

Comprehensive Emergency Management Plan (CEMP)

Annex IV

Recovery



***Butte–Silver Bow Homeland Security and Emergency
Management Agency***

Annex IV Recovery

How do we get back to the way we were before the incident?

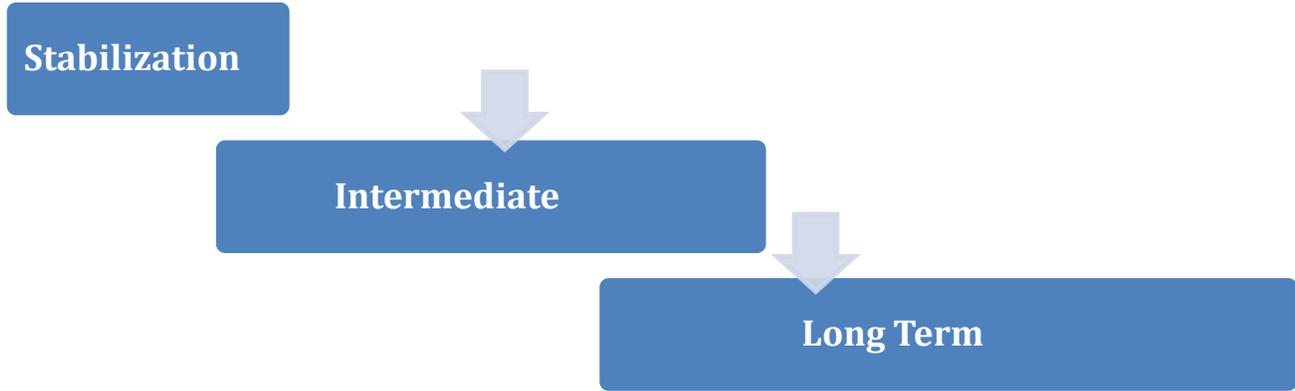
A. City-County of Butte – Silver Bow Concept of Recovery Operations.

1. Recovery Phases.

- a. A community response to disaster events follows a “*phased approach*” that includes two general phases: short-term or stabilization and long-term with an intermediate time period.
 - The recovery phase begins during the response phase. Initial focus is on impact assessment.
- b. Short-term (stabilization) recovery operations will begin during the response phase of the emergency. The goal of short-term recovery is to restore local government services to at least minimal capacity. Short-term recovery includes:
 - Utility restoration.
 - Expanded social, medical and mental health services.
 - Re-establishment of local government operations.
 - Transportation restoration.
 - Debris removal and clean-up operations.
 - The abatement and demolition of hazardous structures.
- c. The goal of long-term recovery is to restore the community to a pre-disaster condition if possible. The major objectives of long-term recovery operations include:
 - Coordinated delivery of long-term social and health services.
 - The effective integration of mitigation strategies into recovery planning and operations.
 - Improved land use planning.

- Re-establishing the local economy to pre-disaster levels.
- Recovery of disaster response costs.

Notional Recovery Continuum



Week 1	Week 2	Week 3	Week 4	Week 5	Week 6	Week 7	Week 8	Week 9	Week 10
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2. Recovery Functions.

a. Recovery Functions (RFs) represent groupings of types of recovery activities and programs that the City/County and its citizens are likely to need following disaster. City-County RFs include:

- RF # 1** Impact Assessment (Disaster Assessment)
- RF # 2** Continuation of Government
- RF # 3** Public Information; Community Relations
- RF # 4** Human Services (Short-term)
- RF # 5** Individual Assistance
- RF # 6** Volunteers and Donations
- RF # 7** Unmet Needs
- RF # 8** Debris Management
- RF # 9** Reentry, Security
- RF # 10** Health
- RF # 11** Safety
- RF # 12** Repair and Restoration of Public Infrastructure, Services, Buildings (Public Assistance)

