

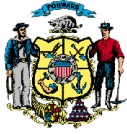


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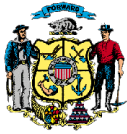
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# ***Recovery Plan***



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# 1. Preface

This is the Wisconsin Recovery Plan a component plan of the State of Wisconsin Comprehensive Emergency Management Program (CEMP) developed, promulgated, and maintained by the Department of Military Affairs (DMA), Division of Emergency Management<sup>[1]</sup>.

## 1.1 CEMP

The CEMP is intended to comprehensively describe and establish the functions and activities necessary to implement a statewide, all-hazards<sup>[2]</sup>, all-mission<sup>[3]</sup> emergency management program.

1.1.1 The CEMP is organized as a basic plan and five (5) interrelated mission plans consistent with the mission areas (i.e., prevention, protection, mitigation, response, and recovery) described in the National Preparedness System.

1.1.2. The CEMP component plans are further described in Table 1-1.

**Table 1-1: CEMP Organization**

Program Component	Description
<b>CEMP</b>	Introduces and establishes overall organization of the program and describes the basic unifying elements and considerations applicable across the five mission plans.
<b>Wisconsin Prevention Plan</b>	Establishes the state’s strategy to prevent, avoid, or stop an imminent, threatened, or actual act of terrorism.
<b>Wisconsin Protection Plan</b>	Establishes the state’s strategy to safeguard our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations, and way of life to thrive.
<b>Wisconsin Hazard Mitigation Plan (WHMP)</b>	Establishes the state’s mitigation strategy and identifies the goals, recommended actions, and initiatives that will reduce or prevent injury and damage from natural threats and hazards.
<b>Wisconsin Emergency Response Plan (WERP)</b>	Establishes a statewide program of emergency management to save lives, protect property and the environment, and meet basic human needs after a natural, technological, or human-caused incident has occurred.
<b>Wisconsin Recovery Plan</b>	An all-hazards plan providing an organized framework to support local and tribal governments in recovering from declared and non-declared disasters.

<sup>[1]</sup> Commonly known as Wisconsin Emergency Management (WEM)

<sup>[2]</sup> Natural, man-made, or technological threats or hazards.

<sup>[3]</sup> National Preparedness System mission areas of prevention, protection, mitigation, response, and recovery



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**Table 1-2: Coordinating and Support Agencies**

<b>Lead Coordinating Agency</b>	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Local/Tribal Government
<b>Wisconsin Governmental Support Agencies</b>	Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Children and Families (DCF) Department of Health Services (WI DHS) Office of Commissioner of Insurance (OCI) Department of Natural Resources (DNR) Department of Transportation (WisDOT) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Wisconsin Housing and Economic Development Corporation (WHEDA) Public Service Commission Department of Safety and Professional Services (DSPS)
<b>Non-Governmental Support Organizations</b>	Business Emergency Operations Center VOAD United Way 2-1-1
<b>Federal Support Agencies</b>	Federal Emergency Management Agency (FEMA)



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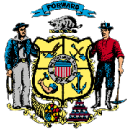
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**Lead Coordinating Agency – Department of Military Affairs**

Agency	Functions
<b>Department of Military Affairs: Wisconsin Emergency Management</b>	<ul style="list-style-type: none"> <li>• Participate in the joint preliminary damage assessment (PDA) process.</li> <li>• Support public messaging for short-term recovery and mitigation.</li> <li>• Coordinate with 2-1-1 to provide accurate information and referrals.</li> <li>• Secure resources for short-term recovery and mitigation.</li> <li>• Support the operation of Joint Field Office (JFO) in federally declared disasters.</li> <li>• Opening and staffing Disaster Recovery Centers (DRCs) in federally declared disasters.</li> <li>• Activate WRTF, as necessary.</li> <li>• Activate the Radiological Emergency Preparedness (REP) Recovery Workgroup of the WRTF, as necessary.</li> <li>• Coordination with volunteer organizations on all recovery activities (clean-up, repair, restoration of damaged structures, and other unmet needs).</li> </ul>

**State Government Support Agencies**

Agency	Functions
<b>Department of Administration</b>	<ul style="list-style-type: none"> <li>• Support re-establishment of government operations.</li> </ul>
<b>Department of Children &amp; Families (see ESF 6)</b>	<ul style="list-style-type: none"> <li>• Coordinate behavioral health services and counseling including:               <ul style="list-style-type: none"> <li>○ Assessing survivors’ needs: medical, psychological, and physical.</li> <li>○ Providing emergency and temporary medical care and establish appropriate treatment protocols.</li> <li>○ Providing behavioral health services and counseling to those that need it.</li> </ul> </li> </ul>
<b>Department of Health Services (see ESF 6)</b>	<ul style="list-style-type: none"> <li>• Coordinate behavioral health services and counseling including:               <ul style="list-style-type: none"> <li>○ Assessing survivors’ needs: medical, psychological, and physical.</li> <li>○ Providing emergency and temporary medical care and establish appropriate treatment protocols.</li> <li>○ Providing behavioral health services and counseling to those that need it.</li> </ul> </li> </ul>
<b>Department of Natural Resources</b>	<ul style="list-style-type: none"> <li>• Debris removal and clean-up of primary transportation routes to support life safety missions.</li> <li>• Debris removal and general clean-up.</li> <li>• Provide technical support to local governments on floodplain management issues after a disaster to determine substantially damaged structures.</li> <li>• Provide technical assistance to municipal wells and waste water treatment plants.</li> </ul>



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<b>Department of Transportation</b>	<ul style="list-style-type: none"> <li>• Debris removal and clean-up of primary transportation routes to support life safety missions.</li> <li>• Establishing safe transportation routes to allow access for emergency services and damage assessment.</li> <li>• Debris removal and general clean-up.</li> </ul>
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**Non-Governmental Support Organizations**

Agency	Functions
<b>2-1-1 Wisconsin:</b>	<ul style="list-style-type: none"> <li>• Coordinate with WEM and other state agencies to provide hotline disaster recovery referral services.</li> </ul>
<b>Wisconsin Voluntary Organizations Active in Disaster (see ESF 6)</b>	<ul style="list-style-type: none"> <li>• Assess Survivors’ Needs (medical, psychological, and physical).</li> <li>• Secure resources for short-term recovery and mitigation.</li> <li>• Coordination with volunteer organizations.</li> <li>• Mass sheltering and feeding of displaced persons.</li> </ul>

**Federal Support Agencies**

Agency	Functions
<b>Department of Agriculture</b>	<ul style="list-style-type: none"> <li>• Provide emergency loans for agricultural sector.</li> <li>• Technical assistance for agricultural market recovery.</li> <li>• Rural housing.</li> <li>• Technical assistance for resource conservation.</li> <li>• Technical and financial assistance for emergency watershed protection.</li> </ul>
<b>Department of Homeland Security: Federal Emergency Management Agency</b>	<ul style="list-style-type: none"> <li>• Participate in the joint preliminary damage assessment (PDA) process.</li> <li>• Establish and operate a JFO.</li> </ul>
<b>Department of Housing &amp; Urban Development</b>	<ul style="list-style-type: none"> <li>• Offer assistance for:               <ul style="list-style-type: none"> <li>○ Housing.</li> <li>○ Community redevelopment and economic recovery.</li> <li>○ Public services.</li> <li>○ Infrastructure; mortgage financing.</li> <li>○ Public housing repair and reconstruction.</li> </ul> </li> </ul>
<b>Department of the Interior</b>	<ul style="list-style-type: none"> <li>• Provide technical assistance in:               <ul style="list-style-type: none"> <li>○ Community planning and natural and cultural resources expertise.</li> <li>○ Community liaison for federally-owned lands and facilities.</li> <li>○ Natural hazard vulnerability analysis expertise.</li> </ul> </li> </ul>





## **2. Introduction**

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This is the State of Wisconsin Recovery Plan developed, promulgated, and maintained by the Wisconsin Department of Military Affairs (DMA), Division of Emergency Management. The goal of this plan is the efficient, effective, and timely recovery to pre-disaster conditions or better for all affected individuals, families, businesses, communities, economies, and environments.

The mission of the Division is articulated as follows:

### **2.1. Purpose**

The purpose of this plan is to further the WEM mission of coordinating effective disaster recovery efforts to all hazards by providing an organized framework to support local and tribal governments in recovering from declared and non-declared disasters. The intention is to maximize the opportunities and effectiveness of recovery by efficiently applying all available volunteer, state, tribal, and local resources engaged in disaster recovery activities as well as private sector resources.

### **2.2. Scope**

This plan identifies short- and long-term recovery activities as efforts transition from the immediate life safety activities of the response phase to the community recovery activities of the recovery phase.

### **2.3. Priorities**

The following priorities are listed in order of importance and contain a description of each goal:

- 2.3.1 Life Safety. Ensure life safety through effective emergency response and recovery mechanisms.
- 2.3.3. Social Restoration. Restore the social needs of the community by addressing the psychological and social impacts of the event quickly and concurrently during the response and recovery period.
- 2.3.4. Economic Restoration. Achieve a balance between the disaster recovery needs of the community and any long-term impact on the local economy.
- 2.3.5. Physical Restoration. The goal of this plan is the efficient, effective, and timely recovery to pre-disaster conditions or better for all affected individuals, families, businesses, communities, economies, and environments.
- 2.3.6. Resilience. Construct, repair, and restore a safer and more resilient community.



## **2.4. Authority**

This plan and any identified actions and activities, are based on existing statutory authorities including Chapter 323 of the Wisconsin Statutes and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended. Other applicable state and federal statutes, regulations and guidance are identified in the Wisconsin Emergency Response Plan, Basic Plan, Attachment 1: Laws and Regulations.

## **2.5. General Statements and Assumptions**

This plan is shaped by the following statements and assumptions:

- 2.5.1. Plans and Policies. This plan is linked to, informed by, and aligned with the Wisconsin Emergency Response Plan (WERP); Wisconsin Hazard Mitigation Plan (WHMP); Threat and Hazard Identification and Risk Assessment (THIRA) & State Preparedness Report (SPR); Presidential Policy Directive 8/PPD-8: National Preparedness; and the National Planning frameworks (Prevention, Protection, Mitigation, Response, and Recovery) The graphic on page 12 illustrates the relationships of the state plans and policies.
- 2.5.2. Implementation. The plan can be partially or fully implemented at any time and for any natural or human-caused disasters or event, or in anticipation of a significant event, that necessitates assistance. Implementation of the plan includes events that may, or may not, receive a federal declaration. Encouragement to utilize this plan in small and medium size disaster events creates and endorses pre-disaster planning.
- 2.5.3. Local Primacy and Shared Responsibility. The plan assumes local primacy in disaster recovery consistent with applicable constitutional and statutory authorities for emergency management activities. Successful recovery is defined by the impacted community and the senior elected official at the lowest affected jurisdictional level is responsible for recovery. Further, it is the premise of this plan that all levels of government share the responsibility for working together in preventing, preparing for, responding to, and recovering from the effects of an emergency or disaster incident.

As a home rule state, Wisconsin recognizes that the safety and well-being of every resident of every jurisdiction in the state are the responsibility of the senior elected officials at the lowest level of government affected by an emergency. It is the premise of the recovery plan that all levels of government share the responsibility for working together in preventing, preparing for, responding to, and recovering from the effects of an emergency or disaster incident.

- 2.5.4. Timeliness, Flexibility, and Duration. The plan proposes that successful recovery requires timeliness and flexibility in coordinating, conducting, and delivering



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assistance. Timeliness and flexibility minimize delays and loss of opportunities.

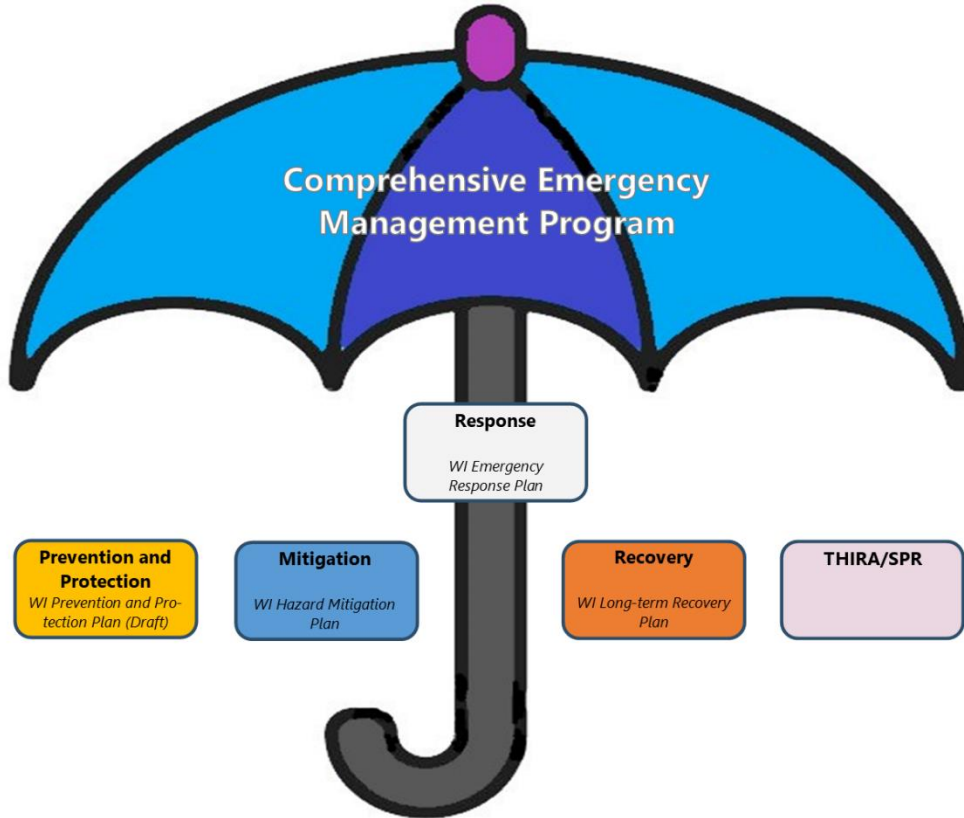
The duration of a successful recovery may include involvement lasting weeks, months, or years depending on the impacts of the event.

- 2.5.5. Inclusion of the Whole Community. Recovery requires the meaningful engagement, inclusion, and empowerment of the whole community. This includes the ability of all individuals and families to rebound from physical, emotional, social, and economic losses. This may also address the full range of psychological and emotional needs of the community as it recovers from the disaster through the provision of information, educational resources, support, counseling, screening, and treatment when needed. This also assumes to instill equity as a foundation of recovery.
- 2.5.6. Whole Community. This plan offers that successful recovery requires the meaningful engagement, inclusion, and empowerment of the whole community. This includes the ability of all individuals and families to rebound from physical, emotional, social, and economic losses. This may also address the full range of psychological and emotional needs of the community as it recovers from the disaster through the provision of information, educational resources, support, counseling, screening, and treatment when needed.
- 2.5.7. Mitigation, Resilience, and Sustainability. This plan submits that recovery represents a unique and valuable opportunity for a community to integrate the mitigation of future risks, enhancements to resiliency, and contributions to sustainability into recovery goals. Well planned, inclusive, coordinated, and executed mitigation, resilience, and sustainability efforts can build capacity and capability, and enable a community to better manage future incidents.
- 2.5.8 Equity, Inclusion and Diversity. Efforts to integrate equity, inclusion, and diversity as a foundation of its culture through transformational change within our workforce, across our programs, and throughout the emergency management community.



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### **3. Declaration Process**

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Disaster declarations occur at the local (town, village, city, and county), state, tribal, and federal levels. Declarations at each level make available certain powers, resources, and programs for emergency management purposes. The disaster declaration process generally, but not necessarily, begins at the lowest jurisdictional level and proceeds to the next jurisdictional level upon a finding that the situation is beyond available capability and supplemental assistance is necessary.

#### **3.1 Local Declaration**

At the local level a town, village, or city determines the need for a declaration of emergency. A town, village, or city declaration is done by ordinance or resolution and limited to the time during which the emergency conditions exist or are likely to exist. A town, village, or city may request mutual aid. For an emergency beyond their capability, they may request additional resources through the county Emergency Management Director.

The county determines whether there is a need for a county declaration of emergency. A county declaration is enacted by ordinance or resolution and limited to the time during which the emergency conditions exist or are likely to exist. A county may request mutual aid and coordinate with Wisconsin Emergency Management (WEM) for an emergency beyond their capability.

County emergency management offices will use the standard Uniform Disaster Situation Report (UDSR) form to estimate damage losses in the public sector, private sector, and agriculture. UDSRs are submitted to WEM and the damages are tabulated to determine if a request for federal assistance may be warranted.

#### **3.2 State Declaration**

The Governor may issue an Executive Order declaring a State of Emergency for the state or any portion of the state if he or she determines that an emergency resulting from a disaster or the imminent threat of a disaster exists. A State of Emergency shall not exceed 60 days unless the State of Emergency is extended by joint resolution of the legislature. The state may request assistance through the Emergency Management Assistance Compact (EMAC) or the federal government for an emergency exceeding state capabilities.

