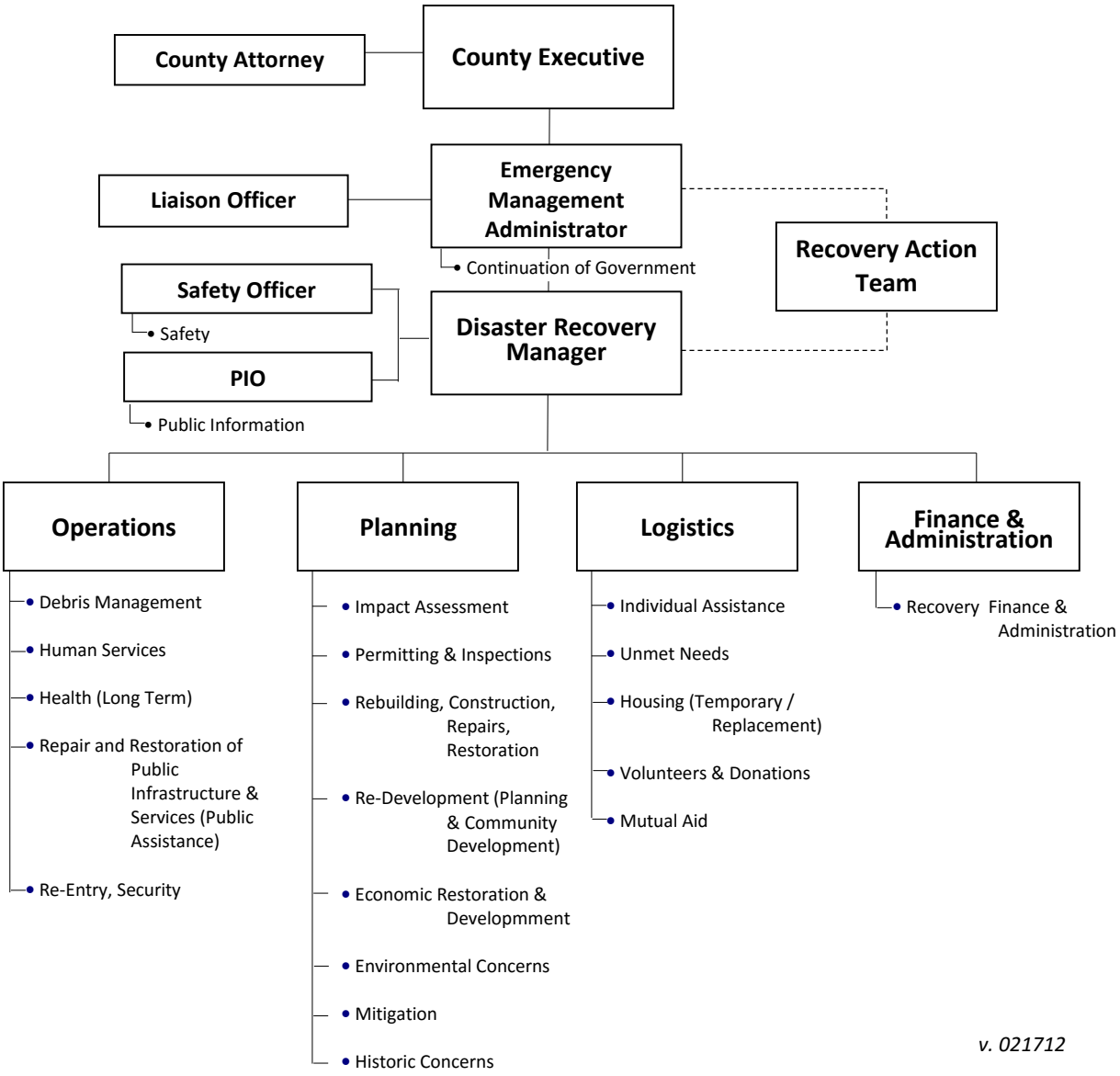
1. The County's recovery organization follows the concepts of the National Incident Management System (NIMS).

2. Depending upon the severity and magnitude of the disaster, full activation of the County's Recovery Incident Management System may not be necessary, may only be partially required, or may require full activation. Partial activation would be dictated by the characteristics of the disaster and would involve only those departments and organizations needing to interact in providing the necessary recovery activities and programs.

3. The County's Recovery Incident Management System is partially or fully activated by decision of the County Executive. The organization structure is intended to be flexible and should be tailored by the "Disaster Recovery Manager" and the "Section Chiefs," to meet the County's recovery needs.