- RF # 13** Building Inspections and Permits
- RF # 14** Rebuilding, Construction, Repairs, Restoration
- RF # 15** Housing
- RF # 16** Redevelopment (Planning and Community Development)
- RF # 17** Economic Restoration and Development
- RF # 18** Environmental Concerns
- RF # 19** Mitigation
- RF # 20** Recovery Administration and Finance
- RF # 21** Mutual Aid

3. Recovery Responsibilities.

a. All City-County Departments are encouraged to:

- Review damage reports and other analyses of post disaster circumstances, compare these circumstances with mitigation opportunities, and identify areas for post disaster development changes.
- Initiate recommendations for enactment, repeal, or extension of emergency ordinances, moratoriums, and resolutions.
- Recommend and implement an economic recovery program focusing on local community needs.
- Recommend zoning changes in damaged areas.
- Recommend land areas and land-use types that will receive priority in the recovery and reconstruction process.
- Recommend procedural changes for non-vital regulations and development standards to reduce reconstruction time.
- Initiate recommendations for relocation and acquisition of property in damage areas.
- Initiate a property owner notification program to inform nonresident property owners of damages incurred to their property and any post disaster requirements or restrictions imposed by local authorities.
- Evaluate damaged public facilities and formulate reconstruction, mitigation, or replacement recommendations.

- Participate in the preparation of a community redevelopment plan.
 - Make recommendations for new ordinances, plans, codes, and/or standards to assist in recovery from future disasters.
- b. Certain City-County Departments, Agencies and Organizations will be assigned by the EOC Manager to lead specific recovery functions as per the Recovery Incident Action Plan. Each “primary” agency will be responsible for coordinating the implementation of their recovery function (RF) and will be responsible for identifying the resources (support departments and organizations) within the RF that will accomplish the post disaster activities.

4. Recovery Incident Action Plan and Task Force.

- a. Recovery activities are operational in nature and begin while response operation activities are still underway. For most events, these activities will begin in the City-County Emergency Operations Center (EOC) as staff work to assemble data on the extent of damages.
- b. A Recovery Planning Unit is established in the City-County EOC to begin the first draft of a “Recovery Incident Action Plan (RIAP)” for use by the Recovery Task Force. The RIAP is based on situation, damage and impact assessments developed by the EOC Planning Section.
- c. As the emergency response phase stabilizes, the Director of the Homeland Security and Emergency Management Agency or EOC Manager begins the coordination of disaster recovery activities and recommends the activation of the Recovery Task Force as appropriate.
- d. The City-County may establish a “Recovery Task Force” to:
- Oversee the recovery and reconstruction process, and to serve as an advisory committee to the Chief Executive and/or Council of Commissioners.
 - Identify mitigation opportunities, identify resources, and ensure maximum control over the recovery process.
- e. “Recovery Task Force” responsibilities may include, but not limited to:
- Preparing a redevelopment plan.
 - Developing procedures to carry out build back policies.
 - Developing policies for redeveloping areas that have sustained, repeated disaster damage.
 - Develop policies that promote mitigation from future damage.

- Develop priorities for relocating and acquiring damaged property.
- f. The Recovery Task Force will develop a specific, more refined recovery incident action plan based on the first draft developed by the EOC Plans Section. This event specific RIAP, in part, will specify which “recovery functions” are to be activated. The RIAP also defines a phased recovery program with a priority of work plan, i.e. priorities and actions to be taken to:
 - Eliminate life–threatening conditions.
 - Restore utility and transportation services.
 - Provide and restore suitable housing conditions.
 - Resume normal economic activity.
 - Expedite the securing of financial assistance from both the public and private sectors.
 - Restore other important City–County services to normal levels.
 - Restore the community’s physical facilities, both public and private, such as waste collection, street lighting, street cleaning, traffic control, schools, nurseries, day care, etc.
 - Return of all essential services (i.e., water, sewage, electricity, gas, etc.).
 - Return personnel to normal work schedules and assignments.