If it appears that a federal declaration may be necessary, WEM, in coordination with the Governor's Office, will contact FEMA Region V and request a joint Federal/State Preliminary Damage Assessment (PDA). If possible, affected local government representatives should be included. The team will conduct a thorough assessment of the impacted area to determine the extent of the disaster, its impact on individuals and public facilities, and the types of federal assistance that may be needed. Once completed, WEM will review the PDA results and ongoing



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response activities to determine if the damages and scope of disaster impacts meet FEMA's Disaster Assistance thresholds. If the Governor determines a major disaster declaration request is warranted, WEM will develop the request, which must certify that the event exceeds the capabilities of the state and local communities to effectively respond and recover; justify the need for the declaration; and detail the request for federal disaster assistance.

The Governor then submits the request to the President through the FEMA Region V Administrator within 30 days of the incident (unless an extension is requested and approved by FEMA). Generally, the PDA is completed prior to the submission of the Governor's request. However, when a severe or catastrophic event occurs, the Governor's request may be submitted prior to completion of the PDA. Based on all available information, the FEMA Region V Administrator shall formulate a recommendation and forward it to the President with the Governor's request for a disaster declaration.

### **3.3 Tribal Declaration**

Federally recognized Indian tribal governments determine the need for a tribal declaration. A tribe may request mutual aid. For an emergency beyond their capability, they may request resources from the state. If it appears that a federal declaration may be necessary, the affected tribal government(s) may pursue a federal declaration through and with the state.

Tribal governments also have the option of pursuing a declaration directly from the President. The tribal government should contact FEMA Region V and request a joint Federal/Tribal Preliminary Damage Assessment (PDA). The team will conduct a thorough assessment of the impacted area to determine the extent of the disaster, its impact on individuals and public facilities, and the types of federal assistance that may be needed. Once the PDA is complete, the tribal government reviews to determine if damages exceed their resources. Information from the PDA is included in the Tribal Chief Executive's request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the tribal government and that supplemental federal assistance is necessary.

The Tribal Chief Executive may submit a declaration request to the President through the FEMA Region V Administrator. Generally, the PDA is completed prior to the submission of the Tribal Chief Executive's request for a disaster declaration. However, when a severe or catastrophic event occurs, the Tribal Chief Executive's request may be submitted prior to completion of the PDA.

### **3.4 Federal (Stafford Act) Declarations**

There are three types of disaster declarations provided for in the Stafford Act: emergency declarations, major disaster declarations, and the fire management assistance grant program. All disaster declarations are made solely at the discretion of the President of the United States.



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#### 3.4.1 Emergency Declaration

The President can declare an emergency for any occasion or instance when the President determines federal assistance is needed. Emergency declarations supplement state and local or Indian tribal government efforts in providing emergency services, such as the protection of lives, property, public health, and safety, or to reduce or avert the threat of a catastrophe in any part of the United States. The total amount of assistance provided for in a single emergency may not exceed \$5 million. The President shall report to Congress if this amount is exceeded.

#### 3.4.2 Major Disaster Declaration

The President can declare a major disaster for any natural event or, regardless of cause, fire, flood, or explosion that the President determines has caused damage of such severity that it is beyond the combined response capabilities of state and local governments. A major disaster declaration provides a wide range of federal assistance programs for individuals and public infrastructure, including funds for both emergency and permanent work as well as hazard mitigation.

#### 3.4.3 Fire Management Assistance Grant (FMAG) Program

Fire management assistance is available to state, local, and tribal governments for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands, which threaten such destruction as would constitute a major disaster. The Fire Management Assistance declaration process is initiated when a state submits a request for assistance to the FEMA Regional Director at the time a "threat of major disaster" exists.

#### 3.4.4 Notification of Disaster Declaration

FEMA will notify the state of an approved or denied disaster declaration. If approved, FEMA notifies appropriate members of the state's Congressional Delegation, and appropriate federal agencies at the time of declaration. The State Coordinating Officer (SCO)/Deputy SCO will ensure that local government officials are notified. The State Public Information Officer (PIO) will, in turn, contact the news media. The Federal Register Notice published after a major disaster declaration will name all counties designated and Disaster Assistance Programs authorized.

#### 3.4.5 Declaration Denial and Appeal

The Governor or Tribal Chief Executive can appeal the denial of a major disaster or emergency declaration request. The appeal must be submitted within 30 days of the date of the denial letter and should include additional information justifying the need for supplemental federal assistance.



## **4.0 Concept of Operations**

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The following represents the general concept of recovery operations for Wisconsin Emergency Management (WEM). WEM, through the State Emergency Operations Center (SEOC), monitors disaster response activities statewide as well as any imminent threats of disaster. A disaster or event that exceeds local and mutual aid resources may lead to requests for state assistance. In those events WEM coordinates state and, if necessary, federal assistance. The Governor may issue an executive order declaring a State of Emergency and identify a group of state agencies and their respective roles in assisting local units of government and local law enforcement agencies.

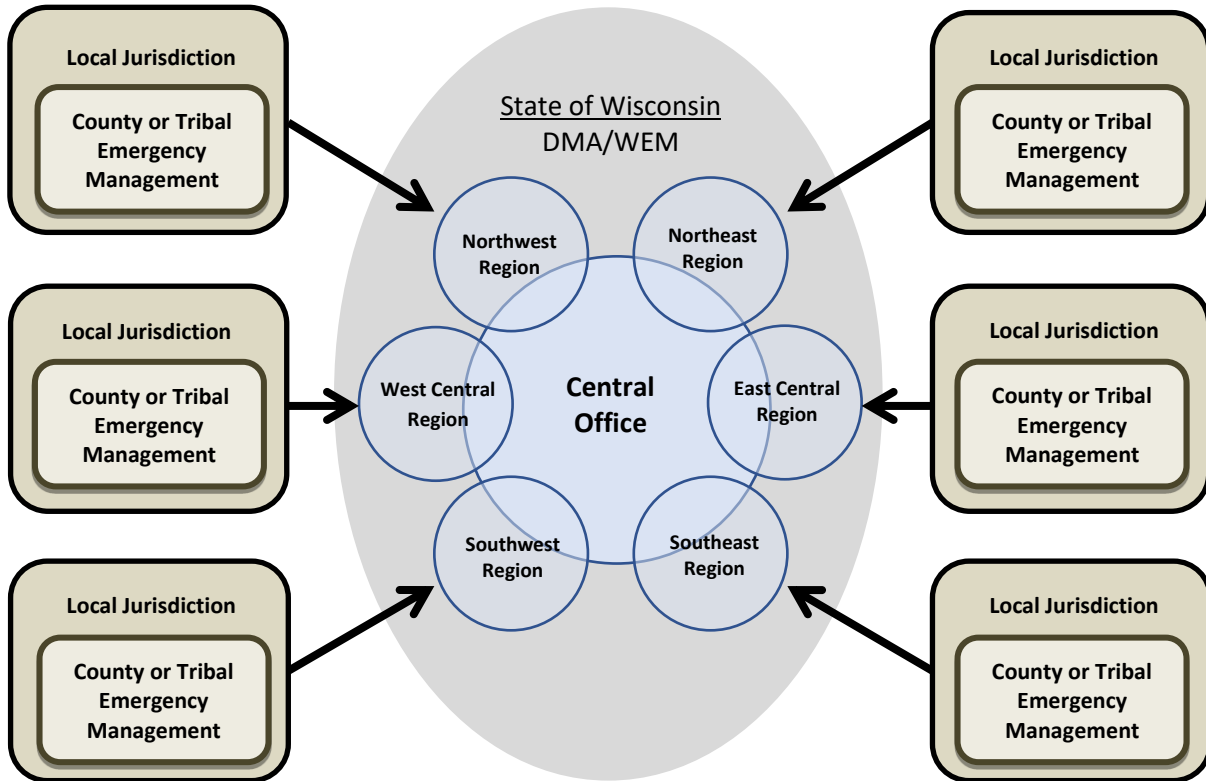
### **4.1 County and Tribal Emergency Management**

When a disaster occurs anywhere in the State, WEM relies on the county or tribal emergency management director to report on the situation and to provide timely damage assessment information. If the disaster is such that multiple agencies are involved in the response effort, or if it is of such magnitude that state and/or federal assistance may be required, then the county or tribal emergency management director should immediately notify the WEM regional director that such a disaster has occurred. The regional director will, in turn, notify the WEM central office.





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### 4.2 Initial Damage Assessment

The Uniform Disaster Situation Report (UDSR) is the state's standard damage assessment reporting form that provides a summary of a specific disaster situation. The UDSR should be submitted as soon as possible, but no later than 72 hours after the end of an incident period. The UDSR provides the state and, through the state, the federal government, with its first indication of the magnitude of the situation and of the potential need for supplementary assistance. A UDSR will include information such as:

- Estimated public and private sector damages
- Brief description of the extent of the damages.
- Description of the scope of the damages and injuries to the private and public sectors.

County directors are responsible for amending the UDSR as the situation evolves and as additional information becomes available. In its final form the UDSR will serve as both a damage assessment report and a record of the event, describing the full extent of the disaster's impact on the public and private sectors and summarizing the involvement of public, private, and volunteer agencies in the response and recovery effort.

If the review of the UDSRs by WEM and the Governor indicate that the situation is of sufficient magnitude, the Governor, with input from WEM, will request that FEMA coordinate with the State in conducting a joint Preliminary Damage Assessment (PDA).



### **4.3 Preliminary Damage Assessment (PDA)**

Based on the information collected during the initial damage assessment, if there are sufficient damages to meet or exceed thresholds for federal disaster assistance, a recommendation may be made to the WEM Administrator to request a FEMA/State joint PDA. The joint PDA focuses on immediate emergency needs and damages to individual homes, businesses, public facilities, and public infrastructure.

The PDA is a joint federal, state, and local effort. Its purpose is to verify, further refine, and, if necessary, correct the information from the assessments and UDSRs initially submitted. The PDAs will be coordinated with the local municipalities and county emergency management directors. PDAs may be conducted in different teams depending on public (Public Assistance), residential (Individual Assistance), and business (Small Business Administration) impacts. FEMA, in conjunction with WEM, will determine how many teams will do the assessment, considering the severity of the damages and the size of the area to be covered. FEMA and WEM will conduct an organizational meeting to go over guidelines and expectations prior to dispatching teams to the field. Detailed information on the procedures for initial damage assessment, joint PDA, and the declaration process is in the Wisconsin Emergency Management "Guidelines for Assessing and Documenting Disaster Damage."

Teams work as quickly as possible after the disaster so the Governor can decide whether to request federal disaster assistance. During and at the conclusion of the PDA, WEM and FEMA will jointly review and agree upon the damage data, to determine whether the extent of the damages warrants a request by the Governor for a Presidential Disaster Declaration.

If the Governor determines a disaster declaration request is warranted, WEM will develop the request, which must certify that the event exceeds the capabilities of the state and local communities to effectively respond and recover; justify the need for the declaration; and request federal disaster assistance.

In accordance with 44 CFR § 206.36 (a) the Governor then submits the request to the President through the FEMA Region V Administrator within 30 days of the occurrence of the incident (unless an extension is requested and approved by FEMA). Generally, the PDA is completed prior to the submission of the Governor's request for a disaster declaration. However, when an obviously severe or catastrophic event occurs, the Governor or Acting Governor may send an abbreviated written request through the FEMA Region V Administrator. Based on all available information, the FEMA Region V Administrator shall formulate a recommendation and forward it to the President with the Governor's request.



#### **4.4 FEMA/State Agreement**

For events that receive federal disaster assistance, the Governor and the FEMA Region V Administrator will enter into an agreement that stipulates the following:

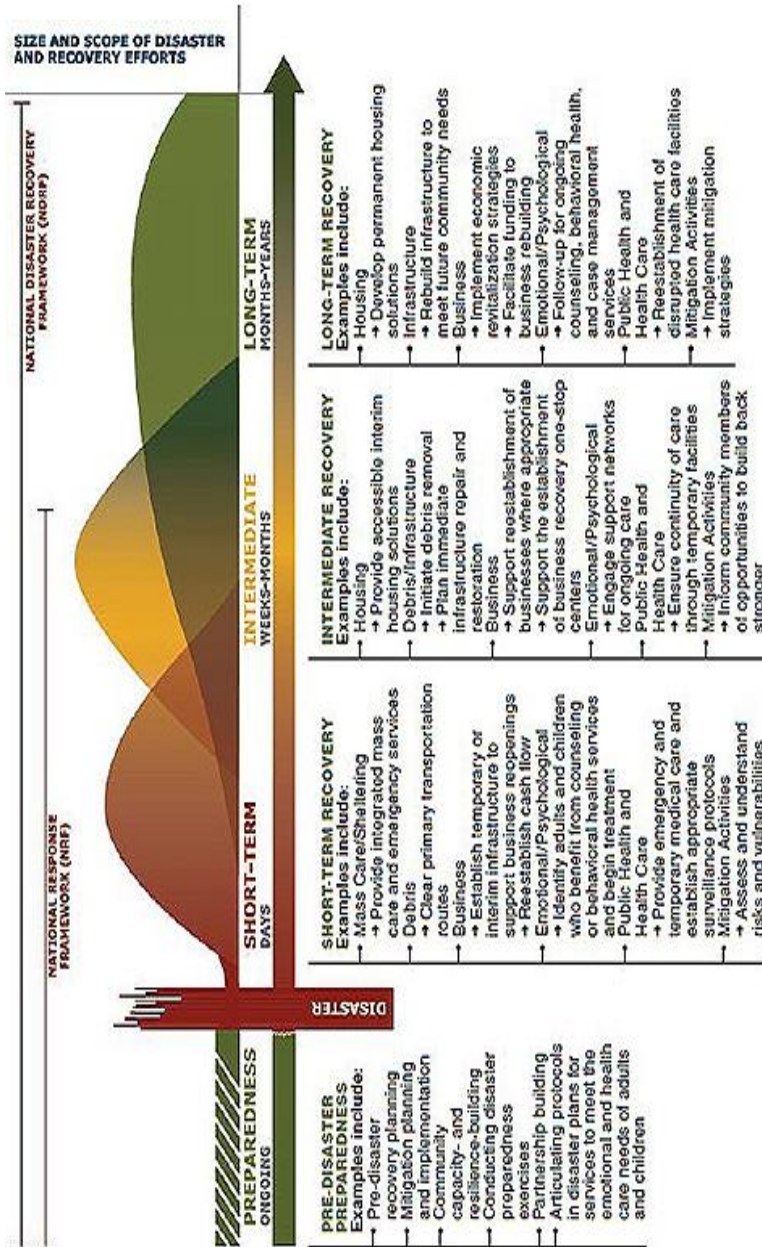
- The incident period
- The geographic areas designated (typically counties or tribes) for federal assistance
- The type and extent of federal assistance (programs) being made available
- The cost sharing provisions between the federal government and the state (typically a 75/25 cost share)
- Designation of the Governor's Authorized Representative (GAR)
- Any other special terms and conditions for receiving federal disaster assistance

#### **Establishment of a Virtual or physical Joint Field Office (JFO)**

Typically, following a presidentially declared disaster, FEMA will set up a JFO. A JFO is a temporary federal multiagency coordination center established locally to facilitate field-level incident management activities. The JFO provides a central location for coordination of federal, state, local, and tribal governments; non-governmental organizations (NGOs); and private-sector interests with primary responsibility for activities associated with incident support. In some circumstances, the presence may be virtual and operations may be conducted virtually with a limited physical presence.



# National Response and Recovery Framework Chart





## 4.5 Recovery Operations

### 4.5.1 Local Recovery Concepts

A federal disaster declaration is not required at the local and county level to initiate recovery operations. At this stage of a disaster, local representatives identify for their community what the initial needs are and begins the informal process of gathering local recovery volunteers to assist. This should include local community partners (i.e., businesses, community organizations, community leaders, etc.)

The Department of Health Services (DHS) employed six regional coordinators to facilitate local VOAD organizations to partner with community civic groups, other non-profits, along with businesses and local leaders to form long term recovery committees. This initiative for pre-planning capabilities will enhance recovery planning for unmet needs at the local level.

The National Voluntary Organizations Active in Disasters' (NVOAD) Long Term Recovery guide defines a long-term recovery group (LTRG) as: a cooperative body that is made of representatives from faith-based, non-profit, government, business and other organizations working withing a community to assist individuals and families as they recover from disaster. LTRGs are as varied in their structure as are the communities in which they work. **A sample of organizing a LTRG is included in this plan in Attachment C, Long Term Recovery Groups.**

There are no right or wrong ways to structure and run an LTRG. Rather than a one-size fits all approach, LTRGs should be adapted to meet the needs of their community to provide the most effective use of existing resources and supports.

