



**Emergency Support Function #14**

**Long-Term Community Recovery**

**2025**

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## **Emergency Support Function #14 Long-Term Community Recovery**

### **Purpose**

The purpose of ESF #14 is to provide recovery and mitigation efforts to enable communities to recover from the effects of a major disaster. This ESF includes, but is not limited to, post-incident assessments, plans and activities.

### **Scope**

Recovery and mitigation efforts support local governments or communities in restoration following damages sustained as the result of a major disaster. This support may involve coordination of local, county, state and federal disaster assistance. Informational gathering of damages would include individual, business and public damage assessment needs and other related information required to mitigate the incident.

Recovery activities begin when the immediate threats to life and property have been addressed and restoration activities have been identified by damage assessments. Emergency Management works closely with local communities to address the long-term unmet needs of those affected communities.

Recovery activities are dependent upon thorough and accurate damage assessments conducted in coordination with local officials and the Emergency Management Department.

This uniform process will assist affected communities with recovery and aid in overall mitigation.

This ESF coordinates with the following:

- ESF #3 – Public Works and Engineering
- ESF #5 – Emergency Management
- ESF #6 – Mass Care, Housing and Human Services
- ESF #8 – Public Health and Medical Services
- ESF #10 – Hazardous Materials
- ESF #11 – Agriculture and Natural Resources
- ESF #13 – Public Safety and Security

## Policies

### **Damage to Historical Sites:**

The Wisconsin Historical Society serves as the principal historic preservation agency of the State. The Society identifies historic and archeological sites along with review of federal and state funded, licensed, and permitted activities affecting cultural and historic properties. Their general responsibilities related to cultural and historic resources are listed in Wis. Stats. 44.34. Cooperation with other state agencies is found in Wis. Stats. 44.39 and 44.40. Protection of human burials from disturbance is found in Wis. Stats. 157.70.

## **Concept of Operations**

ESF #14 will be implemented for large-scale or catastrophic incidents. The impact to the local communities can be long-term and must be addressed to determine continuity of operations for businesses, government and the community infrastructure.

### **Step 1 – Declaration Process**

- Declarations of emergency may be implemented by the local authorities or county authorities if resources are overwhelmed and outside assistance is needed
- The signed declaration is forwarded to County Emergency Management
- This declaration is sent to Wisconsin Emergency Management and may be forwarded to the Governor's office for assistance
- If the need is justified and limits met, the Governor may declare a State of Emergency and request Federal assistance
- This declaration opens emergency spending for County departments to provide the necessary response within the approved FEMA categories
- The County departments are responsible for tracking costs and seeking budget adjustments as needed

### **Step 2 – Damage Assessment**

#### **Damage Reporting for the Public**

After an event, a news release will be issued notifying the general public how to report damage using 2-1-1. Staff at 2-1-1 will document damage reports in Outagamie County to homes, businesses, and other buildings and forward them on to Outagamie County Emergency Management. Damage reports assist the local Emergency Managers and damage assessment teams to

identify damaged areas within their municipalities and assists them in completing the Uniform Disaster Situation Report (UDSR).

### Damage Assessment Teams

The initial damage assessment should be conducted as soon as the area is deemed safe to enter by authorized personnel. Damage assessment should be completed by local authorities. If additional assistance is needed local authorities should coordinate with staff from County Emergency Management or County EOC if activated. Damage assessment teams will utilize the Damage Assessment App (Survey123) to conduct the assessments. The link to the live version is activated and maintained by Wisconsin Emergency Management.

Initial assessments include the extent of damages to homes, businesses, public facilities, and any unmet local needs. An updated damage assessment will be needed throughout the response and recovery process, resulting in resubmitting the UDSR as needed. Additionally, photographs will be taken by damage assessment teams for documentation.

### **Step 3 – County Buildings/Personnel and Recovery**

If County infrastructure, buildings, or personnel are impacted by a large scale event and operations of a department must be relocated, then the Continuity of Operations Plan (COOP) and the Outagamie County Continuity of Government (COG) Plan may be activated. For further information on this plan and its activation process please contact Emergency Management.