5. Recovery Facilities.

- a. A Joint Field Office (JFO) is established to facilitate federal–state coordination of private and public disaster assistance. The Governor appoints (or has previously appointed) a “Governor’s Authorized Representative (GAR)” to collaborate with federal officials and to represent the state’s interests. The President appoints a federal coordinating officer (FCO) to coordinate federal assistance and requests the Governor to designate a state coordinating officer (SCO). The SCO coordinates state and local efforts, working closely with the FCO.
- b. Disaster Recovery Centers (DRC's) may be established to manage the cooperative effort between the local, state, and federal government for the benefit of disaster victims (individuals, families and small businesses). Agencies and organizations offering assistance provide representatives to the DRC where disaster victims may receive information and referral to the specific agencies/organizations that can best meet their needs. Application for assistance should initially be made through the national tele–registration hot–line (1–800–462–9029 or TDD 1–800–462–7585). FEMA, state and local emergency management will jointly determine the locations, dates and times for the operation of DRC's.

B. Two Types Of Federal Assistance.

1. Assistance under a declaration of “EMERGENCY” is specialized assistance to meet a specific need and is generally limited to those actions which may be required to save lives and protect property, public health, safety, or to lessen the threat of a more severe disaster. (Note: Under 44 CFR, subpart E, a five (5) million dollar cap for debris removal and emergency management measures.) Examples of emergency assistance are:
 - Emergency mass care, such as emergency shelter, emergency provision of food, water, medicine, and emergency medical care.
 - Clearance of debris to save lives and protect property and public health and safety.
 - Emergency protective measures, including: Search and rescue; Demolition of unsafe structures; Warning of further risks and hazards; Public information on health and safety measures; Other actions necessary to remove or to reduce immediate threats to public health and safety, to public property, or to private property when in the public interest.
 - Emergency communications.
 - Emergency transportation.
 - Emergency repairs to essential utilities and facilities.
2. Assistance under a declaration of “MAJOR DISASTER” provides a wide range of assistance to individuals and/or to local and state governments and certain non-profit organizations. See Sections D and E on the following pages.
3. Disaster Information and Referral Centers (DIRCs).
 - a. Butte – Silver Bow Homeland Security and Emergency Management may establish sites that are strategically located throughout the County and will serve as Disaster Information and Referral Centers (DIRCs). The purpose of these centers is to provide disaster relief information and referral services to the affected residents of Butte – Silver Bow. Additionally, if the disaster is of a catastrophic nature and causes widespread damage throughout several segments of the Butte – Silver Bow, the information and referral services may be augmented to include other disaster relief services such as distribution of food, water, disaster relief supplies and donated goods.
 - b. If a presidential declaration is issued or one is expected, DIRCs may be established for the period prior to the opening of Disaster Recovery Centers (DRCs). Whenever possible, DIRC locations will be converted to DRCs.

C. Human Services – Individual Assistance.

1. Individual Assistance Programs.

- Temporary housing, until alternative housing is available, for disaster victims whose homes are uninhabitable. Home repair funds for uninsured losses may be given to owner-occupants in lieu of other forms of temporary housing assistance, so that families can quickly return to their damaged homes. Other forms of assistance include rental assistance up to 18 months and/or use of mobile homes.
- Disaster unemployment assistance and job placement assistance for those unemployed as result of a major disaster and who have used up their regular unemployment benefits.
- Individual and family grants to help meet disaster-related necessary expenses or serious needs when those affected are unable to meet such expenses or needs through other programs or other means.
- Legal services to low-income families and individuals.
- Crisis counseling and referrals to appropriate mental health agencies to relieve disaster-caused mental health problems.
- Loans to individuals, businesses, and farmers for repair, rehabilitation or replacement of damaged real and personal property and some production losses not fully covered by insurance.
- Agricultural assistance, including technical assistance; payments covering a major portion of the cost to eligible farmers who perform emergency conservation actions on farmland damaged by the disaster; and provision of federally owned feed grain for livestock and herd preservation.
- Veterans assistance, such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Department of Veterans Affairs (VA) if a VA-insured home has been damaged.
- Tax relief, including held from the Internal Revenue Service in claiming casualty losses resulting from the disaster, and state tax assistance.
- Waiver of penalties for early withdrawal of funds from certain time deposits.
- The Cora Brown Fund, to assist victims of natural disasters for those disaster-related needs that have not been or will not be met by other programs.