#### ***Long Term recovery begins and ends at the local level.***

Suggested actions to taken to support long term recovery (prior to an event):

- Establish a fiscal agent. Identify an organization to serve as its fiscal agent. This can be done by any 501(c)3 and the role is often fulfilled by a local lending institution or civic group (i.e., community foundation).
- Review and adopt memorandums of understanding with current and neighboring jurisdictions to assist with emergency shelters and debris cleanup.
- Engage with local VOAD organizations and civic groups to identify short term recovery priorities.
- Define membership of the local long term recovery group, include contact information.



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Disaster recovery also includes issues tied to economic development, land use, codes and standards, the provisions of temporary and long-term housing, reconstruction, debris management, infrastructure, and critical facilities.

#### 4.5.2 State Long Term Recovery

During response and recovery operations WEM responsibilities include, but are not limited to, the following:

- Inform and advise the Governor, local officials, and other applicable state officials and agencies on short and long-term recovery.
- Coordinate the transition from response to recovery.
- Assess the economic, environmental, physical, public health, and social consequences in the impacted area and coordinate efforts to address short and long-term community recovery needs.
- Work with state, local, and tribal governments; NGOs, and private-sector partners to develop or revise a comprehensive recovery plan which includes:
  - the identification of appropriate programs and agencies to support implementation of state and community recovery plans, ensure coordination, and identify gaps in resources available.
  - the determination and identification of responsibilities for recovery activities, and provision of a mechanism to maintain continuity in program delivery among agencies.
  - the avoidance of duplication of assistance; and
  - the identification and coordinated resolution of policy and program issues.

4.5.3 The WRTF will coordinate short-and long-term recovery efforts with the aim of leveraging the local, tribal, state, and national resources and expertise with the public, private, and volunteer organizations, to include Wisconsin Volunteer Organizations Active in Disasters (WI VOAD), charged with recovery responsibilities to ensure that unmet needs are addressed, and to prevent duplication of efforts and benefits. In addition, the WRTF will assist WEM in the identification of the need and justification for supplemental funding during the recovery process.

#### 4.5.4 Wisconsin Recovery Task Force (WRTF) Activation

The WRTF may be activated to assist WEM with the coordination and facilitation of recovery operations. The decision to activate the WRTF will be discussed between the Recovery Liaison, Recovery Chief, VAL, BEOC, Subcommittee Chairs/RSFs, Planning Section Chief, Operations Sections Chief, SEOC Manager, and other relevant positions as needed. Any of the WRTF subcommittee chairs can suggest the WRTF be activated.



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WRTF deciding factors for activation include, but are not limited to the following:

- Multiple counties requesting state or federal resources.
- 'Significant' damages to:
  - Critical facilities
  - Infrastructure
  - Housing
  - Businesses
- Severe economic losses.
- Extensive need, or anticipated need, for:
  - WI VOAD agencies
  - Crisis counseling
  - Case management services
  - Unmet needs
- Federal disaster declaration, or anticipation of a federal disaster declaration, that includes Individual Assistance (IA).
- Supplemental funding is provided to other federal and state agencies.

#### **4.6 Short-Term Recovery**

Short-term recovery includes the coordination of all federal, state, local, private-sector, non-profit, and volunteer efforts to restore the public and private sectors to a functional, pre-incident or better state, and to support the transition of impacted communities to long-term recovery efforts, as needed. Short-term recovery typically overlaps response actions. The primary and supporting agencies involved in recovery goals and priorities are identified in Attachment A.

Short-term recovery goals and priorities will depend on the scope and magnitude of the event. Reaching the short-term goals and priorities may take days or even months before transitioning to long-term recovery. Short-term recovery is coordinated through Local Emergency Operations Centers (EOCs) and the State Emergency Operations Center (SEOC). Short-term recovery includes, but is not limited to, any or all the following:

- Mass sheltering and feeding of displaced persons.
- Securing safe re-entry into the affected area including
  - conducting debris removal and clean-up of primary transportation routes to support life safety missions; and
  - establishing safe transportation routes to allow access for emergency services and damage assessment.
- Debris removal and general clean-up



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- Complete damage assessment to infrastructure, residential and commercial properties including inspecting buildings for structural integrity.
- Re-establishment of government operations.
- Restoring essential utilities (water, sewer, power, communication, transportation)
- Securing of resources i.e., clean up kits, feeding resources, sandbag removal, debris removal, procurement of commodities.
- Expanded social, medical, and behavioral health services including:
  - assessing survivors' needs: medical, psychological, and physical.
  - providing emergency and temporary medical care and establish appropriate treatment protocols; and
  - providing behavioral health services and counseling to those that need it
- Providing timely and accurate public messaging.
- Coordinating with 2-1-1 Wisconsin to provide accurate information and referrals
- Developing and enforcing ordinances for the repair and reconstruction of damaged structures and facilities.
- Coordinating with volunteer organizations on all recovery activities (clean-up, repair, restoration of damaged structures, and other unmet needs)
- Assist with the formation and/or activation of long-term recovery committees to address unmet needs at the local level.
- Activation of the WRTF.
- Participation in joint PDA.
- If federally declared disaster, participation in the Joint Field Office and administration of disaster programs.
- If federally declared disaster, opening, and staffing Disaster Recovery Centers.
- Monitoring activities.

#### **4.7 Long-Term Recovery**

Long-term recovery includes the coordination of all federal, state, local, private-sector, non-profit, and volunteer efforts, activities, and ongoing projects that facilitate the development and achievement of a community's post-disaster vision. Long-term recovery should also include mitigation measures to reduce the potential impact of a repeated event. The primary and supporting agencies involved in recovery goals and priorities are identified in Attachment A.

Long-term recovery goals and priorities will be dependent on the scope and magnitude of the event. Reaching long-term goals and priorities may take months or years. Long-term recovery is coordinated from the SEOC and/or the JFO depending on the type and size of the given disaster. Long-term recovery includes, but is not limited to, any or all the following:

- Convening the WRTF.
- Restoring all utility services
- Establishing a time frame for end of temporary services.





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- Providing interim housing solutions and developing permanent housing solutions.
- Restoring economic, social, and institutional activities.
- Providing FEMA crisis counseling programming when needed and authorized.
- Condemning of buildings and properties.
- Developing, coordinating, and replacing debris disposal capacity.
- Reviewing building codes, zoning laws, and building requirements for mitigation opportunities.
- Restoring and reconstructing public facilities.
- Repairing infrastructure.
- Reviewing and implementing hazard mitigation measures.
- Identifying and applying for state and federal grants to assist in the long-term recovery.

#### **4.8 Direct Federal Assistance**

The Governor can make a request for direct federal emergency assistance when the magnitude and severity of the disaster preclude effective local, tribal, and state disaster response. The request will delineate the specific emergency assistance required and substantiate the need for assistance.

Requests for Direct Federal Assistance

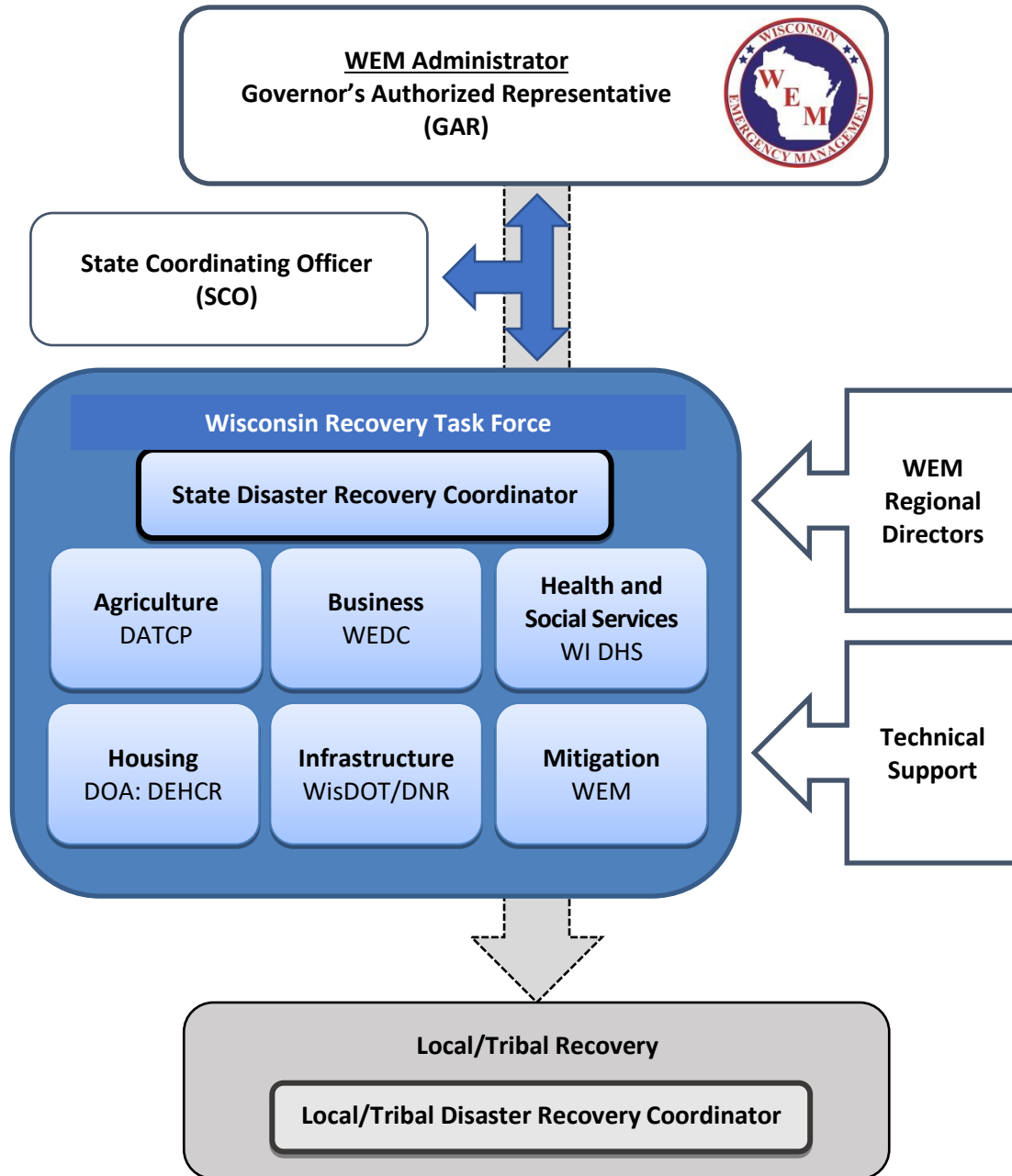
Depending on the disaster, direct assistance requests may include:

- Debris Clearance and/or Removal; and
- Emergency Protective Measures.



### 5. State Recovery Structure

The state recovery structure provides a unified and collaborative operational environment for all public, private, and non-profit sector entities involved in pre-disaster recovery planning and post-disaster recovery. Implementation of the state recovery structure includes events that may or may not receive a federal declaration.





## **5.1 WEM Administrator**

The WEM Administrator is appointed by the Governor to provide the management and leadership for the administrative and emergency operations functions of the Wisconsin Department of Military Affairs, Division of Emergency Management. During a presidentially declared disaster the Governor may also designate the WEM Administrator as the Governor's Authorized Representative (GAR).

### **Governor's Authorized Representative (GAR)**

The GAR provides oversight and direction of the response and recovery on behalf of the Governor. The GAR executes all necessary documents on behalf of the state. The GAR may also designate alternate GARs. GAR recovery duties include

- Executing the Governor's emergency decisions.
- Establishing strategic response and recovery strategies.
- Activating the Wisconsin Recovery Task Force (WRTF).
- Implementing the Wisconsin Recovery Plan.
- Activating state departments and agencies.
- Interfacing with the Federal Disaster Recovery Coordinator (FDRC); and
- Directing the activities of the State Coordinating Officer (SCO).

## **5.2 State Coordinating Officer (SCO)**

The SCO is identified in the FEMA/State agreement for the emergency or a major disaster declaration. The SCO provides operational oversight and direction for the disaster or emergency on behalf of the Governor or designee 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 requests of the Governor. The SCO recovery duties include

- Establishing recovery priorities.
- Coordinating response and recovery operations through the WRTF.
- Integrating state, federal, local, tribal, and volunteer agencies' recovery actions.
- Directing recovery activities for state departments and agencies; and
- Interfacing with the Federal Coordinating Officer (FCO).

### **5.2.1 Deputy State Coordinating Officer (DSCO)**

The SCO will designate a DSCO. Examples of duties assigned to the DSCO include

- Fulfilling responsibilities delegated by the SCO.
- Representing the SCO as needed.
- Coordinating state operations in the JFO; and
- Managing state personnel at the JFO.



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#### 5.2.2 State Disaster Recovery Coordinator (SDRC)

The SCO will designate a State Disaster Recovery Coordinator (SDRC). The SDRC provides oversight and direction of recovery efforts on behalf of the SCO. The SDRC engages and coordinates the appropriate federal, state, and local assistance, nongovernmental and private sector resources, and any other available resources to achieve the impacted jurisdiction's recovery strategy objectives.

The SDRC will chair the Wisconsin Recovery Task Force and oversee the Recovery Support Function (RSF) subcommittees. Examples of SDRC duties include:

- Serving as the primary point-of-contact and liaison connecting the impacted communities with local, tribal, state, and federal government agencies and representatives engaged in recovery efforts (This includes serving as the primary interface with the Federal Disaster Recovery Coordinator in large-scale disasters and catastrophic incidents where a federal role may be necessary.).
- Maintaining recovery situational awareness, communicating recovery priorities and activities, and working with recovery leadership at all levels to ensure a well-coordinated, timely, and well-executed recovery.
- Serving as Chair of the WRTF and managing the actions and activities of the WRTF and constituent RSF subcommittees in support of local and tribal recovery efforts.
- Facilitating disaster recovery coordination and collaboration of federal, state, local, and tribal governments; the private sector; volunteer, faith-based, and community organizations; and emergency management programs (Individual Assistance, Public Assistance, and Mitigation).
- Coordinating funding streams for recovery efforts and communicating issues and solutions for recovery assistance gaps and overlaps.
- Coordinating with the State Hazard Mitigation Officer and other subject matter resources on the incorporation of mitigation, resilience, and sustainability into local and tribal recovery efforts; and
- Ensuring that state agencies, programs, and subject matter experts are working together in support of local and tribal recovery efforts.

#### 5.2.3 Tribal Coordinating Officer (TCO) and Tribal Disaster Recovery Coordinator (TDRC)

A TCO and DTCO may be identified by a federally recognized Indian tribal government that pursues and receives a declaration directly from the President. The TCO and DTCO recovery duties would be determined by the tribal government. A TDRC may be designated by a federally recognized Indian tribal government that pursues and receives a declaration directly from the President. The TCO recovery duties would be determined by the tribal government.



### **5.3 Region Directors**

The Wisconsin Emergency Management (WEM) Region Directors contribute to and support the WRTF and subcommittees with the coordination and management of disaster recovery including

- Engaging disaster recovery stakeholders (individuals and families, the private sector, and the non-profit sector) in pre-disaster planning for post-disaster recovery.
- Participation in pre- and post-disaster recovery planning and recovery implementation; and
- Coordination and management of county and tribal emergency management pre- and post-disaster recovery planning and recovery efforts.

### **5.4 Wisconsin Recovery Task Force (WRTF)**

The WRTF was created in 2008 to coordinate state efforts in mitigation, agriculture, business, housing, human needs, and infrastructure from a large-scale presidentially declared major disaster DR-1768. This flooding disaster was considered a nationally significant event and it was the largest in state history, impacting 31 of 72 counties. The WRTF has evolved to serve as the state-level organization responsible for pre-disaster recovery planning, coordination of state and federal recovery efforts, and maintaining readiness and capability to align state Recovery Support Function subcommittees with the National Disaster Recovery Framework. The WRTF may be activated in declared and non-declared disasters to assist county, local, and tribal jurisdictions to recover from a disaster. The WRTF is led by the SDRC and reports to the GAR (or designee).

#### **5.4.1 Radiological Emergency Preparedness (REP) Recovery Workgroup**

It is recognized that the REP program has certain unique requirements that would need to be addressed in a radiological event. Due to these unique needs, the REP Recovery Workgroup was established in the spring of 2015 and is a part of the WRTF. This workgroup is part of short- and long-term recovery planning. Examples include sampling priorities, monitoring and decontamination activities, and potential long-term relocation that would require short- and long-term housing needs. This includes environmental and economic issues impacting the agricultural industry as well as other businesses. In a real event the REP Workgroup would provide the radiological and scientific expertise required by the WRTF.

As not every WRTF activation is REP related, the REP Recovery Workgroup functions separately from the WRTF, but will be activated alongside the WRTF at a Site Area Emergency (SAE) during radiological incidents, and during REP ingestion exercises.