### **Step 4 – Financial Assistance**

Follow-up assessments may be conducted by State and Federal representatives to verify unmet needs. The Stafford Act provides stipulations for disaster relief to local communities. State statutes provide relief funding for the disasters not covered by the Federal government as funds allow. Federal support is based on the type, extent and duration of the incident.

***Individual Assistance*** (IA) helps individuals, families, and households following a federally declared disaster (Attachment 1 Individual Assistance Sequence of Delivery).

Individuals MUST register with FEMA to receive aid either at 1-800-621-FEMA, TTY 1-800-462-7585, [www.fema.gov/assistance](http://www.fema.gov/assistance), or at a Disaster Recovery Center (if activated).

Programs available for Individual Assistance:

- Emergency Assistance/Voluntary Agencies
- Individuals and Households Program (IHP)
- Small Business Administration (SBA)
- Disaster Unemployment Assistance (DUA)
- Crisis Counseling Program (CCP)
- Disaster Legal Services (DLS)
- Cora Brown Fund (CBF)
- Community Development Block Grant Program (CDBG)

**Public Assistance** (PA) helps governments, publicly-funded entities, and certain private non-profits rebuild and recoup costs following a federally declared disaster. Funding is cost-shared at a federal share of no less than 75% of eligible costs, and states up to 12.5%, local government remaining amount (Attachment 2).

Emergency work categories eligible for funding under PA:

- Debris removal
- Emergency protective measures

Permanent work eligible for funding under PA:

- Roads and bridges
- Water control facilities
- Public buildings and contents
- Public utilities
- Parks, recreational and other facilities

To receive a Presidential declaration, the disaster damage in the County and the State need to meet two criteria:

- Countywide damage threshold per capita
- Statewide damage threshold per capita

### **Step 5 – Assess if a Long-Term Community Recovery Planning Process is needed**

This is an in-depth process focusing on the overall community needs (Attachment 3).

### **Step 6 – Long-Term Recovery/Unmet Needs Committee**

This committee may be completed with or without the Long-Term Community Recovery Planning Process depending on disaster impact.

A Long-Term Recovery Committee (LTC) is an organized group formed in the immediate aftermath of an event that focuses their efforts and resources on meeting the unmet, uninsured, essential needs of disaster-affected individuals and families. This may be achieved in conjunction with the Outagamie County Voluntary Organizations Active in Disaster (VOAD) depending on the incident. The cases are presented to the committee when the case needs are beyond the capability of the particular agency.

Any organization providing resources in the recovery process for a disaster causing human needs can participate. A local community-based organization can participate if they have extended their regular programs to include disaster-related needs.

Participation is voluntary. Participation generally falls into one or more of three categories: people, money, or materials. Expertise and services are part of these. Examples: an agency which can provide organizational expertise or an agency that can provide a regular meeting place. Neither agency may be able to directly provide dollars for the recovery effort. Participants would be expected to attend meetings regularly or send a substitute from their organization.

Outagamie County Emergency Management along with City of Appleton Emergency Management are coordinating with Winnebago County EM and Calumet County EM to create a Tri-County Long-Term Recovery Committee. This project is in the early phases and work will continue into 2026. Any documents relating to the forming of the Tri-County Long-Term Recovery Committee will be included in this ESF as an attachment upon completion and approvals.