Milwaukee County

Recovery Incident Management System



H. RECOVERY ACTION TASK FORCE.

1. The Recovery Action Task Force should be established by Office of Emergency Management (OEM) with the goals and scope of authority clearly stated.

2. As the emergency response phase stabilizes, the County EOC begins the coordination of disaster recovery activities and may recommend the activation of the Recovery Action Team to:

   a. Oversee the recovery and reconstruction process, and to serve as an advisory committee to the Disaster Recovery Manager, Office of Emergency Management (OEM) and chief elected officials.
   b. Establish uniform policies for effective coordination to accomplish County recovery tasks.
   c. Recommend efforts to restore normalcy to areas adversely impacted by the disaster.
   d. Identify mitigation opportunities and resources.
   e. Ensure control of the recovery process.

3. "Recovery Task Force" responsibilities may include, but not limited to:

   a. Preparing a redevelopment plan.
   b. Developing procedures to carry out build back policies.
   c. Developing policies for redeveloping areas that have sustained repeated disaster damage.
   d. Develop policies that promote mitigation from future damage.
   e. Develop priorities for relocating and acquiring damaged property.

4. The composition of the Recovery Action Team will vary depending upon the nature of the disaster, size of the staff and available resources. Probable members can include:

   - Office of Emergency Management (OEM), Department of Transportation, Department of Administrative Services-Facilities Management, Parks, Recreation and Culture-Field Operations Division, American Red Cross, and Impact 2-1-1.

I. REQUESTING FEDERAL ASSISTANCE AND TYPES.

1. Based on a damage assessment (PDA) that the ability to recover is beyond local and state capability, the Governor will normally send a request letter for federal assistance to the President, directed through the Regional Director of FEMA Region V. Request packages are prepared by the Wisconsin Emergency Management from the provided damage assessment data.

2. The request made to the President for assistance under the authority of Public Law (PL) 93-288, as amended by PL 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, as amended, will be for an "emergency" or "major disaster" declaration. The President then makes the decision whether or not to declare a major disaster or emergency.

3. After a presidential declaration has been made, FEMA will designate the area eligible for assistance and announce the types of assistance available. FEMA provides supplemental assistance for state and local government recovery expenses.

4. Types of federal assistance.

   a. Assistance under a declaration of "EMERGENCY" is specialized assistance to meet a specific need and is generally limited to those actions that may be required to save lives and protect property, public health, safety, or to lessen the threat of a more severe disaster. Examples of emergency assistance are:

      (1) Emergency mass care, such as emergency shelter, emergency provision of food, water, medicine, and emergency medical care.
      (2) Clearance of debris to save lives and protect property and public health and safety.
      (3) Emergency protective measures, including: Search and rescue; Demolition of unsafe structures; Warning of further risks and hazards; Public information on health and safety measures; Other actions necessary to remove or to reduce immediate threats to public health and safety, to public property, or to private property when in the public interest.
      (4) Emergency communications.
      (5) Emergency transportation.
      (6) Emergency repairs to essential utilities and facilities.

   b. Assistance under a declaration of "MAJOR DISASTER" provides a wide range of assistance to individuals (individual assistance) and/or to local and state governments (public assistance) and certain non-profit organizations.

   c. The FEMA individual disaster assistance program is money or direct assistance to individuals, families and businesses whose property has been damaged or destroyed and whose losses are not covered by insurance. It is meant to help with critical expenses that cannot be covered in other ways. This assistance is not intended to restore an individual's damaged property to its condition before the disaster. Most disaster assistance from the Federal government is in the form of loans administered by the Small Business Administration.

      - Information on individual assistance programs can be found at: http://www.fema.gov/assistance/process/assistance.shtm