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#### 5.4.2 Pre-Disaster

The WRTF will meet periodically under non-disaster conditions to advance recovery planning efforts that prepare the state and local and tribal governments to effectively direct recovery activities, expedite a unified recovery effort, and achieve a community's disaster recovery priorities. Pre-disaster efforts may include, but are not limited to:

- Engagement and ongoing dialog with recovery stakeholders regarding pre-disaster preparedness and recovery planning.
- Reviewing, revising, and updating the recovery plan to provide sound decision-making guidance (including as part of a regular plan-update cycle and following disasters).
- Soliciting regular feedback from local and tribal government officials and other recovery stakeholders to ascertain if the state is adequately meeting local needs before and after disasters (including assessing post-disaster needs that exceed traditional state and federal recovery programs).
- Providing and maintaining WRTF capacity for acting through a coordinated process that is understood and accepted by participants.
- Increasing awareness and dissemination of recovery capabilities across the whole community.
- Development of a local/tribal disaster recovery plan template.
- Encouraging and supporting development and adoption of local/tribal disaster recovery plans, and, to the extent possible, coordinating with other local and regional planning initiatives (comprehensive, economic development, radiological emergency, transportation, etc.) to further enhance opportunities for community resilience; and
- Encouraging and supporting local/tribal disaster recovery coordinators.

#### 5.4.3 Post-Disaster

The WRTF and constituent Recovery Support Function subcommittees may be partially or fully activated following a disaster declaration. Post-disaster the WRTF functions as the state-level recovery coordinating organization; assists and supports the SDRC; and serves to align the state with the federal recovery structure consistent with the National Disaster Recovery Framework. Actions and activities may include, but are not limited to

- Assisting with the transition from response to recovery and coordination of state and federal recovery efforts.
- Engaging necessary resources and subject matter experts to assess economic, environmental, health, physical, and, if applicable, radiological consequences.
- Establishing and maintaining relationships with recovery stakeholders.
- Identifying and developing recovery principles and policies and incorporating short- and long-term recovery actions and activities at the local, regional, tribal, and state levels.



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- Working with state, local, and tribal governments and non-governmental and private-sector organizations to develop recovery plans and coordinate recovery efforts.
- Identifying, facilitating, and coordinating the appropriate agencies, programs, and resources to support implementation of recovery plans and provide oversight to ensure continuity in program and resource delivery.
- Assisting with the identification and securing of funding and other resources needed to assist individuals, businesses, and communities to recover quickly, safely, and with more resilience to disasters.
- Identifying and facilitating resolution of policy and program issues.
- Working to avoid duplication of assistance.
  - Coordinating follow-through of recovery and hazard mitigation efforts with state, local, and tribal governments, and other involved partners.
  - Collaborating with Wisconsin Voluntary Organization Active in Disasters on non-governmental recovery efforts.
  - Ensuring transparency and accountability in the use of recovery funds and resources.

#### 5.4.4 Recovery Support Function (RSF) Subcommittees

The WRTF consists of RSF subcommittees representing key aspects of recovery: Agriculture, Economic Interests, Health and Social Services, Housing, Infrastructure, and Mitigation. The RSF subcommittees will generally consist of representatives from a Lead Agency and one or more Supporting Agencies. The Lead Agency representative will serve as the Subcommittee Chair. Subcommittees may include additional committee members from the Lead and Supporting Agencies that provide regional-, state-, or federal-level perspectives and/or subject matter expertise relevant to pre-disaster planning and post-disaster recovery. Subcommittee members should include those individuals who are committed to the process and able to make policy decisions on behalf of the organization, or able to seek appropriate guidance and approval when needed. Further descriptions of each Subcommittee/RSF are found in Attachment B.

#### 5.4.5 Internal and External Resource Support

Assets both internal and external to the state structure may provide the WRTF and RSF subcommittees access to subject matter experts and resources as may be needed to further recovery efforts. Those internal and external assets that may be most likely engaged to provide support during short- and long-term recovery are identified in Attachment D.

#### 5.4.6 Logistical Support

WEM serves as the lead agency for state resource and logistics coordination. Requests for intrastate resources are coordinated through the state agencies, non-governmental



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organizations, and the Wisconsin National Guard. Wisconsin participates in the Northern Emergency Management Assistance Compact (NEMAC).

#### 5.4.7 Technical Support

Technical support provides the WRTF and RSF subcommittees access to subject matter experts and technical support as may be needed to further recovery efforts. The WRTF may seek out support from WEM, federal agencies, other state agencies, and the public, private, or non-profit sectors. The following mission area support is available from existing WEM program areas.

#### 5.4.8 State Individual Assistance Officer (SIAO)

The SIAO is the State Liaison to the FEMA Individual Assistance Officer and coordinates with counties, tribes, and FEMA in all aspects of individual assistance.

#### 5.4.9 State Public Assistance Officer (SPA0)

The SPAO is the State Liaison to the FEMA Public Assistance Officer and coordinates all state-related activities and administration of the Public Assistance program in federally declared disasters.

#### 5.4.10 State Hazard Mitigation Officer (SHMO)

The SHMO is the State Liaison to the FEMA Hazard Mitigation Officer and coordinates all state-related mitigation activities and administration of the Hazard Mitigation Grant Program (HMGP) in federally declared disasters. The SHMO is also responsible for the statewide hazard mitigation program that includes leading the State of Wisconsin Hazard Mitigation Silver Jackets Team and maintenance and update of the State of Wisconsin Hazard Mitigation Plan as well as administration of the HMGP, Pre-Disaster Mitigation (PDM), and Flood Mitigation Assistance (FMA) programs. The SHMO provides technical assistance to municipalities, counties, and tribes as well as private non-profit organizations in implementing mitigation projects.

#### 5.4.11 State Radiological Coordinator (SRC)

The Chief of the Radiation Protection Section (RPS), Department of Health Services or other appropriately qualified designated personnel from the RPS will act as the SRC and provide scientific technical expertise during a radiological event. Responsibilities include but are not limited to

- Dispatching state field teams and directing their monitoring and sampling activities.





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- Supervising and interpreting the analysis of radiological data collected by state field teams, nuclear power plant field teams, and other sources.
- Informing the Governor, WEM Administrator (or SEOC Manager), affected counties, and the Administrator of the Division of Public Health of the nature and radiological impact of the incident.
- Formulating and recommending protective actions to the Governor or his/her representative(s), county(s) impacted on the use of potassium iodide (KI).
- Providing technical information about the radiological aspects of the incident to the State EOC, County(s) EOC's and the Joint Information Center (JIC).
- Additional coordination with the State of Minnesota for incidents involving the Prairie Island Nuclear Generating Plant.

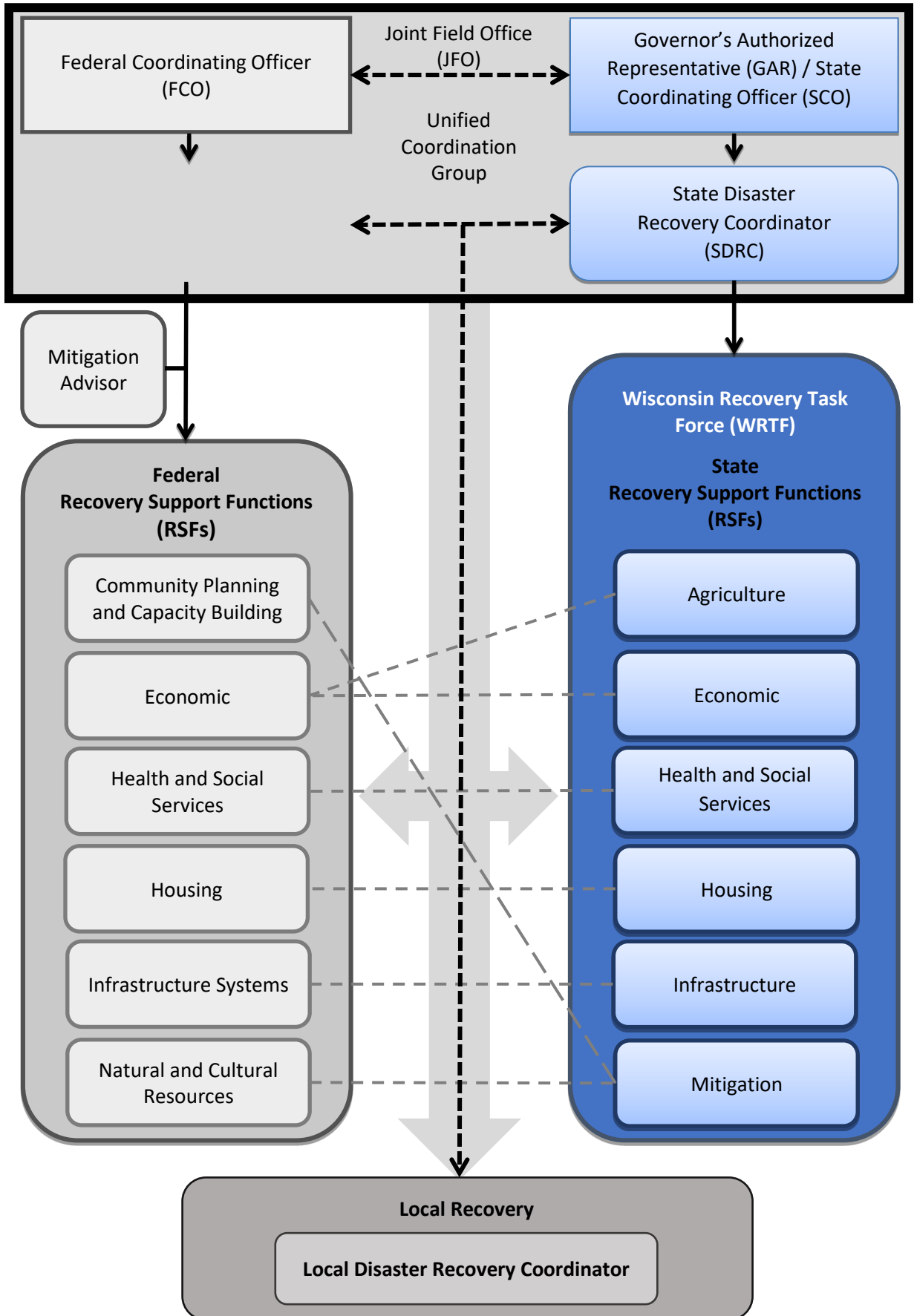
### **5.5 National Disaster Recovery Framework (NDRF)**

The National Disaster Recovery Framework (NDRF) establishes the federal coordinating structure to support the recovery of disaster-impacted communities. The state recovery structure aligns with and links to the NDRF. The following graphic is an example of federal and state recovery organizations and linkages.



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#### 5.5.1 Federal Coordinating Officer (FCO)

An FCO is appointed by, and serves as the representative of, the President for a presidentially declared disaster or emergency. The FCO is the senior FEMA official responsible for executing Stafford Act authorities. The FCO is also the primary federal representative to local, state, and tribal officials. The FCO works closely with the State or Tribal Coordinating Officer (SCO/TCO) to determine needs and set objectives for response and recovery.

#### 5.5.2 Federal Disaster Recovery Coordinator (FDRC)

An FDRC may be activated for large or catastrophic presidentially declared disasters. The FDRC functions as a deputy to the FCO and serves as a central coordinator and leader for the federal recovery efforts. The FDRC works closely with the State or Tribal Disaster Recovery Coordinator (SDRC/TDRC) and Local Disaster Recovery Coordinator (LDRC) to facilitate disaster recovery in the impacted area. The FDRC will also support the state and tribal governments in building recovery capacity after a disaster.

#### 5.5.3 Mitigation Advisor

FEMA will assign a Mitigation Advisor to each activated FDRC. The Mitigation Advisor supports recovery operations by helping support decision makers in selecting lasting recovery solutions.

#### 5.5.4 Federal Recovery Support Functions (RSFs)

There are six federal RSFs consisting of Community Planning and Capacity Building, Economics, Health and Social Services, Housing, Infrastructure Systems, and Natural and Cultural Resources. For a presidentially declared disaster or emergency some or all the six RSFs may be activated to facilitate disaster recovery in the impacted area.



## **6.0 Public Assistance (PA) Programs**

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### **6.1 Local Responsibility**

Public assistance programs are predicated on timely and accurate reporting of damage information. Following a disaster, it is the responsibility of the local unit of government or private non-profit (PNP) to initiate the public assistance process and to do so as soon as reasonably possible. The local unit of government or PNP is assisted by their respective County or Tribal Emergency Management Director (EMD). It is the responsibility of the County EMD to facilitate the public assistance program relationship between Wisconsin Emergency Management (WEM) and the local unit of government or PNP. The County EMD also serves as WEM's point of contact for all public assistance program correspondence and documentation. It is the responsibility of the County EMD to forward all correspondence and documentation, including payments, to the local unit of government or PNP.

### **6.2 State Public Assistance Programs**

The state public assistance program includes the Wisconsin Disaster Fund (WDF), the Disaster Damage Aids (DDA) program, and state administration of the FEMA Public Assistance (PA) program. The DDA program is administered and managed by Wisconsin Department of Transportation (WisDOT). The WDF and FEMA PA programs are administered and managed by the Recovery Section of WEM. The Recovery Section provides guidance and assistance, including, but not limited to the following:

- Application submission for federal assistance.
- Compliance with federal and state program and grant administrative requirements.
- Notification of availability of assistance to potential applicants.
- Conducting Applicants' Briefings.
- Requesting Immediate Needs Funding on behalf of applicants, as applicable.
- Assisting FEMA in determining work and applicant eligibility.
- Processing requests for appeals, reviewing cost overruns, and approving time extensions, improved project requests, advances, and reimbursements.
- Making recommendations to FEMA on appeals, alternate project requests, and other requests.
- Monitoring awards to ensure compliance through quarterly reviews, and site inspections and audits, as required.
- Reviewing and certifying project completion information.
- Determining budget and staffing requirements necessary for proper program management.



### **6.3. Wisconsin Disaster Fund (WDF)**

The WDF is a state-funded reimbursement program created by Wisconsin Act 269 signed into law April 2006. The WDF is modeled after FEMA's Public Assistance (PA) program and guided by the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended. The program is intended to assist local, county, and tribal units of government by reimbursing up to 70% of eligible costs incurred in responding to and recovering from natural disasters.

The program does not reimburse costs associated with snowstorms; losses suffered by individuals, businesses, or the agricultural sector; or those covered by insurance. The program also does not provide administrative, management, or mitigation funding. WEM is designated as the administering agency and abides by the WEM 7 Administrative Rule.

To be eligible for the WDF reimbursement program the local, county, or tribal government is required to meet all three of the following conditions:

- The local unit of government has declared a state of emergency.
- No federal assistance is available.
- Recovery costs meet or exceed the county threshold, applied to that level of government.

When the above requirements are satisfied, the local unit of government may apply for reimbursement. WEM may decrease WDF reimbursement amounts, or choose not to reimburse an activity, based on availability of other local, state, or federal funding programs to the applicant.

#### Eligible Facility

An eligible facility is any building, works, system, or equipment that is built or manufactured, or any improved or maintained natural feature that is owned by an eligible public or PNP applicant with certain exceptions. To be eligible, a facility must

- Be the responsibility of an eligible applicant; and
- Be in active use at the time of the disaster.

#### Eligible Work

To be eligible for funding, disaster recovery work performed on an eligible facility must:

- Be required as the result of a disaster event; and
- Be the legal responsibility of an eligible applicant.

#### Categories of Work

Eligible work is categorized as either emergency work or permanent work described as follows:

##### *Emergency Work*

- Category A: Debris Removal



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- Clearance of trees and woody debris; certain building wreckage; damaged/destroyed building contents; sand, mud, silt, and gravel; vehicles; and other disaster-related material deposited on public and, in very limited cases, private property.
- Category B: Protective Measures
  - Measures taken before, during, and after a disaster to eliminate/reduce an immediate threat to life, public health, or safety, or to eliminate/reduce an immediate threat of significant damage to improved public and private property through cost-effective measures.

#### *Permanent Work*

- Category C: Roads and Bridges
  - Repair of publicly owned roads, bridges, and associated features, such as shoulders, ditches, culverts, lighting, and signs, to pre-disaster condition.
  - Roads must be rural or minor collectors as classified by DOT.

#### Eligible Costs

Generally, costs that can be directly tied to the performance of eligible work are eligible. Such costs must be:

- Reasonable and necessary to accomplish the work.
- Compliant with state and local requirements for procurement; and
- Reduced by all applicable credits, such as insurance proceeds and salvage values.

A reasonable cost is a cost that is both fair and equitable for the type of work being performed. Considerations should be given to whether the cost is of a type generally recognized as ordinary and necessary for the subject facility and type of work, and whether the individuals concerned acted with prudence in conducting the work. In addition, normal procedures must not be altered because of the potential for reimbursement from other funds.