# **Primary and Supporting Agencies**

## **Outagamie County**

### **Primary Agencies**

County Emergency Management/Local Emergency Management  
County Health and Human Services (HHS)  
County Health and Human Services – Public Health Division

### **Supporting Agencies**

County Development and Land Services  
County Finance Department  
County Recycling and Solid Waste  
County Sheriff/Local Law Enforcement  
Local Municipality

## **State of Wisconsin**

### **Primary Agency**

Wisconsin Emergency Management (WEM)

### **Supporting Agencies**

Department of Health Services  
Department of Natural Resources (DNR)  
Department of Transportation (DOT)  
Department of Administration (DOA)  
Public Service Commission (PSC)  
Department of Military Affairs (DMA)  
Department of Commerce  
Department of Agriculture, Trade and Consumer Protection (DATCP)

### **Likely Support Includes**

- Support the local entities with emergency operations by providing specialized personnel, equipment and supplies
- Provide financial support if available
- Procure private sector resources to support local entities with public works operations

## **Federal**

### **Primary Agency**

Department of Homeland Security  
Federal Emergency Management Agency (FEMA)

### **Supporting Agencies**

Department of Agriculture  
Department of Defense  
Department of State  
Department of Treasury  
General Services Administration

## Responsibilities and Tasks

**Primary Agency: County Emergency Management/Local EM**

### Mitigation and Preparedness Phase

- Support this ESF and other supporting ESFs
- Identify critical infrastructure to document the economic and social impact losses and apply this to the Hazard Mitigation Plan
- Attend and participate in provided training and exercises
- Encourage municipalities to develop their Emergency Operation Plan (EOP)/Emergency Response Plan (ERP), train and exercise their plans

### Response Phase

- Activate the EOC, then COG, if needed
- Upload UDSR into WebEOC within 72 hours of incident and update often
- Develop an Incident Action Plan (IAP) for each operational period of the Emergency Operations Center (EOC)
- Provide donations management information to the Public Information Officer (PIO) for distribution
- Coordinate with VOAD to discuss current and future unmet needs
- Activate United Way 2-1-1 to track damages or any unmet needs in the community
- Coordinate and share information and press releases with United Way 2-1-1
- Request Development and Land Services and Tax Assessor evaluate the social and economic consequences in the impacted area(s).
- Determine with community stakeholders if a Long-Term Community Recovery Planning Process is needed (Attachment 3).
- Initiate the Long-Term Recovery Committee to support community needs and to advise on the long-term recovery implications
- Coordinate with the local municipality to set up evening town-hall meetings for residents as needed
- Participate in the American Red Cross Multi-Agency Resource Center (MARC) if activated

### Recovery Phase

- Coordinate with the EOC and local Incident Command (IC) for re-entry plan for evacuees

- Coordinate the Preliminary Damage Assessment, Public Disaster Assessment, and federal financial support
- Work with Wisconsin Emergency Management (WEM), Federal Emergency Management Agency (FEMA), VOAD, and local agencies to set up the Disaster Recovery Center
- Develop and review mitigation strategies and tactics used during the incident and apply them to the planning process
- Coordinate debris removal with Recycling and Solid Waste as well as PIO
- Participate in the debriefing and After Action Review (AAR)

## **Responsibilities and Tasks**

**Primary Agency: County Health and Human Services Department**

### **Mitigation and Preparedness Phase**

- Identify public and private partners to coordinate planning activities
- Maintain partner contact information

### **Response Phase**

- Guidance and information addressed in ESF #6
- Assist and coordinate with Emergency Management, all aspects of response and recovery efforts
- Support with internal planning processes and protocols for identifying financial and economic needs
- Work with Emergency Management and VOAD to determine and resolve unmet needs
- Participate in the MARC if activated
- Work with State officials for needed support
- Aging and Long-Term Support Division**
  - Notify partner organizations of the emergency or disaster and provide resources as needed
  - Distribute food safety information to nutrition programs for at-home and congregate care
  - Reach out to partnership organizations which serve the elderly and people with access and functional needs living in independent community settings to identify unmet needs
  - Receive reports of unmet needs and share with the HHS Administration who will share with the EOC
- Mental Health Division**
  - Review the county client list for individuals possibly affected by the disaster
  - Contact community mental health agencies who provide services to county mental health clients to determine if any of these clients were impacted by the disaster
  - If needed, participate with teams who are providing a second round of damage assessment in the affected area to determine if there are individuals/families with any unmet mental health needs