2. Other programs can include:

- Low Interest Deferred Payment Loan Program, available to home owners and rental property owners for repair or reconstruction of real property damaged or destroyed in a natural disaster. Applicants must first exhaust insurance or all other federal and state disaster assistance in order to qualify.

- Housing and Urban Development Program, offered to low income applicants. Program will pay a percentage of rental costs for a maximum of eighteen months.
- Social Security Assistance, help in expediting delivery of checks delayed by the disaster, and in applying for social security disability and survivor benefits.
- Emergency Individual and Family Needs, emergency food, clothing, shelter, and medical assistance may be provided to individuals, families having such needs as a result of the disaster.
- Contractor's Licensing, guidance in obtaining licensed contractors to assist home owners in repair or restoration of damaged property.
- Insurance Information, advice to persons on insurance requirements, claims, and problems with settlement.
- Consumer Fraud Prevention, a program to obtain consumer advice, and to report consumer fraud and price gouging.

D. Infrastructure – Public Assistance.

1. The Public Assistance Program is intended to help repair or replace damaged/destroyed public property and infrastructure. After a Presidential Disaster Declaration, Montana Disaster and Emergency Services (DES) and Federal Emergency Management Agency (FEMA) will join Butte – Silver Bow in determining the extent of damages and will conduct “Applicant’s Briefings” to clarify public assistance requirements, procedures, and eligible projects. The federal government can provide a minimum of 75% of the funding for the recovery work that FEMA rules as eligible.
2. Other eligible projects can be found in the Montana DES: Local Government Disaster Information Manual, Tab G, Emergency and Disaster fund “Handbook for Applicants”.
3. Project Applications. The Project Application is the document which summarizes total dollar cost of all public assistance, and incorporates required assurances and agreements between Butte – Silver Bow, the Montana DES and the Federal Emergency Management Agency. Details on eligible projects are found in the Montana DES: Local Government Disaster Information Manual.
4. Project Worksheets. The basis for Project Applications are the “Project Worksheets” which identify the damaged property, define the scope of work, and establish the cost of repair or replacement. These are prepared by a Butte – Silver Bow/state/federal team. The Project Worksheets may be supported by engineers or contractor estimates, photographs, maps, and other appropriate data. The scope of work, as outlined on the Project Worksheet, is the guideline for determining eligibility.

5. Butte – Silver Bow responsibilities will include:
 - Compiling a list of all sites where damage occurred.
 - Documenting all the damage.
 - Coordinating the damage survey team(s).
 - Reviewing and signing all Project Worksheets.
 - Selecting project funding options.
 - Project management.
 - Preparing reports and documentation.
 - Participating in final inspections.
 - Participating in audits.
 - Providing insurance for approved projects.
6. Other forms of Public Assistance which may be made available under a Presidential declaration of a major disaster include:
 - Use of federal equipment, supplies, facilities, personnel, and other resources (other than the extension of credit) from various federal agencies.
 - Community disaster loans, payment of school operating expenses, repairs to federal-aid system roads, repairs to projects.
7. Federal requirements tied to financial assistance:
 - The Disaster Relief Act of 1974 requires that an applicant, for assistance for the repair or restoration of damaged public or private nonprofit facilities, shall purchase and maintain such insurance as may be reasonably available, adequate and necessary to protect such facilities against future loss.
 - In addition, the applicant must comply with appropriate hazard mitigation, environmental protection, flood plain management and flood insurance regulations as a condition for receiving federal disaster assistance.