Reasonable costs can be established through the following:

- The use of historical documentation for similar work.
- Average costs for similar work in the area.
- Published unit costs from national cost-estimating databases.
- DOT cost codes.
- FEMA cost codes.

In performing work, applicants must adhere to all state and local procurement requirements. An applicant may not receive funding from other sources to repair disaster damage; this is considered a duplication of benefits. Insurance proceeds, donated grants from banks or private



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organizations, trust funds, and contingency funds must be evaluated individually to determine whether they constitute a duplication of benefits.

The eligible cost criteria referenced above apply to all direct costs including labor, materials, equipment, and contracts awarded for the performance of eligible work.

#### **6.4. Disaster Damage Aid (DDA) Program**

The DDA program provides financial assistance to local governments to repair any highway under its jurisdiction which is not part of the State Trunk Highway system and that has had significant damage caused by a disaster event. The program is governed by § 86.34, Wisconsin Statutes. Towns, villages, cities, or counties may obtain funds to repair a highway to match its pre-disaster condition (replacement) and to make changes to a highway, its drainage facilities, etc., to prevent similar damage from occurring in the future (improvements). Applicants may also submit for damages caused by any governmental unit in response to the disaster event (replacement). The applicant pays a share of these replacement and improvement costs.

To apply for DDA, the County Highway Committee (County Highway Commissioner if there is no Committee) or the governing body of the municipality having jurisdiction over maintenance for the highway must adopt and certify a petition for aid, which includes information specified by WisDOT.

##### Eligibility

To be eligible, the highway must have been closed or rendered impassable due to a disaster event, or qualifying damages caused by any governmental unit in response to the disaster event. The program defines a highway consistent with State Statute 340.01(22) which states, "'Highway' means all public ways and thoroughfares and bridges on the same. It includes the entire width between the boundary lines of every way open to the use of the public as a matter of right for the purposes of vehicular travel. It includes those roads or driveways in the state, county or municipal parks and in state forests which have been opened to the use of the public for the purpose of vehicular travel and roads or driveways upon the grounds of public schools, as defined in s. 115.01 (1), and institutions under the jurisdiction of the county board of supervisors but does not include private roads or driveways as defined in sub. (46)." The program considers a road closed if damages prevent any vehicle from travelling safely through the affected area and a road is impassable when a non-4WD vehicle cannot safely travel through an affected area. The DDA program defines a disaster as a severe storm, flood, fire, tornado, mudslide, or other natural event external to a highway, or a catastrophic highway failure.

Debris on the road or flooding over the road which closes the road does not automatically make the resultant damages eligible. Local government authority should officially close the road when practical using barricades and/or signage.

It is not the intent of the DDA Program to assist local governments in the ordinary maintenance of roads and bridges or even repairs such as ditch washouts, embankment failures, debris



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removal, or minor loss of surface gravel (i.e., heavy maintenance) that does not affect the road core or traveler safety, but rather to take care of distinctly out-of-the-ordinary situations.

Eligible costs include the following:

- Roadbed and/or culvert washouts.
- Structure failures or undermining.
- Pavement (driving surface) undermining (to a significant safety level).
- Embankment failures, major shoulder washouts, and curb and gutter or storm sewer facility damages that cause a loss of roadbed integrity.
- Debris removal only if the road is also damaged.
- Damage caused by any governmental unit or person acting under the direction or approval of, or permit issued by, any governmental unit and in response to a disaster event.

Ineligible costs include the following:

- Partial loss or marring of road surface material (gravel).
- Shoulder washouts or embankment failures without undermining – road remains open to traffic.
- Minor damages to curb and gutter or storm sewer facilities.
- Ditch erosion or cleaning.
- Debris removal if there is no damage to the roadway.
- Municipal utilities are not eligible unless they are an integrated part of a road, as in the case of a combination storm/sanitary sewer.
- Abandonment of an existing road. DDA only pays for replacement or improvement of an existing road.

The DDA is a biennial program with annual appropriation levels. It is categorized as a sum sufficient appropriation which means if further funding is needed it can be allocated in the amounts necessary. The dollar amount provided by the state biennial budget is the most reliable estimate of the funding needed.

A county or municipality having jurisdiction over the facilities damaged may apply for both federal and state aid for damage, pending a determination of eligibility. If federal aid is granted, the federal aid shall be in lieu of aid otherwise available under § 86.34(c) Wis. Stats.

#### Final Costs

The applicant is reimbursed:

- 75% of replacement costs, plus 50% of the increased cost of the reconstruction to a higher type or the improvement of any of the facilities, or.
- 70% of replacement costs to repair or replace roadway to standards similar to those that existed immediately before the damage or destruction caused by a governmental unit or





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person acting under the direction or approval of, or permit issued by, any governmental unit in response to a disaster event.

For claims of \$15,000 or less, the applicant has the option of accepting payment equal to 75% of the total amount of WisDOT's estimate for replacement and improvement costs.

Eligible costs include the following:

- Roadbed and/or culvert washouts.
- Structure failures or undermining.
- Pavement (driving surface) undermining (to a significant safety level).
- Embankment failures, major shoulder washouts, and curb and gutter or storm sewer facility damages that cause a loss of roadbed integrity.
- Debris removal only if the road or structure is also damaged.
- Damage caused by any governmental unit or person acting under the direction or approval of, or permit issued by, any governmental unit and in response to a disaster event.
- \$500 minimum / site.
- Renting traffic control devices or charging a usage fee.

Ineligible costs include the following:

- Partial loss or marring of road surface material (gravel).
- Shoulder washouts or embankment failures without undermining – road remains open to traffic.
- Minor damages to curb and gutter or storm sewer facilities.
- Ditch erosion or cleaning.
- Debris removal if there is no damage to the roadway.
- Municipal utilities are not eligible unless they are an integrated part of a road, as in the case of a combination storm/sanitary sewer.
- Abandonment of an existing road. DDA only pays for replacement or improvement of an existing road.
- Purchasing traffic control devices.



## **6.5. Federal Public Assistance (PA) Program**

The mission of the Federal Emergency Management Agency's (FEMA's) Public Assistance (PA) Program is to provide assistance to state, county, local, territorial, or tribal governments, and certain types of private nonprofit (PNP) organizations so that communities can quickly respond to and recover from major disasters or emergencies declared by the President. Through the PA Program, FEMA provides supplemental Federal grant assistance for debris removal, emergency protective measures, and the restoration of disaster-damaged, publicly owned facilities and specific facilities of certain PNP organizations. The PA Program also encourages protection of these damaged facilities from future incidents by providing assistance for hazard mitigation measures. The federal share of assistance is not less than 75% of eligible costs for emergency measures and permanent restoration. The State through WEM provides funding 12.5% for half of the non-federal share. The local jurisdiction is responsible for the remaining 12.5% of the costs.

## **6.6. State Administration of FEMA Public Assistance (PA) Programs**

WEM is designated as the administering agency and abides by the Public Assistance Administration Plan. The State Public Assistance Officer (SPA0) is assigned to administer the PA program and Fire Management Assistance Grant (FMAG) program. The SPA0 oversees the day-to-day operations of the state PA program from request through closeout.



## **7. Individual Assistance (IA) Programs**

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Individual Assistance (IA) encompasses a wide variety of programs, services, and financial assistance to individuals impacted by a federally declared disaster.

### **7.1 State Individual Assistance Programs**

WEM, in coordination with local, state, and federal partners, as well as non-governmental organizations and private industries, will work to ensure that all available resources for individuals and families are provided in a timely and efficient manner after a disaster. The primary state programs geared toward providing assistance to individuals impacted by a disaster include the following:

#### **7.1.1 Wisconsin Housing and Economic Development Authority (WHEDA)**

WHEDA can provide small grants to assist with emergency housing needs. Grants usually go to the American Red Cross or the Salvation Army to offset their costs. Other types of housing resources can also be made available to individuals based on housing needs and the availability of other resources. WHEDA provides assistance directly.

#### **7.1.2 WIHousingSearch.org**

WIHousingSearch.org was launched in November 2013 and was funded by Wisconsin Housing and Economic Development Authority, Wisconsin Department of Health Services and Wisconsin Division of Housing. It provides free searching and listing of rental properties to help people list and find safe, decent, affordable, accessible and, when necessary, emergency housing. This web-based service provides information for the public as well as for housing professionals seeking vital resources for their clients. There is 24/7 access online and support from a toll-free, bilingual call center, available at 1-877-428-8844, Monday through Friday, 8 a.m. to 7 p.m. The information is updated daily and can be a great resource for families displaced during times of disaster.

#### **7.1.3 Wisconsin Economic Development Corporation (WEDC)**

The goal of the Disaster Recovery Microloan (DRM) Program is to provide short-term assistance to businesses affected by disaster events in the state of Wisconsin.

The program will provide grants to pre-approved regional entities with the capacity to deploy rapid response microloans to businesses affected by disasters, either natural or manmade. The microloans are to assist the business with necessary restoration and operating expenses until more long-term recovery funding can be secured. Providing immediate recovery funding in this manner is a best practice in community economic disaster recovery and leads to improved odds of a business reopening and remaining



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open long-term. WEDC will contract with regional entities to distribute and administer these loans in their respective geographic areas of the state, as applicable.

#### 7.1.4 Community Development Block Grant (CDBG). Department of Administration

The US Department of Housing and Urban Development provides federal funding to states through the CDBG program. The state provides CDBG funds to local governments to support their housing and community and economic development activities. The CDBG programs are administered by the Wisconsin Department of Administration (DOA). At the DOA the CDBG funds lose their federal identity.

In addition to the CDBG-Emergency Assistance Program (CDBG-EAP), there are five regular programs whose primary goal may not be disaster recovery, but which may, nonetheless, benefit communities recovering from a disaster if they meet eligibility requirements.

##### CDBG-Planning (CDBG-PLNG)

CDBG Planning funds support community efforts to improve community vitality. Examples of eligible projects include the development of comprehensive plans, community development plans, and small area and neighborhood plans. Grants are limited to projects that, if implemented, would meet a CDBG National Objective and are offered on an annual competitive basis.

##### CDBG-Economic Development (CDBG-ED)

CDBG Economic Development funds are awarded to local governments to support economic development projects that spur job creation for low- to moderate-income residents located in communities of fewer than 50,000. The state grants funds to a municipality who in turn makes a loan to a business for the purpose of job creation. Examples of eligible projects include business loans to purchase equipment or provide working capital.

##### CDBG-Public Facilities (CDBG-PF)

CDBG Public Facilities funds support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems, sidewalks, and community centers. Funds are available on an annual competitive basis.

##### CDBG-Public Facilities-Economic Development (CDBG-PFED)

CDBG-PFED funds are awarded to local governments for public infrastructure projects that support business expansion or retention. Examples of eligible applications include new or improved water and sewer service and streets that result in business expansion and job opportunities for low- to moderate-income individuals.



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#### CDBG Affordable Housing Funds

CDBG affordable housing funds help communities improve and expand the supply of affordable housing for low and moderate-income families. Eligible activities include housing rehabilitation, homeownership assistance, and acquisition, demolition, or site improvements for construction of affordable housing. Funds are available on an annual basis with priority given to applications from regions with a lead county agency.

#### CDBG Emergency Assistance Program (CDBG-EAP)

The CDBG-EAP is administered by the Wisconsin Department of Administration, Division of Energy, Housing, and Community Development, under Title I of the Housing and Community Development Act of 1974, as amended. CDBG-EAP funds assist communities recover from a recent natural or manmade disaster. Eligible activities include repair of disaster related damage to dwellings, assistance to purchase replacement dwellings, and repair and restoration of public infrastructure and facilities.

#### Eligibility

A local unit of government interested in applying for CDBG-EAP funds must do so within 90 days of the disaster event.

#### Eligible Activities

CDBG-EAP funds may be used to address damage caused by the disaster, including the following:

- Repair of disaster-related damage to the dwelling unit, including repair or replacement of plumbing, heating, and electrical systems.
- Acquisition and demolition of dwellings unable to be repaired.
- Down payment and closing cost assistance for the purchase of replacement dwellings.
- Assistance is limited to 50% of the pre-disaster equalized assessed value.
- Public owned utility system repairs; streets and sidewalks.
- Community centers.

CDBG-EAP funds may not be used for the following:

- Repairs or other costs covered by insurance or other federal or state assistance.
- Cleaning.
- Replacement of furniture, food, clothing, or other personal items.
- Any repairs not directly related to the disaster.



## **7.2 Federal Individual Assistance (IA) Programs**

Federal IA programs may be made available as part of a major disaster declaration. When made available, WEM designates FEMA as the administrative agent for IA programs. The WEM IA Officer will assist in the implementation of the programs and will work in collaboration with partners at all levels of government to coordinate recovery efforts. The federal IA programs are geared toward providing assistance to individuals impacted by a disaster and include the following:

### **7.2.1 Individuals and Households Program (IHP)**

FEMA's IHP is broken down into two grant programs:

#### **Housing Assistance (HA)**

Those who are displaced from their primary residence and are uninsured or under-insured may be eligible for HA. This assistance includes temporary housing, housing repair, housing replacement, and in rare instances permanent and semi-permanent housing.

#### **Other Needs Assistance (ONA)**

This may be used for medical, dental, and funeral expenses caused by the disaster. Personal property, transportation, and moving and storage assistance may also be eligible after submitting a Small Business Authority (SBA) loan application. This assistance is a cost share between FEMA and the state.

Most categories of ONA are dependent on survivors completing an SBA disaster loan application. This application is automatically sent to a survivor after completing the FEMA registration process. If a survivor qualifies for an SBA loan to replace personal property, he or she will not be eligible for SBA-dependent ONA. Disaster-related funeral, dental, and medical expenses are the only categories of ONA that are not dependent on completing the SBA loan application. As part of the annual State Administrative Plan for Individual Assistance, the state sets maximum payments for disaster-related funeral expenses, car repair, and car replacement.

### **7.2.2 Supplemental Individual Assistance (IA) Programs**

FEMA also offers supplemental IA programs. The state may be required to apply for these supplemental IA programs and FEMA may conduct additional assessments prior to providing these programs. The applicable state agency is notated.

[Crisis Counseling, Department of Health Services](#)



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The Crisis Counseling Assistance and Training Program (CCP) is designed to provide supplemental funding to states for short-term crisis counseling services to people affected in presidentially declared disasters. There are two separate portions of the CCP that can be funded: immediate services and regular services. A state may request either or both types of funding.

#### Disaster Unemployment, Department of Workforce Development

The Disaster Unemployment Assistance (DUA) program provides unemployment benefits and reemployment services to individuals who have become unemployed because of major disasters. Benefits begin with the date the individual was unemployed due to the disaster incident and can extend up to 27 weeks after the declaration date. These benefits are made available to individuals not covered by other unemployment compensation programs, such as self-employed individuals, farmers, migrant, and seasonal workers, and those who have insufficient quarters of coverage to qualify for other unemployment compensation. All unemployed individuals must register with the state's employment services office before they can receive DUA benefits.

#### Disaster Legal Services, Wisconsin American Bar Association

Through an agreement with the Young Lawyers Division of the American Bar Association, FEMA can provide free legal assistance to disaster victims. Legal advice is limited to cases that will not produce a fee (i.e., these attorneys work without payment). Cases that may generate a fee are turned over to the local lawyer referral service. The assistance that participating lawyers provide typically includes

- Assistance with insurance claims (life, medical, property, etc.).
- Counseling on landlord/tenant problems.
- Assistance with consumer protection matters, remedies, and procedures; and
- Replacement of wills and other important legal documents destroyed in a major disaster.

#### Disaster Case Management, Department of Health Services

DCM provides relief to disaster survivors by connecting them with the resources and services of multiple agencies, including those that will develop individual recovery plans that incorporate sustainable assistance for the household's recovery. Based on the FEMA assessment, two types of DCM programs may be requested:

- Immediate DCM (IDCM) is a rapid response component of the DCM program. IDCM services may deploy based on either the state's request for DCM as a part of a declaration request, or a written request submitted to FEMA within 15 days of the date of declaration. The need for IDCM will be determined by the outcome of the DCM assessment and concurrence from FEMA.



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- The State DCM Grant is a federal grant that makes funds available to the state to implement a DCM program using providers to offer DCM services for long-term, disaster-related unmet needs.

### **7.3 Disaster Recovery Centers**

Joint FEMA/State Disaster Recovery Centers (DRCs) may be opened for a disaster that includes IA. DRCs are typically located in or near an affected area to ensure disaster victims can speak directly with FEMA, the Small Business Administration, the state, and other agencies/organizations providing recovery assistance. The state will also make available representatives and information from state agencies at each DRC.

- The identification and coordination of the DRCs is done through the SEOC in conjunction with the State Individual Assistance Officer (SIAO).
- The SIAO will coordinate with impacted counties to identify appropriate locations for DRC and to ensure that they meet federal requirements.
- Long Term Recovery groups and Volunteer Organizations Active in Disasters can be included and need to be included in the agreement with FEMA and provide local services.