- Assign case managers to follow up with individuals with needs arising from the disaster, ensure they are following up with the referred resources
- Share relevant concerns within HHS and also with the Long-Term Recover Committee

## **Recovery Phase**

- Participate in the debriefing and After Action Review (AAR)
- Mental Health Division**
  - Coordinate with HHS, Emergency Management and other County partners to set up a community event to encourage recovery and rebuilding (i.e. planting trees, creating a memorial site)

## Responsibilities and Tasks

**Primary Agency: County Health and Human Services – Public Health Division**

### Mitigation and Preparedness Phase

- Provide preparedness information to licensed facilities, community partners, and community members
- Educate and consult licensed establishments about damage assessments after a disaster
- Maintain partner contact information
- Maintain HHS facility data base and licensed establishment database

### Response Phase

- Distribute safety information to those under alternate living conditions because of the disaster (i.e. without electric service)
- Utilize network of community partners to distribute Outagamie County Emergency Resource Information Cards to residential properties that have been impacted or sustained damage. This informational resource may be distributed to others as the need arises.
- Environmental Health Unit would provide key messages (food safety, generator safety, flooding safety, and HHS emPOWER members) to affected licensed establishments and residences
- Coordinate public health messages with the PIO in the EOC
- Assist with WIC clients in lost WIC benefits
- Coordinate with UW-Extension in distributing information
- Partner with Emergency Management in their business damage assessment regarding licensed establishments
- Receive reports of unmet needs and share with the HHS/EOC staff representatives
- Environmental Health Unit will conduct inspections of licensed establishments as needed
- Participate in the MARC if activated

### Recovery Phase

- Participate in the debriefing and After Action Review (AAR)
- Participate in the Long-Term Recovery Committee

## **Responsibilities and Tasks**

**Supporting Agency: County Development and Land Services**

### **Mitigation and Preparedness Phase**

None noted

### **Response Phase**

- Participate in the recovery and mitigation process by identifying any zoning changes needed

### **Recovery Phase**

- Determine with community stakeholders if a Long-Term Community Recovery Planning Process is needed (Attachment 3- Long-Term Community Recovery Planning Process)
- Participate in the debriefing and After Action Review (AAR)

## **Responsibilities and Tasks**

**Supporting Agency: County Finance Department**

### **Mitigation and Preparedness Phase**

None noted

### **Response Phase**

- Guidance and information addressed in ESF #7
- Assist Emergency Management and other departments in tracking costs
- Assist Emergency Management in completing federal financial documents
- Provide administrative support for financial related matters related to the continuity of Outagamie County's operations
- Send a representative to the county EOC if activated

### **Recovery Phase**

- Participate in the debriefing and After Action Review (AAR)

## **Responsibilities and Tasks**

**Supporting Agency: County Recycling and Solid Waste**

### **Mitigation and Preparedness Phase**

None noted

### **Response Phase**

- Activate the Debris Management Plan in ESF #3
- Accept and track incoming debris at the County Debris Management site from local municipalities
- Coordinate with local municipality contracts for debris removal and delivery to landfill
- Develop records for landfill operations and acceptable debris, according to FEMA standards

### **Recovery Phase**

- Participate in the debriefing and After Action Review (AAR)