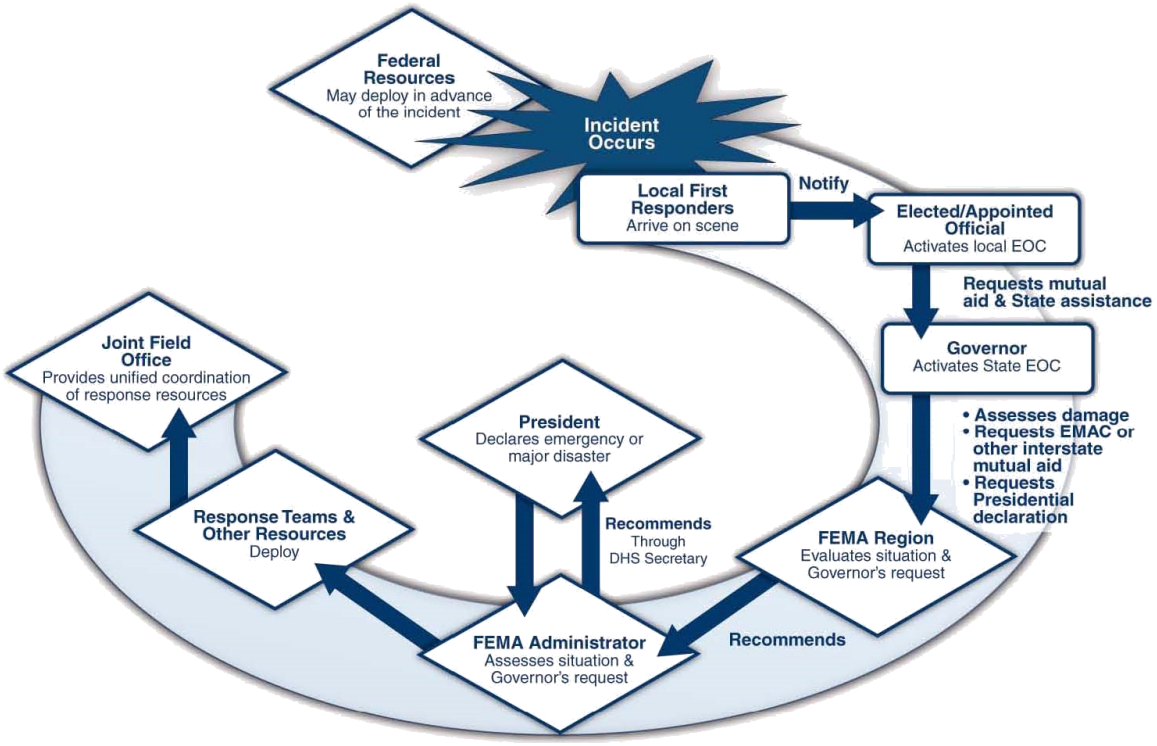
   d. The FEMA Public Assistance (PA) program provides assistance for debris removal, implementation of emergency protective measures, and permanent restoration of infrastructure. The program also encourages protection from future damage by providing assistance for hazard mitigation measures during the recovery process. The federal share of these expenses cannot be less than 75 percent of eligible costs.

      - Information on the public assistance program can be found at: http://www.fema.gov/government/grant/pa/index.shtm

J. FEDERAL COORDINATING OFFICER (FCO) AND FEDERAL DISASTER RECOVERY COORDINATOR (FDRC).

1. The president appoints a Federal Coordinating Officer (FCO) to manage the federal response, recovery, and mitigation operations for each presidentially declared disaster or emergency. The FCO is responsible for the following activities:

a. Establish a federal presence as the president's representative at the disaster site.
b. Coordinate the relationships among federal, state, and local personnel in concert with the State Coordinating Officer (SCO).



c. Advise the governor on the status of the federal response.
d. Establish response and recovery operations with the SCO.
e. Alert, coordinate, and direct other federal agencies to support the state in identifying and meeting disaster needs.
f. Establish an effective communications network with state and local agencies.
g. Assess damage and identifies and prioritizes needs in collaboration with the SCO.
h. Identify the full range of programs and resources required to carry out the immediate response and long-term recovery.

2. A Federal Disaster Recovery Coordinator (FDRC) is appointed and is responsible for the following activities:

a. Coordinating with the federal coordinating officer (FCO).
b. Managing Stafford Act recovery programs.
c. Determining funding requirements.
d. Executing the FEMA State Agreement.
e. Issuing mission assignments.

f. Obligating and monitoring funds.

K. GOVERNOR'S AUTHORIZED REPRESENTATIVE (GAR) AND STATE COORDINATING OFFICER (SCO).

1. A Governor's Authorized Representative (GAR) is designated in the FEMA/State Agreement after the President declares a major disaster under the provisions of the Stafford Act. The GAR provides executive oversight and direction of the disaster or emergency response and recovery on behalf of the governor. The GAR executes all the necessary documents on behalf of the state and respond to the desires of the governor. The GAR is responsible for the following activities:

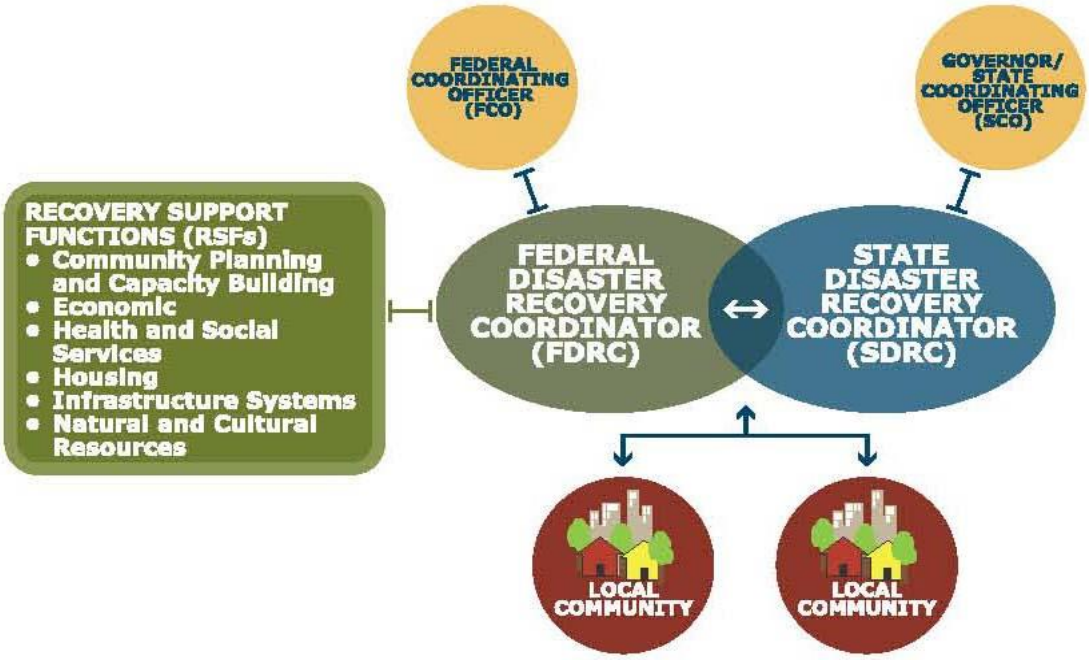
   a. Interfacing with the federal disaster recovery coordinator (FDRC).
   b. Implementing the state's emergency plan.
   c. Activating state departments and agencies.
   d. Executing the governor's emergency decisions.
   e. Directing the activities of the state coordinating officer (SCO).
   f. Establishing strategic response and recovery strategies.
   g. Ensuring that the state maintains control.

2. A State Coordinating Officer (SCO) is identified in the governor's request for an emergency or a major disaster declaration. The SCO provides operational oversight and direction of the disaster or emergency on behalf of the GAR for joint field office (JFO) operations. The SCO converts the GAR's strategic guidance into tactical plans, executes them on behalf of the state and responds to the desires of the governor. The SCO is responsible for the following activities:

   a. Interfacing with the federal coordinating officer (FCO).
   b. Directing activities for state departments and agencies.
   c. Integrating state, federal, local, and voluntary agencies' actions.
   d. Coordinating response and recovery operations.
   e. Establishing priorities.

3. The GAR and the SCO may be the same person or different people. The designation may be permanent or may occur at the time of the emergency.

RECOVERY COORDINATING STRUCTURE:



L. FEDERAL-STATE-LOCAL RECOVERY FACILITIES.

1. A Joint Field Office (JFO) is established to facilitate federal-state-local coordination of private and public disaster assistance. Federal, state, local representatives work together to develop a common set of objectives and a coordinated action plan.

   - The JFO is a temporary federal multi-agency coordination center established locally to facilitate field-level incident management activities related to prevention, preparedness, response and recovery when activated by FEMA. The JFO provides a central location for coordination of federal, state, local, tribal, nongovernmental and private-sector organizations with primary responsibility for activities associated with threat response and incident support.

2. Disaster Recovery Centers (DRC's) may be established to manage the cooperative effort between the local, state, and federal government for the benefit of disaster victims (individuals, families and small businesses). Agencies and organizations offering assistance provide representatives to the DRC where disaster victims, through an "entrance/exit interview" process, may receive information and referral to the specific agencies/organizations that can best meet their needs. FEMA, state and local emergency management will jointly determine the locations, dates and times for the operation of DRC's.

   a. Application for assistance should initially be made through the national tele-registration hot-line (1-800-621-3362 or TDD 1-800-462-7585) or on-line at: http://www.fema.gov/assistance/index.shtm

b. Information on Disaster Recovery Centers can be found at: http://www.fema.gov/assistance/opendrcs.shtm

M. FEDERAL RECOVERY SUPPORT FUNCTIONS (RSFs).

1. Six federal Recovery Support Functions (RSFs) comprise the National Disaster Recovery Framework's (NDRF's) coordinating structure for key functional areas of assistance. Their purpose is to support local governments by facilitating problem solving, improving access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners and stakeholders.