## **8. Hazard Mitigation Assistance (HMA) Programs**

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Hazard Mitigation Assistance (HMA) programs provide assistance to mitigate future disaster damages. HMA programs support efforts to recover in a manner that is stronger, safer, and more resilient.

### **8.1 Local Responsibility**

Local units of government (counties, cities, villages, towns, and tribes) are responsible for developing and implementing hazard mitigation programs at the local level to reduce risks from the hazards that impact their communities. It is the responsibility of local governments to attend mitigation training offered by WEM and FEMA. In federally declared disasters, it is important that impacted local governments attend hazard mitigation briefings and work with the WEM Mitigation Section to identify appropriate mitigation opportunities and to apply for Hazard Mitigation Grant Program funds or Section 406 funding through the Public Assistance program. Local units of government also have opportunities to apply for federal grants through annual nationally competitive grant programs like the Building Resilient Infrastructure and Communities (BRIC) Program and Flood Mitigation Assistance (FMA) Grant Program, both appropriated annually.

#### 8.1.1 Local Hazard Mitigation Plan

Local governments must prepare, adopt, and maintain a local hazard mitigation plan to be eligible for federal HMA programs. The plan must meet FEMA regulations and requirements and be current (updated, adopted, and approved by WEM and FEMA every five years). Funding to develop and update hazard mitigation plans is available through the FEMA HMA programs which are administered by WEM.

Based on the relatively limited available funding for the large numbers of jurisdictions, the state's priority for planning grants is countywide, multi-jurisdictional hazard mitigation plans. WEM also supports tribal hazard mitigation planning through funding grants for tribal mitigation plans; tribes also have the option of participating in a multi-jurisdictional county or regional hazard mitigation plan. Almost all counties and tribes have or are developing such plans and many of the existing plans are under revision to meet the five-year update requirement.

Even though WEM works closely to let counties and tribes know when their plan will be expiring, it is the responsibility of the respective county or tribe to apply when funding is available to keep their plan current. If a grant is awarded, the local government is responsible for implementing the grant within the approved scope of work and period of performance with the final product being a WEM- and FEMA-approved hazard mitigation plan. Once a plan is approved by WEM and FEMA, participating jurisdictions are eligible to apply for HMA grants to implement mitigation measures identified in the plan.



## **8.2 State Hazard Mitigation Program**

WEM is the lead agency for developing and implementing a statewide hazard mitigation program. The Hazard Mitigation Section manages the overall state hazard mitigation program including, but not limited to, the following:

- Maintaining and updating the Wisconsin State Hazard Mitigation Plan (SHMP) every five years
- Leading the Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT) and co-chairing the Wisconsin Recovery Task Force
- Coordinating with the WSJHMT to implement action items identified in the SHMP Mitigation Strategy to further the goals identified in the plan
- Administering the FEMA Hazard Mitigation Assistance (HMA) programs:
  - Hazard Mitigation Grant Program (HMGP)
  - Pre-Disaster Mitigation program (sunset in 2019)
  - Building Resilient Infrastructure and Communities (BRIC) Program (started in 2020)
  - Flood Mitigation Assistance program
- Participating in Joint Field Office operations after a federally declared disaster to create a Hazard Mitigation Strategy and implement the HMGP
- Coordinating with State Individual Assistance Officer and State Public Assistance Officer during declared disasters to ensure that appropriate mitigation measures are being implemented during recovery
- Coordinating funding opportunities with state partner agencies (e.g., Department of Natural Resources and Department of Administration) and non-profit partners to find matching opportunities for grants funded by FEMA, enabling all funding to accomplish as much mitigation as possible in the state
- Maintaining and updating the State Administrative Plan for HMGP
- Providing technical assistance to state agencies, local governments, and eligible private non-profit (PNP) organizations regarding mitigation planning and project development and implementation
- Providing hazard mitigation training for state, local, and PNP organizations
- Serving on a variety of teams, workgroups, etc., to further state mitigation goals

### **8.2.1 Wisconsin Hazard Mitigation Plan (WHMP)**

A key component of the state's hazard mitigation program is the Wisconsin State Hazard Mitigation Plan (SHMP). For the state to be eligible to receive federal assistance for permanent work under the FEMA Public Assistance program, and mitigation grants under the Hazard Mitigation Assistance (HMA) programs, the state must have a current, FEMA-approved plan. The funds available through the HMA programs support long-term recovery efforts at both the state and local levels.



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The purpose of the SHMP is to identify Wisconsin's major natural hazards, assess the risk and impacts of those hazards to the state, and recommend actions to reduce vulnerability using the technical and programmatic resources of Wisconsin's state agencies. The SHMP meets the planning requirements found in 44 CFR Parts 201.4 and 201.5. Wisconsin is an "enhanced plan" state, which means that the SHMP and the Mitigation Section meets additional programmatic capabilities. As a result, Wisconsin is eligible to receive an amount equivalent to 20% of the FEMA assistance provided for the disaster declaration for the HMGP. That is 33% more funding than if the state had a "standard" plan.

The State of Wisconsin Hazard Mitigation Plan identifies five goals to further mitigation statewide:

1. Minimize human, economic, and environmental disruption from natural hazards.
2. Enhance public education about disaster preparedness and resistance and expand public awareness of natural hazards.
3. Encourage hazard mitigation planning.
4. Support intergovernmental coordination and cooperation among federal, state, and local authorities regarding hazard mitigation activities.
5. Improve the disaster resistance of buildings, structures, and infrastructure whether new construction, expansion, or renovation.

#### 8.2.2 Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT)

The Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT) is responsible for maintaining and updating the WHMP and implementing the strategies identified in the plan. The WSJHMT is comprised of representatives from state and federal agencies as well as non-governmental organizations. The WSJHMT is chaired by the State Hazard Mitigation Officer (SHMO).

During recovery following a disaster, the WSJHMT assists state and local governments by providing technical assistance, preventing duplication of efforts and funding among the participating agencies, identifying, and prioritizing mitigation projects, and identifying funding options for implementing long-term mitigation projects whether through individual agencies or by "packaging" funding among the different programs. The WSJHMT also serves as the Mitigation Recovery Support Function subcommittee of the Wisconsin Recovery Task Force.

#### 8.2.3 State Administration of FEMA Hazard Mitigation Assistance (HMA) Programs

WEM is designated as the state agency responsible for management and administration of the FEMA's Hazard Mitigation Grant Program (HMGP), Pre-Disaster Mitigation (PDM) program, Building Resilient Infrastructure and Communities (BRIC) Grant Program, and Flood Mitigation Assistance (FMA) Program. State funding for HMGP projects is authorized under Chapter 323, Wis. Stats. and will be made available when a Presidential Disaster Declaration is received. The non-federal share will be split evenly between the state and the subrecipient for the HMGP only.



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#### 8.2.4 Municipal Flood Control (MFC) Program

As a part of the state hazard mitigation effort, WEM maintains close coordination with the Department of Natural Resources (DNR). The DNR, as the state's lead floodplain management and regulation agency, plays a key role in providing technical assistance for mitigation programs and in developing the hazard mitigation action plan in flood disasters. The DNR administers the MFC program as defined by Ch. NR 199, Wisconsin Administrative Code. The program helps local governments minimize flooding and flood-related damages through various types of projects. Projects shall minimize harm to existing beneficial functions of water bodies and wetlands, maintain natural aquatic and riparian environments, use stormwater detention and retention structures and natural storage to the greatest extent possible, and provide opportunities for public access to water bodies and to the floodplain.

#### Eligible Recipients

Eligible recipients include cities, villages, towns, tribes, and metropolitan sewerage districts. Counties can cooperate with an eligible recipient.

#### Funding

If funding is available, the grants are offered every other year with the application date usually in the spring of even years. The state share may not be greater than 50% of the eligible project cost and no recipient can receive more than 20% of the funding available.

#### Eligible Activities

- Property acquisition and removal of structures for permanent open space or flood water storage
- Acquisition of vacant land or flood water flowage easement to facilitate more efficient flood flows to the water body
- Floodproofing and flood elevation of public and private structures in the floodplain.
- Flood water control detention/retention ponds
- Riparian restoration on a watercourse
- Floodplain mapping

### **8.3 FEMA Hazard Mitigation Assistance (HMA)**

FEMA HMA programs include funding; technical assistance and training; and guidance and policy for implementing the provisions and requirements of the hazard mitigation program. FEMA's role includes, but is not limited to, the following:

- Providing technical assistance and training for state, local, and tribal governments to further mitigation goals and objectives
- Reviewing and approving state hazard mitigation plans in accordance with 44 CFR Parts 201.4 and 201.5



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- Reviewing and approving local hazard mitigation plans, unless that authority has been delegated to the state, to meet 44 CFR Part 201.6
- Reviewing and approving tribal hazard mitigation plans to meet 44 CFR Part 201.8
- Developing guidance and policy for mitigation planning and assistance programs
- Reviewing and approving the Wisconsin Administrative Plan for HMGP
- Administration of the FEMA HMA programs including:
  - Providing guidance and technical assistance.
  - Reviewing and approving applications and obligating funds to the states.
  - Reviewing and approving environmental reviews for mitigation projects; and
  - Providing oversight to the state on implementing the programs.
- The Federal Hazard Mitigation Officer assigned to Wisconsin is a member of the WHMT and the WRTF Mitigation RSF Subcommittee
- FEMA hazard mitigation staff participates in Joint Field Operations (JFO) following a federally declared disaster to implement the HMGP

FEMA provides three HMA programs that provide funding for eligible mitigation projects that reduce losses and protect life and property from future disaster damages.

#### 8.3.1 Hazard Mitigation Grant Program (HMGP)

The HMGP is administered by WEM and makes grants available to state and local governments as well as eligible private, non-profit organizations and Indian tribes to implement long-term mitigation measures following a Presidential Disaster Declaration. Federally recognized tribes can submit their own request for a Presidential Disaster Declaration and be eligible for HMGP funding after a disaster even if the area crosses state lines. The State of Wisconsin Hazard Mitigation Administrative Plan identifies the state's processes and procedures for administering the program.

#### Eligible Recipients

The state is the recipient with eligible subrecipients the same as those identified for the FEMA Public Assistance (PA) program. Individuals and businesses are not eligible to apply; however, an eligible recipient may apply for funding to mitigate private structures. Federally recognized tribes that are granted a Presidential Disaster Declaration can apply directly to FEMA as a recipient.

#### Funding

The amount of funding available for the HMGP is based upon the total federal assistance to be provided by FEMA for disaster recovery under the Presidential Disaster Declaration. Since Wisconsin's State Hazard Mitigation Plan is an enhanced plan, the state receives an amount equivalent to 20% of the FEMA federal assistance provided for the disaster declaration, rather than the 15% awarded for states with a standard plan designation. The HMGP will provide up to 85% of the eligible costs with a 25% local match required. The State of Wisconsin provides up to



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half of the local match bringing the local match to 12.5% of the total costs. The local match can be provided from any funding source except another federal source.

#### Requirements

For projects to be eligible the following must be true:

- Cost-effective.
- Environmentally sound.
- Best alternative.
- Solve a repetitive problem.
- The community must be participating and in good standing with the National Flood Insurance Program (NFIP).
- The community must have a FEMA-approved all-hazards mitigation plan.

The state solicits applications and selects projects based on funding availability and state priorities. Selected applications are submitted to FEMA for approval and funding. Eligible activities include the following:

- Property acquisition and demolition or relocation.
- Structure elevation.
- Floodproofing.
- Localized flood reduction projects.
- Structural retrofitting of existing structures.
- Non-structural retrofitting of existing buildings and facilities.
- Saferoom construction.
- Wind retrofits.
- Infrastructure retrofit.
- Soil stabilization.
- Wildfire mitigation.
- Post-disaster code enforcement.
- Generators.
- Advance Assistance.
- 5% Initiative projects.
- Hazard mitigation planning.

#### 8.3.2 Building Resilient Infrastructure and Communities (BRIC) and Pre-Disaster Mitigation (PDM) Programs

The BRIC Program, which replaced the PDM program in 2020, is administered by WEM and makes grants available to state, tribal, and local governments to implement long-term mitigation measures that will reduce overall risk to people and structures from future hazard events. BRIC incorporates a focus on projects that reduce risk to infrastructure and lifelines, with prioritization for nature-based solutions and projects funded in areas with enhance building codes.



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#### Eligible Recipients

The state is the recipient with the eligible subrecipients of state, tribal, and local governments. Private non-profit organizations, individuals, and businesses are not eligible to apply; however, an eligible recipient may apply for funding to mitigate private structures. Federally recognized tribes may apply directly to FEMA as a recipient or to the state as a subrecipient.

#### Funding

BRIC is an annual, national competition. The total amount of funds available for a given fiscal year is determined by a percentage of claims submitted in the previous year across Federal Disasters (e.g., a percentage of expenditures in the Disaster Relief Fund), as outlined in the Disaster Recovery Reform Act of 2018. The BRIC program will provide up to 85% of costs in federal funds with a required 25% local match. Small, impoverished communities and tribes may receive up to 90% in federal funds. The local match can be provided from any funding source except another federal source. Examples of potential match sources are the CDBG-EAP and DNR Municipal Flood Control programs.

#### Requirements

For projects to be eligible the following must be true:

- Cost-effective.
- Environmentally sound.
- Best alternative.
- Solve a repetitive problem.
- The community must be participating and in good standing with the NFIP.
- The community must have a FEMA-approved all-hazards mitigation plan.

The state solicits applications and selects projects based on funding availability and state and federal priorities. Selected applications are submitted to FEMA for approval and funding. Eligible activities include the following:

- Property acquisition and demolition or relocation.
- Structure elevation.
- Floodproofing.
- Localized flood reduction projects.
- Structural retrofitting of existing structures.
- Non-structural retrofitting of existing buildings and facilities.
- Saferoom construction.
- Wind retrofits.
- Infrastructure retrofit.
- Soil stabilization.
- Wildfire mitigation.
- Generators.



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- Hazard mitigation planning.

8.3.3 Flood Mitigation Assistance (FMA) Program

The FMA program is administered by WEM and makes grants available to state, tribal, and local governments to implement long-term mitigation measures that will reduce or eliminate claims under the National Flood Insurance Program (NFIP).

Eligible Recipients

The state is the recipient with the eligible subrecipients of state, tribal and local governments. Private non-profit organizations, individuals, and businesses are not eligible to apply; however, an eligible recipient may apply for funding to mitigate private structures. Federally recognized tribes may apply direct to FEMA as a recipient or to the state as a subrecipient.

Funding

The FMA program is an annual, national competition. The total amount of funds available for a given fiscal year is determined by Congress. The FMA program will provide up to 85% of costs in federal funds with a required 25% local match to mitigate flood-insured structures. Federal funding is increased to 90% for repetitive loss properties and 100% for severe repetitive loss properties. The local match can be provided from any funding source except another federal source. Examples are the CDBG-EAP and DNR Municipal Flood Control programs.

Requirements

For projects to be eligible the following must be true:

- Cost-effective.
- Environmentally sound.
- Best alternative.
- Solve a repetitive problem.
- The community must be participating and in good standing with the NFIP.
- Reduces or eliminates future damages to NFIP-insured structures.
- The community must have a FEMA-approved flood or all-hazards mitigation plan.

The state solicits applications and selects projects based on funding availability and state and federal priorities. Selected applications are submitted to FEMA for approval and funding. Eligible activities include the following:

- Property acquisition and demolition or relocation of NFIP-insured structures.
- Structure elevation of NFIP-insured structures.
- Floodproofing of NFIP-insured structures.
- Localized flood reduction projects for NFIP-insured structures.
- Non-structural retrofitting of NFIP-insured existing buildings and facilities.
- Flood mitigation planning.





## **9. Other Federal Assistance Programs**

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The Small Business Administration and the United States Department of Agriculture are both actively involved in disaster recovery efforts under their own authorities and as part of the federal response to a disaster or emergency declaration.

### **9.1 Small Business Administration (SBA) Program**

The SBA Disaster Loan Program is automatic in conjunction with a Presidential Disaster Declaration authorizing Individual Assistance. The SBA Disaster Assistance Program can provide federally subsidized low-interest disaster loans to homeowners, renters, businesses of all sizes, and private non-profit organizations to repair or replace real estate, personal property, machinery and equipment, inventory, and business assets that have been damaged or destroyed in a declared disaster.

The SBA can provide three types of disaster loans to qualified homeowners and businesses (not to exceed \$2 million combined):

- For homeowners and renters: home disaster loans up to \$200,000 to repair or replace real property; \$40,000 to repair or replace personal property; and up to 20% of verified losses for mitigation activities to prevent future loss to the property.
- For business owners: business disaster loans up to \$2 million to repair or replace disaster-damaged property, including equipment, furniture, inventory, and supplies, and up to 20% of verified loss for mitigation activities to prevent future loss to the property.
- For small businesses, small agricultural cooperatives, and private non-profits: economic injury disaster loans, which provide capital to assist in meeting financial obligations and pay ordinary and necessary operations expenses throughout the disaster recovery period.