## **Responsibilities and Tasks**

**Supporting Agency: County Sheriff/Local Law Enforcement**

### **Mitigation and Preparedness Phase**

None noted

### **Response Phase**

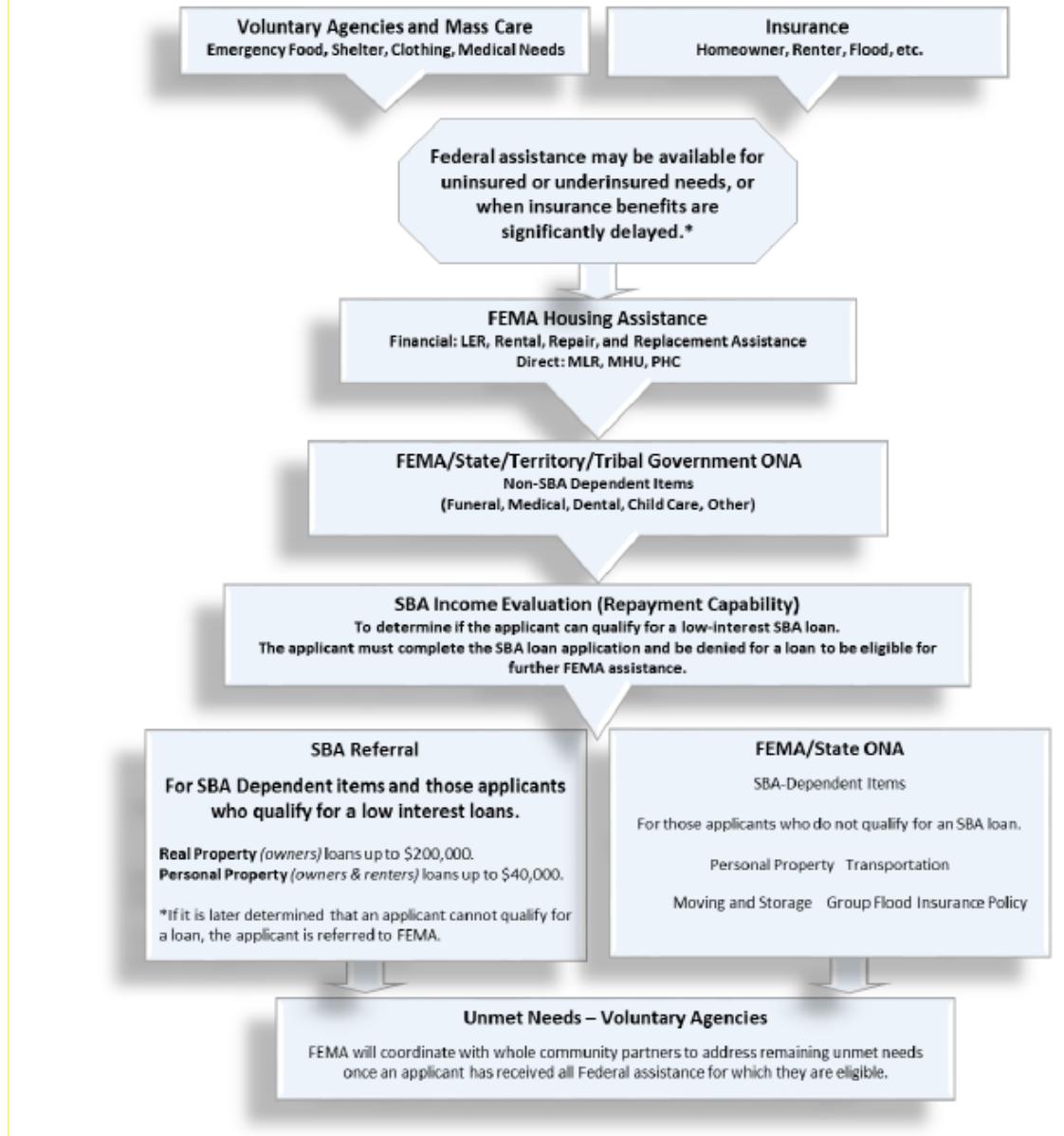
- Provide security in the area affected by the emergency to protect the public and private property during re-entry

### **Recovery Phase**

- Participate in the debriefing and After Action Review (AAR)