2. The federal RSFs bring together the core recovery capabilities of federal departments and agencies and other supporting organizations — including those not active in emergency response — to focus on community recovery needs.

3. The objective of the RSFs is to facilitate the identification, coordination and delivery of federal assistance needed to supplement recovery resources and efforts by local, state and tribal governments, as well as private and nonprofit sectors. An additional objective is to encourage and complement investments and contributions by the business community, individuals and voluntary, faith-based and community organizations. These RSF activities assist communities with accelerating the process of recovery, redevelopment and revitalization.

FEDERAL RECOVERY SUPPORT FUNCTIONS (RSFs)			
Coordinating Agency	**Primary Agencies**	**Supporting Organizations**	**Mission**
RSF: COMMUNITY PLANNING AND CAPACITY BUILDING			
DHS/FEMA	DHS/FEMA, HHS	CNCS, DHS, DOC, DOI, DOJ, DOT, ED, EPA, GSA, HUD, SBA, TREAS, USDA	Supporting and building recovery capacities and community planning resources of local, State and Tribal governments needed to effectively plan for, manage and implement disaster recovery activities in large, unique or catastrophic incidents.
RSF: ECONOMIC			
D O C.	DHS/FEMA, DOC, DOL, SBA, TREAS, USDA	CNCS, DOI, EPA, HHS	The mission of the Economic RSF is to integrate the expertise of the Federal Government to help local, State and Tribal governments and the private sector sustain and/or rebuild businesses and employment, and develop economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents.
RSF: HEALTH AND SOCIAL SERVICES			
HHS	CNCS, DHS (FEMA, NPPD &	DOT, SBA, TREAS, USDA, VA, ARC,	The Health and Social Services RSF mission is for the Federal Government to assist locally-led recovery

FEDERAL RECOVERY SUPPORT FUNCTIONS (RSFs)			
Coordinating Agency	**Primary Agencies**	**Supporting Organizations**	**Mission**
	CRCL), DOI, DOJ, DOL, ED, EPA, VA	NVOAD	efforts in the restoration of the public health, health care and social services networks to promote the resilience, health and well-being of affected individuals and communities.
RSF: HOUSING			
H U D.	DHS/FEMA, DOJ, HUD, USDA	CNCS, DOC, DOE, EPA, HHS, SBA, U.S. Access Board, VA, ARC, NVOAD	Address pre- and post-disaster housing issues and coordinate and facilitate the delivery of Federal resources and activities to assist local, State and Tribal governments in the rehabilitation and reconstruction of destroyed and damaged housing, whenever feasible, and development of other new accessible, permanent housing options.
RSF: INFRASTRUCTURE SYSTEMS			
D O D/USACE	DHS (FEMA & NPPD), D O D/USACE , D O E, D O T	DHS, DOC, DOD, DOI, ED, EPA, FCC, GSA, HHS, NRC, TREAS, USDA, TVA	Facilitate the integration of the capabilities of the Federal Government to support local, State and Tribal governments and other infrastructure owners and operators in their efforts to achieve recovery goals relating to the public engineering of the Nation's infrastructure systems.
RSF: NATURAL AND CULTURAL RESOURCES			
D O I	DHS/FEMA, D O I, E P A	ACHP, CNCS, CEQ, DOC, IMLS, LOC, NEA, NEH, USACE, USDA, Heritage Preservation	Integrate Federal assets and capabilities to help State and Tribal governments and communities address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents.

N. HAZARD MITIGATION PLAN/PROGRAM.

1. Should Milwaukee County receive public disaster assistance, a Hazard Mitigation Plan/Program will be required to pursue mitigation measures to help insure against similar damage in the future.

2. Hazard mitigation under sections 404 and 406 of the Stafford Act is any action taken to reduce or eliminate the long-term risk to human life and property from natural or man-made hazards. While the County is performing repair or restorative work, it should consider mitigation methods that will prevent similar damage in a future event, thereby reducing future damage costs.

3. Hazard Mitigation is pursued on a project-by-project basis. A positive benefit/cost ratio must exist to ensure that the additional work will be cost effective. Mitigation is accomplished by completing additional work that is beyond the scope of normal repairs and beyond code requirements in order to reduce the vulnerability to future disaster related damages.

4. Mitigation planning is provided through the Milwaukee County Pre-Disaster Mitigation Plan that contains mitigation activities and recommended mitigation projects. See the County's Pre-Disaster Mitigation Plan for further mitigation information.

O. REFERENCES.

1. Federal Response Framework.

2. Wisconsin Emergency Management Recovery Plan.

3. Milwaukee County Recovery Framework.