For disasters that do not meet the criteria for a Presidential Disaster Declaration, the Governor may seek an agency-only declaration from the SBA. The SBA, under its own statutory authority, may approve a declaration if one of the following criteria are met:

- A county or other political subdivision of the state within which at least 25 businesses, or a combination of at least 25 homes, businesses, or other eligible institutions have each sustained uninsured losses of 40% or more of their estimated fair replacement value or pre-disaster fair market value, whichever is lower.
- At least 3 businesses have sustained uninsured losses of 40% or more of their estimated fair replacement value or pre-disaster fair market value, whichever is lower, and, as a direct result of the physical damage, 25% or more of the work force in the community would be unemployed for at least 90 days.



## **9.2 United State Department of Agriculture (USDA)**

The USDA provides assistance for losses resulting from natural disasters.

### 9.2.1 Farm Services Agency (FSA) Emergency Loan Program

The Secretary of Agriculture is authorized to designate counties as disaster areas to make emergency (EM) loans available to producers suffering losses from a natural disaster in those counties and in counties that are contiguous to designated counties.

The FSA recognizes four types of disaster designations:

- USDA Secretarial disaster designation is requested of the Secretary of Agriculture by a Governor or the Governor's Authorized Representative, by an Indian Tribal Council Leader, or by an FSA State Executive Director.
- Presidential Major or Emergency Disaster Declarations.
- FSA Administrator's Physical Loss Notification for physical losses only, such as buildings destroyed and livestock-related losses.
- Quarantine designation requested from the Secretary of Agriculture by an FSA State Executive Director which authorizes EM loans for production and physical losses resulting from the quarantine.

The county must have a 30% production loss of at least one crop or a determination must be made by surveying producers that other lending institutions will not be able to provide emergency financing. There is an expedited process for drought. Individual farmers in a designated county must also provide evidence of having suffered at least a 30% loss in crop production or a physical loss to livestock, livestock products, real estate, or chattel property.

All four types of designations immediately make available low-interest FSA EM loans to eligible producers in all primary and contiguous counties. EM loan funds may be used to:

- Restore or replace essential property,
- Pay all or part of productions costs associated with the disaster year,
- Pay essential family living expenses,
- Reorganize the farming operations and,
- Refinance certain debts.

For more information on the FSA program visit the U.S. Department of Agriculture (USDA), Farm Service Agency (FSA), Disaster Assistance Program website (<https://www.fsa.usda.gov/programs-and-services/disaster-assistance-program/index>).



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#### 9.2.2 Rural Development Disaster Assistance

USDA Rural Development can help existing Rural Development borrowers who are victims of natural disasters. Disaster assistance options for Rural Development borrowers include the following:

##### **Single-Family Housing Loan Borrowers or Grant Recipients**

Loan servicing options are available to help families who experience financial problems after a disaster. Servicing options include:

- *Moratoriums*  
A temporary period where no payment is required for up to 190 days for borrowers who have lost employment, sustained severe property damage, or had significant medical expenses.
- *Debt rescheduling*  
Rescheduling loan payments to determine a new monthly payment amount if needed following a moratorium or to resolve an account delinquency.

USDA Rural Development may also be able to help disaster victims who are not Rural Development borrowers under their regular housing, business, and utilities programs.

##### **Multi-Family Housing Loan Borrowers and Their Tenants**

Residents in Rural Development-financed apartment complexes who are displaced by a natural disaster may apply for occupancy at any of Rural Development's apartment complexes and receive special priority consideration for the next available unit. Displaced tenants who are receiving Rental Assistance may have their subsidy transferred if the complex they move to is eligible for the Rental Assistance program. Although Rural Development expects borrowers' hazard insurance to cover damage costs associated with the disaster, we can consider temporary measures to reduce borrowers' financial burdens and work with them, if needed, to develop a servicing workout plan. To request loan servicing assistance, borrowers should contact Multi-Family Housing Specialists in the State Office.

##### **Community Facilities Loan Borrowers**

Community Facilities borrowers adversely affected by a disaster can receive servicing assistance to help minimize their losses. To request loan servicing assistance, borrowers should contact Community Program Specialists in the State Office.



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#### **Business Owners**

Rural Development's business programs normally do not have disaster assistance authority. However, many programs can help provide financial relief to small businesses because of natural disasters. To apply, business owners should contact Business Program Specialists in the State Office.

#### Business and Industry (B&I) Guaranteed Loan Programs

Under the B&I Guaranteed Loan Program, loans can be made to eligible entities including corporations, partnerships, cooperatives, federally recognized Indian tribes, individuals, and other legal entities to provide financial assistance for a variety of purposes, including capital expenditures, working capital, equipment, and refinancing. Purposes can include the repair of damage to businesses because of the natural disaster.

#### Rural Business Development Grant (RBDG) Program

The RBDG program was created under the 2014 Farm Bill and consolidates the Rural Business Enterprise Grant (RBEG) and Rural Business Opportunity Grant (RBOG) programs. USDA Rural Development is currently working on a rule to implement the program.

#### Intermediary Relending Program (IRP)

Under IRP, loans are made to intermediaries who provide loans to ultimate recipients for business facilities and community development projects. The loan is made to an intermediary re-lender who, in turn, establishes a revolving fund and re-lends to various entities for eligible purposes. Businesses impacted by natural disasters could possibly qualify as recipients for the revolving funds under this program.

#### Rural Economic Development Loan and Grant (REDLG) Program

The REDLG program provides financial assistance to utilities programs, electric, and telephone borrowers to re-lend for a variety of economic business and community development purposes. Loans are provided to finance a broad array of projects including for-profit businesses. Utilities programs borrowers may receive financing for grant purposes through either a grant to establish a revolving loan fund or a combination loan and grant.

#### **Emergency Community Water Assistance Grants**

These grants are designed for rural communities with a significant decline in the quantity or quality of drinking water. The population must not exceed 10,000, and median



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household income cannot exceed the state's non-metropolitan median household income. Grants may be made for 100 percent of project costs. The maximum grant is \$500,000 when a significant decline in quantity or quality of water or an imminent source shortage occurred within 2 years. The maximum grant is \$150,000 for emergency repairs and replacement of existing facilities. To apply, community leaders should contact Utilities Program Specialists in their State Office.

In addition, USDA Rural Development operates over 50 financial assistance programs for a variety of rural applications whose primary goal may not be disaster recovery, but may be able to benefit individuals, businesses, non-profit organizations, cooperatives, lenders, and communities recovering from a disaster if they meet eligibility requirements.

### **9.3 Economic Development Administration (EDA)**

EDA's role in disaster recovery is to facilitate delivery of federal economic development assistance to local governments for long-term community economic recovery planning, reconstruction, redevelopment, and resiliency. Following a disaster, EDA responds first by coordinating with its sister bureaus and other agencies engaged in disaster recovery efforts to share information and data on the ramifications of the disaster. EDA then reaches out to its economic development practitioner network of Economic Development Districts to collect on-the-ground information on economic impacts from the disaster.

Within the context of the National Disaster Recovery Framework, EDA serves as the Coordinating Agency for the Economic Recovery Support Function (RSF) to coordinate the activities of a diverse group of agencies supporting recovery in disaster-impacted communities. The Economic RSF can convene and deploy multi-disciplinary technical assistance teams from its federal partners to assist communities. The information gathered from these teams can be shared more rapidly, providing a clear and more comprehensive picture of the economic recovery issues. When funding becomes available to support disaster recovery implementation, EDA's role as the RSF Coordinating Agency under the NDRF can be instrumental in identifying opportunities to leverage available resources better in support of community economic recovery.



## **10. Supporting Documents**

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### **10.1 Referenced Document List**

- 1.1.1 Wisconsin Public Assistance Administrative Plan
- 1.1.2 Wisconsin Emergency Response Plan – (2021-2023)
- 1.1.3 Wisconsin State Hazard Mitigation Plan
- 1.1.4 Wisconsin Disaster Fund Administrative Plan
- 1.1.5 National Disaster Recovery Framework
- 1.1.6 National Mitigation Framework
- 1.1.7 National Response Framework
- 1.1.8 FEMA Individual Assistance Program and Policy Guide (IAPPG)
- 1.1.9 Public Assistance Program and Policy Guide Version 4 – FEMA
- 1.1.10 WI DOT DDA Program
- 1.1.11 Framework and Guidelines for Program Evaluation at the US Small Business Administration
- 1.1.12



## 11. Plan Maintenance

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The Wisconsin Recovery Plan is a living document encompassing all levels of risk. Plan maintenance is the responsibility of the Recovery Section. The plan will be reviewed annually to ensure all sections of the plan are current and any necessary modifications have been applied.

<b>Activity</b>	<b>Tasks</b>	<b>Frequency</b>
Review and update plan	<ul style="list-style-type: none"><li>• Review entire plan for accuracy</li><li>• Incorporate lessons learned and changes in policy and philosophy</li></ul>	Biennially
Plan Review	<ul style="list-style-type: none"><li>• Updated Fall 2023 reviewed by WEM planning section, FEMA FIT representative, WEM senior leadership. Also reviewed by DOT, DNR, DATCP, DHS, DCF, Mitigation, WDF and PA staff.</li></ul>	As scheduled



## 12. Acronyms

CCP	Crisis Counseling Program
CDBG	Community Development Block Grant
CDBG-EAP	Community Development Block Grant – Emergency Assistance Program
CDBG-ED	Community Development Block Grant – Economic Development
CDBG-PF	Community Development Block Grant – Public Facilities
CDBG-PFED	Community Development Block Grant – Public Facilities Economic Development
CDBG-PLNG	Community Development Block Grant – Planning Funds
CIKR	Critical Infrastructure and Key Resources
DATCP	(Wisconsin) Department of Agriculture, Trade and Consumer Protection
DCM	Disaster Case Management
DDA	Disaster Damage Aids
DHS	Department of Homeland Security
DHS	(Wisconsin) Department of Health Services
DNR	(Wisconsin) Department of Natural Resources
DOA	(Wisconsin) Department of Administration
DRC	Disaster Recovery Center
DSCO	Deputy State Coordinating Officer
DTCO	Deputy Tribal Coordinating Officer
DUA	Disaster Unemployment Assistance
EDA	Economic Development Administration
EMAC	Emergency Management Assistance Compact
EMD	Emergency Management Director
EOC	Emergency Operations Center
ESF	Emergency Support Functions
FCO	Federal Coordinating Officer
FDRC	Federal Disaster Recovery Coordinator
FEMA	Federal Emergency Management Agency
FMA	Flood Mitigation Assistance
FMAG	Fire Management Assistance Grant
FSA	Farm Service Agency
GAR	Governor’s Authorized Representative
HMA	Hazard Mitigation Assistance
HMGP	Hazard Mitigation Grant Program
IA	Individual Assistance
IDCM	Immediate Disaster Case Management
IHP	Individual Housing Program





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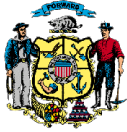
IRP	Intermediary Relending Program
JFO	Joint Field Office
JIC	Joint Information Center
LTRG	Long Term Recovery Group
NDRF	National Disaster Recovery Framework
NFIP	National Flood Insurance Program
NGO	Non-Governmental Organization
NRF	National Response Framework
ONA	Other Needs Assistance
PA	Public Assistance
PDA	Preliminary Damage Assessment
PDM	Pre-Disaster Mitigation
PNP	Private Non-Profit
PPD	Presidential Policy Directive
PW	Project Worksheet
RAST	Rapid Assessment Support Team
RBDG	Rural Business Development Grant
REDLG	Rural Economic Development Loan and Grant
REP	Radiological Emergency Preparedness
RPS	Radiation Protection Section
RSF	Recovery Support Function
SBA	Small Business Association
SCO	State Coordinating Officer
SDRC	State Disaster Recovery Coordinator
SEOC	State Emergency Operations Center
SHMO	State Hazard Mitigation Officer
SIAO	State Individual Assistance Officer
SPA0	State Public Assistance Officer
SPR	State Preparedness Report
SRC	State Radiological Coordinator
TCO	Tribal Coordinating Officer
THIRA	Threat and Hazard Identification and Risk Assessment
UDSR	Uniform Disaster Situation Report
USDA	United States Department of Agriculture
VAL	FEMA Volunteer Agency Liaison
VOAD	Voluntary Organizations Active in Disasters
WDF	Wisconsin Disaster Fund
WEDC	Wisconsin Economic Development Corporation
WEM	Wisconsin Emergency Management
WERP	Wisconsin Emergency Response Plan



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WHEDA	Wisconsin Housing and Economic Development Authority
WHMP	Wisconsin Hazard Mitigation Plan
WHMT	Wisconsin Hazard Mitigation Silver Jackets Team
WisDOT	Wisconsin Department of Transportation
WRTF	Wisconsin Recovery Task Force



## ATTACHMENT A. PRIMARY AND SECONDARY SUPPORT FOR RECOVERY GOALS AND PRIORITIES

Recovery Activity	WEM	FEMA	Local/Tribal	WI VOAD	DOA	DATCP	DCF	DHS	DNR	DSPS	DOT	OCI	PSC	RPCs	UW-Ex	WHEDA	NGO	2-1-1
Temporary Shelter and Food	S		P	S	S		S	S								S		
Debris Removal/Open Transportation Routes for Life Safety and Emergency Services	S		P						P		P							
Damage Assessment	P		P	S					S		S							
General Debris Removal	S		P						S		P							
Assess Survivor Needs (medical, psychological and physical)	S		P	P			P	P										
Public Messaging	P		P															
Coordinate with 2-1-1	P		P															P
Restore Essential Services	S		P						S		S		S					
Reestablish Government Operations	P		P		P													
Securing Resources	P	S	P	P		S		S	S	S	S							
Emergency and Temporary Medical Care			P	S			S	S										



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Recovery Activity	WEM	FEMA	Local/Tribal	WI VOAD	DOA	DATCP	DCF	DHS	DNR	DSPS	DOT	OCI	PSC	RPCS	UW-Ex	WHEDA	NGO	2-1-1
Behavioral Health Services & Counseling			P	S			P	P										
Develop/Enforce Ordinances for Repair/Reconstruction			P						S	S	S	S						
Coordination with Volunteer Organizations	P		P	P			S	S										
Establish/Activate Local Long-Term Recovery Committees	S		P	P			S	S										
Activate WRTF	P	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	
PDA	P	P	P		S				S	S	S							
JFO	P	P																
DRCs	P	P	P	S		S	S	S				S			S			
Public Assistance Program	P	P	P		S			S	S		S							
Individual Assistance Program	P	P	S	S			S	S				S					S	S
Hazard Mitigation	P	P	P	S	S				S	S	S			S				
Wisconsin Disaster Fund	P		P															
Long-Term Housing Solutions	S	S	P		S												S	S
Radiological Assessment	P	S	P	S		S		P	S		S		S		S			

P = Primary  
S = Support



## **ATTACHMENT B. STATE RECOVERY SUPPORT FUNCTIONS (RSF) SUBCOMMITTEES**

The Wisconsin Recovery Task Force (WRTF) consists of six Recovery Support Function (RSF) subcommittees (Agriculture, Economic, Health and Social Services, Housing, Infrastructure, and Mitigation). Each RSF subcommittee will generally consist of representatives from a Lead Agency and one or more Supporting Agencies. The Lead Agency representative will serve as the Subcommittee Chair. Subcommittees may include additional committee members from the Lead and Supporting Agencies that provide regional-, state-, or federal-level perspectives and/or subject matter expertise relevant to pre-disaster planning and post-disaster recovery. Subcommittee members should include those individuals who are committed to the process and able to make policy decisions on behalf of the organization, or able to seek appropriate guidance and approval when needed. Each subcommittee is further described the following sections.