## Attachment 1– Individual Assistance Sequence of Delivery

### Disaster Assistance Sequence of Delivery

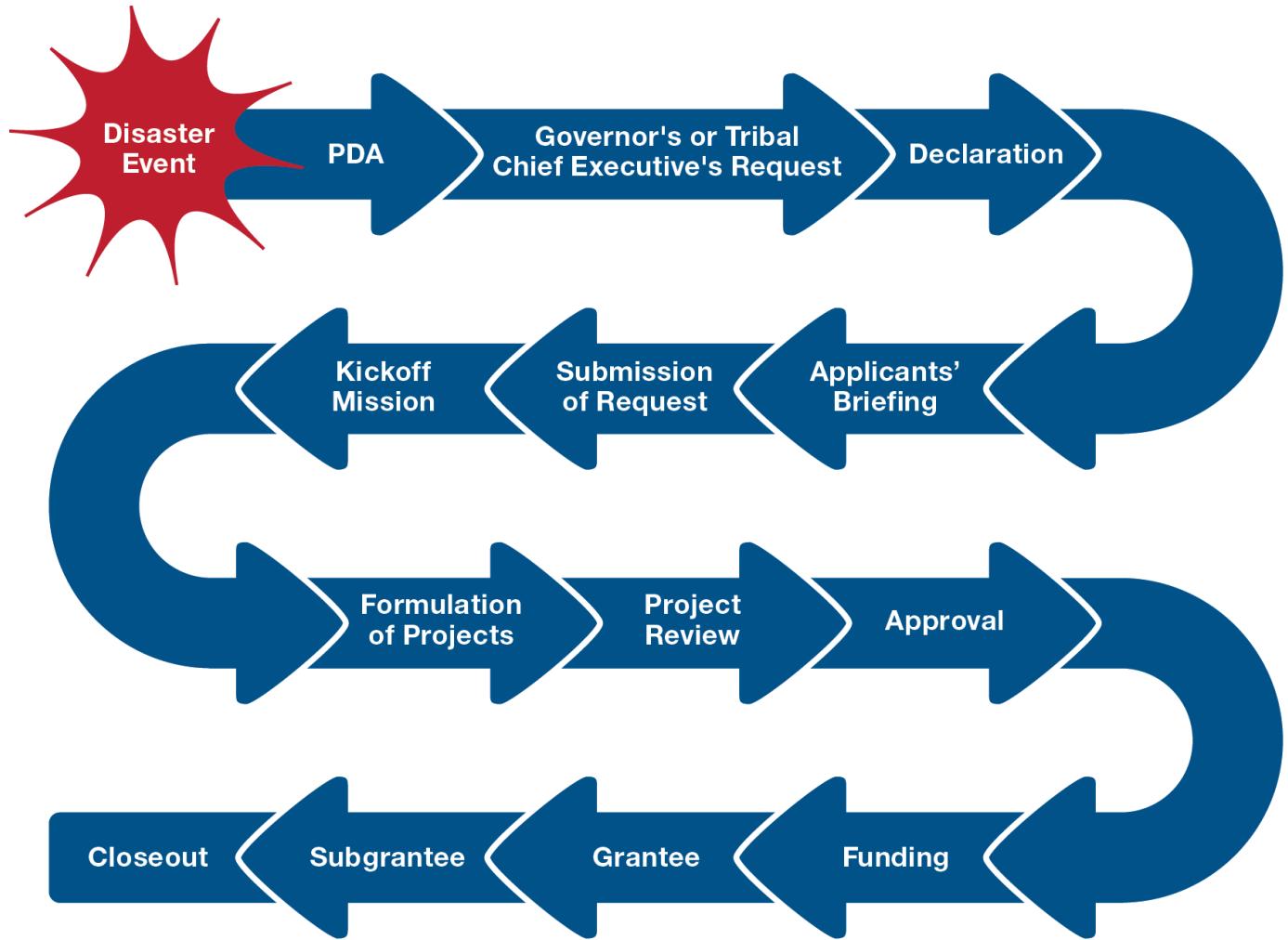


(<https://www.fema.gov/assistance/individual/program>)

MLR-Multi-Family Lease and Repair  
MHU-Manufactured Housing Unit  
PHU-Permanent Housing Construction  
LER-Lodging Expense Reimbursement  
ONA-Other Needs Assistance

SBA-Small Business Administration

## Attachment 2 – Public Assistance Process



Maximum amount of Small Project Grants for PA (<https://www.fema.gov/public-assistance-indicator-and-project-thresholds>)

PDA-Preliminary Damage Assessments

PA- Public Assistance

## Attachment 3 – Long-Term Community Recovery Planning Process

There are 13 separate steps which comprise the long-term community recovery planning process after a disaster. Some steps must be completed chronologically and others can be done concurrently. Please see the diagram below for a timeline of actions.

### LTCR Planning Process Checklist

#### 1. Assessing the Need

- Extent/type of damages sustained by geographic areas
- Identify the potential long-term impacts of these damages
- What do we need if we don't undertake LTCR?
- Determine housing sector need
  - Quantity
  - Quality
  - Type
  - Location
- Determine economic sector need
- Infrastructure/environment need
- Conduct Strength Weakness Opportunity Threat (SWOT) analysis

#### 2. Selecting a Leader and Outlining a LTCR Program

- Select Leader
- Establish a planning team
- Establish a time frame

#### 3. Securing Outside Support

- County or adjacent counties
- Development & Land Services - Planning
- State agencies
- Federal agencies
- Adjacent communities
- Professional organizations
- Educational institutions

- Private sector
- Non-profits
- Other Voluntary Organizations Active in Disaster (VOAD) entities
- Establish coordination mechanism(s)

#### 4. Establishing a Public Information Campaign

- Appoint Public Information Officer
- Establish a Joint Information Center (JIC)
- Establish contacts with all local media
  - Newspaper(s)
  - Radio Station(s)
  - TV Station(s)
- Contacts with Groups/Organizations
  - LTCR Team
  - Mass retailers
  - School system
  - Chambers of Commerce
  - Volunteers
  - Faith-based groups

#### 5. Reaching Consensus

- Mapping network of stakeholders
  - General public
  - Private sector
  - Government
  - Other groups
- Work with media
- Address conflicts

#### 6. Identifying LTCR Issues

- Meetings to identify issues
  - Local government leaders
    - Elected officials
    - Management officials
  - Groups, organizations, agencies

- Rethinking community vision
- Improvements versus pre-disaster conditions
- New opportunities identified
- Listing of all issues
- Conduct public meetings
- Publish public comments

## 7. Articulating a Vision and Setting Goals

- Set forth vision statement
- Gather facts/build support
- Draft goals
- Evaluate goals
  - General public
  - Government
  - Outside support
  - LTCR planning team

## 8. Identify, Evaluate and Prioritize LTCR Projects

- Identify projects
  - Projects proposed by FEMA and other agencies
    - Public Assistance projects
    - Mitigation projects
    - Other federal agencies
      - EDA
      - DOT
      - Etc.
  - Projects aimed at addressing issues & achieving vision
  - Evaluate projects – Project Recovery Value Worksheet
  - Opportunity to link projects
  - Assign recovery value

## 9. Developing a LTCR Plan

- Identify issues
- First community meeting
- Publish comments from first meeting

- Prepare draft plan
- Distribute draft
- Solicit comments on draft
  - Public meeting
  - Individual/group meetings
  - Local government
  - State and federal partners
  - Other
- Publish comments
- Prepare final draft
- Present final draft to local government
- Other creative materials to keep plan “alive”

#### 10. Choosing Project Champions

- Champion for each project
- Solicit comments suggestions

#### 11. Preparing a LTCR Funding Strategy

- Review funding sources
  - Public agencies (Local, State, Federal)
  - Non-profit organizations
  - Private foundations
  - Other organizations or entities
  - Public Assistance project funding
  - Hazard mitigation project funding
- Opportunity to leverage
- Funding package for each project

#### 12. Implementing the Plan

- Identify who is in charge of implementation process
- Appoint implementation manager
- Set priorities

#### 13. Updating the Plan

- Changes and modifications

- Communication with public
- Specific plan updates
- Quarterly report
- Semi-annual report
- Annual report