### **B1. Agriculture Subcommittee**

Lead Agency	<ul style="list-style-type: none"> <li>• Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)</li> </ul>
Supporting Agencies	<ul style="list-style-type: none"> <li>• U.S. Department of Agriculture (USDA)</li> <li>• USDA Forest Service</li> <li>• University of Wisconsin-Extension, Cooperative Extension</li> </ul>
Mission	<ul style="list-style-type: none"> <li>• Identify impacts to the agriculture community and identify programs and opportunities to recover from the disaster.</li> </ul>
Goals	<ul style="list-style-type: none"> <li>• Identify short- and long-term agricultural related losses and needs resulting from the disaster.</li> <li>• Identify programs and opportunities to help the agricultural community recover.</li> <li>• Get information out to the agriculture community on policy, legal and financial assistance programs following a major disaster.</li> </ul>

### **B2. Economic Subcommittee**

Lead Agency	<ul style="list-style-type: none"> <li>• Wisconsin Economic Development Corporation (WEDC)</li> </ul>
Supporting Agencies	<ul style="list-style-type: none"> <li>• Wisconsin Department of Administration (DOA)</li> <li>• Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)</li> </ul>



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	<ul style="list-style-type: none"> <li>• Wisconsin Housing and Economic Development Authority (WHEDA)</li> <li>• Wisconsin Department of Tourism</li> <li>• Wisconsin Department of Transportation (WisDOT)</li> <li>• Wisconsin Department of Workforce Development (DWD)</li> </ul>
Mission	<ul style="list-style-type: none"> <li>• Retain, restore, and rebuild Wisconsin’s businesses to ensure continued economic vitality.</li> </ul>
Goals	<ul style="list-style-type: none"> <li>• Assess the impacts of the disaster on the economy.</li> <li>• Collaborate with local, regional, and federal economic service agencies to address business needs.</li> <li>• Assist affected businesses to keep them in business.</li> <li>• Identify future economic opportunities.</li> </ul>

**B3. Health and Social Services Subcommittee**

Lead Agency	<ul style="list-style-type: none"> <li>• Wisconsin Department of Health Services (WI DHS)</li> </ul>
Supporting Agencies	<ul style="list-style-type: none"> <li>• American Red Cross</li> <li>• The Salvation Army</li> <li>• Wisconsin Department of Children and Families (DCF)</li> <li>• Wisconsin Department of Military Affairs, Division of Emergency Management (DMA/WEM)</li> <li>• Wisconsin Department of Workforce Development (DWD)</li> <li>• Wisconsin Emergency Assistance Volunteer Registry (WEAVR)</li> <li>• Wisconsin Voluntary Organizations Active in Disaster (WI VOAD)</li> </ul>
Mission	<ul style="list-style-type: none"> <li>• Provide the resources and emotional support for families and communities to rebound from the effects of disaster through the enhanced coordination of agencies and organizations</li> </ul>
Goals	<ul style="list-style-type: none"> <li>• Identify and deliver resources and enhance partnerships through better coordination to solve public health and emergency service issues, both immediate and long-term.</li> </ul>



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**B4. Housing Subcommittee**

Lead Agency	<ul style="list-style-type: none"> <li>Wisconsin Department of Administration (DOA), Division of Housing (DOH)</li> </ul>
Supporting Agencies	<ul style="list-style-type: none"> <li>Cooperative Network</li> <li>U.S. Department of Agriculture (USDA) Rural Development</li> <li>U.S. Department of Housing and Urban Development (HUD)</li> <li>Wisconsin Department of Military Affairs, Division of Emergency Management (DMA/WEM)</li> </ul>
Mission	<ul style="list-style-type: none"> <li>Address the immediate, intermediate, and long-term needs of individuals and families adversely affected by major disasters, identifying gaps in existing assistance programs and try to fill the gaps with innovative programs and resources.</li> </ul>
Goals	<ul style="list-style-type: none"> <li>Identify the scope of the housing need as well as the type (temporary housing, multi-family housing, single-family housing repair, housing removal and replacement).</li> <li>Identify existing resources that can be brought to bear in addressing the needs of those adversely affected by the disaster.</li> <li>Identify and work toward directing additional resources where assistance gaps occur.</li> <li>Explore opportunities created by the disaster to create better affordable housing opportunities in affected communities.</li> <li>Develop a housing strategy.</li> </ul>

**B5. Infrastructure Subcommittee**

Lead Agency	<ul style="list-style-type: none"> <li>Wisconsin Department of Transportation (WisDOT)</li> </ul>
Supporting Agencies	<ul style="list-style-type: none"> <li>Public Service Commission (PSC) of Wisconsin</li> <li>Wisconsin Department of Military Affairs, Division of Emergency Management (DMA/WEM)</li> <li>Wisconsin Department of Natural Resources (WDNR)</li> <li>Wisconsin Department of Safety and Professional Services (DSPS)</li> </ul>
Mission	<ul style="list-style-type: none"> <li>Maximize and expedite relief funding to repair damaged infrastructure.</li> </ul>



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Goals	<ul style="list-style-type: none"> <li>• Review current activities to ensure all infrastructure needs are being assessed.</li> <li>• Identify damage by infrastructure type.</li> <li>• Identify available funding sources to pay for damage.</li> <li>• Identify gaps in damage assessment activities and funding.</li> <li>• Create standard format for reporting infrastructure damage, including lead agency.</li> </ul>
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**B6. Mitigation Subcommittee**

Lead Agency	<ul style="list-style-type: none"> <li>• Wisconsin Department of Military Affairs, Division of Emergency Management (DMA/WEM), State Hazard Mitigation Officer (SHMO)</li> </ul>
Supporting Agencies	<ul style="list-style-type: none"> <li>• National Oceanic and Atmospheric Administration (NOAA), National Weather Service (NWS)</li> <li>• Public Service Commission (PSC) of Wisconsin</li> <li>• U.S. Department of the Interior, U.S. Geological Survey (USGS)</li> <li>• Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)</li> <li>• Wisconsin Department of Natural Resources (WDNR)</li> <li>• Wisconsin Historical Society</li> <li>• Wisconsin Office of the Commissioner of Insurance</li> <li>• Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT)</li> </ul>
Mission	<ul style="list-style-type: none"> <li>• Assist communities during the recovery process to make their communities more disaster resistant.</li> </ul>
Goals	<ul style="list-style-type: none"> <li>• Minimize human, economic, and environmental disruption and reduce the potential for injury and loss of life from natural hazards.</li> <li>• Enhance public education about disaster preparedness and resilience and expand public awareness of natural hazards.</li> <li>• Encourage and promote continued comprehensive hazard mitigation planning and implementation of the plan.</li> <li>• Support coordination and collaboration among federal, state, and local authorities, and non-governmental organizations regarding hazard mitigation activities.</li> <li>• Improve the disaster resilience of buildings, structures, and infrastructure whether new construction, expansion, or renovation.</li> </ul>





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**B7. Radiological Emergency Preparedness (REP) Recovery Workgroup**

It is recognized that the REP program has certain unique requirements that would need to be addressed in a radiological event. Due to these unique needs, the REP Ad Hoc Workgroup was established in the spring of 2015 and is a part of the Wisconsin Recovery Task Force (WRTF). This workgroup is part of short- and long-term recovery planning. In a real event the REP Workgroup would provide the radiological and scientific expertise required by the WRTF.

Lead Agencies	<ul style="list-style-type: none"> <li>• Wisconsin Department of Health Services (WI DHS)</li> <li>• Wisconsin Department of Military Affairs, Division of Emergency Management (DMA/WEM)</li> </ul>
Supporting Agencies	<ul style="list-style-type: none"> <li>• Oneida Tribe of Indians of Wisconsin, Emergency Management Department</li> <li>• Counties impacted and representative from an ingestion county</li> <li>• Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)</li> <li>• Wisconsin Milk Marketing Board (WMMB)</li> <li>• Wisconsin Department of Administration (DOA), Division of Housing (DOH)</li> <li>• University of Wisconsin-Extension</li> </ul>
Mission	<ul style="list-style-type: none"> <li>• Radiological Incidents with Nuclear Power Plants</li> </ul>
Goals	<ul style="list-style-type: none"> <li>• Integrate with all hazards planning and prepare for radiological incidents. Scientific component to be incorporated.</li> <li>• Provide education and outreach to ingestion counties for planning, training, and exercising.</li> </ul>



## **ATTACHMENT C. LONG TERM RECOVERY GROUPS**

### **Purpose**

A long-term recovery group (LTRG) is a cooperative body that is made up of representatives from faith-based, non-profit, government, business and other organizations working within a community to assist individuals and families as they recover from disaster.

LTRGs are as varied in their structure as are the communities in which they work. The personality and operation of each group is unique and reflects local needs, available resources, cultural diversity, leadership style, and community support. No matter how a group is structured or what it calls itself the goal is the same: to unite recovery resources with community needs to ensure that even the most vulnerable in the community recover from disaster.

In 2020 the Wisconsin Department of Health/Department of Administration secured a three-year grant to hire six regional coordinators to promote, educate and assess the relationship partnering with local VOAD's and long-term recovery groups.

### **Organizing a Long-Term Recovery Group**

A long-term recovery group (LTRG) is a cooperative body that is made up of representatives from faith-based, non-profit, government, business and other organizations working within a community to assist individuals and families as they recover from disaster.

LTRGs are as varied in their structure as are the communities in which they work. The personality and operation of each group is unique and reflects local needs, available resources, cultural diversity, leadership style, and community support. No matter how a group is structured or what it calls itself— unmet needs committee, interfaith, organization, coalition, roundtable, partnership, coordinating council, etc.—the goal is the same: to unite recovery resources with community needs to ensure that even the most vulnerable in the community recover from disaster.

#### **Early organizing partners**

In preparing for or responding to disasters in your community, it will be helpful to identify agencies and organizations that commonly provide disaster services. These organizations can become prospective partners for recovery and may be able to assist in the formation and development of your long-term recovery group. Partner agencies may include local and/or state emergency management (EMA), the Federal Emergency Management Agency (FEMA), members of the local and/or state Voluntary Organizations Active in Disaster (VOAD), and members of National VOAD (refer to [www.nvoad.org](http://www.nvoad.org)). Additional stakeholders may include other members of local government, civic organizations, social service agencies, local houses of worship, community foundations,



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community health groups, mental health agencies, information and referral services, and the private sector. Partner agencies can:

- Convene stakeholders to share information concerning the disaster and plans for recovery.
- Identify disaster-related unmet needs and coordinate resources to assist in recovery.
- Mentor and/or provide ongoing training throughout the recovery process.
- Provide financial and other resources that will be needed in the recovery.
- Provide the venue for meetings and/or office space.

#### Long Term Recovery Group Information

It is important to build a strong foundation for long term recovery, which means taking the time to obtain buy in from as many local partners and stakeholders as possible. The following initial steps are suggested:

- Convene a meeting of prospective partners and other concerned stakeholders to discuss the impact that the disaster had on the community as well as possible approaches to recovery. It is important to invite experienced people to help provide guidance to your planning.
- Select from the group a facilitator, convener, temporary chair, or steering committee, and agree on some basic ground rules so that an orderly meeting can be held.
- Collect information on the disaster. Before you can move forward, it will be important to understand the size and scope of the task you will be dealing with. Your state emergency manager and/or your FEMA VAL can obtain much of the information that you will need.

This information will help inform decisions regarding the scope of a long-term recovery group's work as well as the resources that will be needed. This information includes:

- Basic population demographics.
- Formal and informal community leadership structures and their roles in the disaster response.
- Geographic size of impacted area.
- Number of individuals and families affected.
- Number of owner-occupied homes affected and the level of impact.
- Number of rental properties affected.
- Number of businesses and public services affected.
- Other effects on individuals and families (high unemployment, etc.).
- Political and cultural subdivisions or jurisdictions involved.



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- Vulnerable populations affected by the disaster, i.e., elderly, low income, disabled.

## **Developing a mission statement**

A mission statement is a formal, short, written statement of the purpose of the LTRG. The mission statement should guide the actions of the LTRG, state its overall goal for the recovery, provide a sense of direction, and provide a framework for overall decision-making. It's important to take the time to determine what your mission will be.

Sample mission statement:

The mission of the <LTRG> is to provide recovery services to individuals and families affected by <name of disaster> in <name of area> community. Services will be provided regardless of the individuals' race, creed, color, gender, disability, or religious preference. The goal of <LTRG> is to see all our residents fully recover from the disaster.

## **Setting up the structure of your LTRG**

It will become clear after your first meeting that organizational structure will be needed to be successful. The form that your LTRG takes can be highly structured (formal organization with board of directors, management team, and staff) or less structured (committee made up of representatives from local agencies involved in the recovery). There are challenges and benefits to each approach. The key is to identify stakeholders who are committed to the recovery of their community, and to the long-term recovery process. This group should then deliberate the challenges and benefits and decide on the structure that works best for your community. When there is a federal disaster declaration, the FEMA VAL (Voluntary Agency Liaison) assigned to your disaster can assist with the LTRG organizing in addition to bringing national stakeholders to the table.

## **Establishing Policies**

As your LTRG is forming it will be important to develop guidelines for who you will be helping as well as the kinds of services you will provide. Consider the following:

WHO ... are you going to help and how will they be considered eligible? Elderly? Renters? SBA loan denied? Low income? Single parent household? Disabled?

If you are going to get involved in home repair and reconstruction:



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WHAT... is eligible to be repaired or replaced? Main structure only? Detached garages? Deferred maintenance / pre-existing conditions? Outbuildings? Mobile homes? Fencing?

**Establishing a framework of LTRG governance**

Regardless of the structure of your LTRG, oversight and accountability (i.e., governance) is extremely important to a successful long term recovery process. Your LTRG will be handling financial resources, confidential information, and will be providing help and other resources to people in the community who have been traumatized by the disaster. How your LTRG proves itself to be trustworthy in the eyes of the community and your supporters, to a large degree, will determine whether you are successful. The governance structure can take different shapes, but usually includes a board of directors and/or executive committee whose primary responsibility is to set the direction for the group, and to provide ongoing oversight.

Members of the governing body should reflect the diversity of the disaster-affected community and should possess leadership skills along with the ability to work collaboratively. Further, these members should have sufficient authority from the organizations they represent to be able to make commitments and/or speak on behalf of that organization. LTRG leadership may emerge from: Any organization providing resources in the recovery process. Community-based organizations that have extended their regular programs to include disaster recovery needs. Emergency management or government. Faith-based groups and organizations with disaster services. Private sector and civic groups. Religious leaders. Volunteers with expertise in accounting, legal matters, grant writing, human resources, communications, marketing, building trades, etc.

The governing body should: Ensure that the LTRG adheres to the mission statement. Determine the operational structure for the LTRG. Develop a plan for staffing based on the structure adopted, and hire staff as needed (could be paid and/or volunteer). Develop short and long-term goals for the LTRG. Develop operational policies and procedures, which will include assistance guidelines and criteria for meeting disaster-related unmet recovery needs (policies need to be responsive to emerging needs and fluctuating resources). Identify and develop resources, including human, material, and financial. Ensure fair and equitable distribution of resources. Determine a system of financial management, reporting and accountability. Determine whether to incorporate and how financial resources will be handled – will the LTRG utilize the non-profit status of one of its member agencies for receiving and handling financial contribution, or will it apply for its own 501(c) 3 status (see below)? Establish organizational bylaws as needed. Have no more than 12-15 members. Elect officers from within the body. Meet regularly, record minutes of its meetings, and make them available to the public. Develop a communications plan, thus ensuring that all stakeholders, including the public, are kept informed about structure, policies, and program development. It will be very important to the



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long-term viability of the program that success stories are publicized early in the program. Obtain liability, officers and other insurance as needed.

### **Handling financial resources**

Your LTRG will operate as a not-for-profit entity, in some fashion. That means that you will be handling money entrusted to you by individuals, foundations and/or other organizations. As a result, all funds under your control must be administered through a fiscal agent that has legal not-for-profit status. There are two ways to accomplish this: The LTRG may seek out an existing not-for-profit agency within the community to serve as its fiscal agent. This would certainly be the best choice for an LTRG that is small or may be of short duration. The following should be in place:

- The fiscal agent has internal safeguards and record protection procedures, as well as the ability to provide regular financial reports to the LTRG.
- Annual external audits are conducted by the fiscal agent.
- It is important that the agent agree to manage the funds at the direction of the LTRG. The funds are given to and remain the property of the LTRG and not the fiscal agent.

The LTRG should establish a written Memo of Understanding (MOU) with a local fiscal agent. Alternatively, the Internal Revenue Service grants 501(c) 3 status to not-for-profit agencies engaged in charitable, educational, or religious activities, thus allowing donors to claim a tax deduction for their gifts. Incorporating and obtaining legal 501(c) 3 status for your LTRG is not terribly complicated, but it does take some time and carries with it obligations for receipting and providing regular financial reporting. You should seek legal counsel for more information if you chose to become an incorporated not-for-profit agency.

### **Organizational bylaws**

As the mission statement helps to define the need, the philosophy, and the services that the LTRG will provide, the bylaws (even informal) will help identify how the LTRG intends to operate organizationally, and how it will relate to the larger community. Of particular importance within the bylaws is defining the governance structure for the LTRG.

If the structure for your LTRG is more formal and if you chose to apply for your own 501(c) 3 status, then your bylaws need to likewise become more formal. It is recommended that you seek legal counsel should you go in this direction. Often within your community you will find attorneys that are willing to join the long-term recovery effort and offer their services pro bono.



## **ATTACHMENT D. ADDITIONAL RESOURCES FOR RECOVERY**

The Wisconsin Emergency Management Web-site Recovery Tab has additional resources.

- D1.** Donations Management Plan - included as part of the WERP, ESF 7 -Attachment 1
- D2.** Volunteer Management - included as part of the WERP, ESF 7 -Attachment 2
- D3.** Wisconsin Volunteer Organizations Active in Disasters (VOAD) included in ESF -Attachment 1