E. Hazard Mitigation Plan/Program.

1. Should Butte – Silver Bow receive public disaster assistance, a Hazard Mitigation Plan/Program will be required to pursue mitigation measures to help ensure against similar damage in the future.

F. Attachments.

1. National Response Framework: Stafford Act Support To States – Overview Of Stafford Act Support To States

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*Attachment 1***NATIONAL RESPONSE FRAMEWORK: STAFFORD ACT SUPPORT TO STATES
OVERVIEW OF STAFFORD ACT SUPPORT TO STATES**

This overview illustrates actions Federal agencies are likely to take to assist State, tribal, and local governments that are affected by a major disaster or emergency. Key operational components that may be activated include the National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), Joint Field Office (JFO), and Disaster Recovery Centers (DRCs).

1. The Department of Homeland Security (DHS) National Operations Center continually monitors potential major disasters and emergencies. When advance warning is received, DHS may deploy—and may request that other Federal agencies deploy—liaison officers and personnel to a State emergency operations center to assess the emerging situation. An RRCC may be fully or partially activated. Facilities, such as mobilization centers, may be established to accommodate Federal personnel, equipment, and supplies.
2. Immediately after a major incident, tribal and/or local emergency personnel respond and assess the situation. If necessary, those officials seek additional resources through mutual aid and assistance agreements and the State. State officials also review the situation, mobilize State resources, use interstate mutual aid and assistance processes such as the Emergency Management Assistance Compact to augment State resources, and provide situation assessments to the DHS/Federal Emergency Management Agency (FEMA) regional office. The Governor activates the State emergency operations plan, declares a state of emergency, and may request a State/DHS joint Preliminary Damage Assessment (PDA). The State and Federal officials conduct the PDA in coordination with tribal/local officials as required and determine whether the impact of the event warrants a request for a Presidential declaration of a major disaster or emergency. Based on the results of the PDA, the Governor may request a Presidential declaration specifying the kind of Federal assistance needed.
3. After a major disaster or emergency declaration, an RRCC coordinates initial regional and field activities until a JFO is established. Regional teams assess the impact of the event, gauge immediate State needs, and make preliminary arrangements to set up field facilities. (If regional resources are or may be overwhelmed or if it appears that the event may result in particularly significant consequences, DHS may deploy a national-level Incident Management Assistance Team (IMAT).)
4. Depending on the scope and impact of the event, the NRCC carries out initial activations and mission assignments and supports the RRCC.
5. The Governor appoints a State Coordinating Officer (SCO) to oversee State response and recovery efforts. A Federal Coordinating Officer (FCO), appointed by the President in a Stafford Act declaration, coordinates Federal activities in support of the State.
6. A JFO may be established locally to provide a central point for Federal, State, tribal, and local executives to coordinate their support to the incident. The Unified Coordination Group leads the JFO. The Unified Coordination Group typically consists of the FCO, SCO, and senior officials from other entities with primary statutory or jurisdictional responsibility and significant operational responsibility for an aspect of an incident. This group may meet initially via conference calls to develop a common set of objectives and a

Attachment 2
PHASED RECOVERY GUIDE

<p>Short-term or Stabilization Recovery Actions</p>	<p>Short-term/Stabilization includes such activities as:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Providing essential health and safety services <input type="checkbox"/> Providing congregate sheltering or other temporary sheltering solutions <input type="checkbox"/> Providing food, water and other essential commodities for those displaced by the incident. <input type="checkbox"/> Providing disability related assistance/functional needs support services. <input type="checkbox"/> Developing impact assessments on critical infrastructure, essential services, and key resources. <input type="checkbox"/> Conducting initial damage assessments. <input type="checkbox"/> Conducting community wide debris removal, including clearing of primary transportation routes of debris and obstructions. <input type="checkbox"/> Restarting major transportation systems and restoring interrupted utilities, communication systems, and other essential services such as education and medical care. <input type="checkbox"/> Establishing temporary or interim infrastructure systems. Supporting family reunification. <input type="checkbox"/> Supporting return of medical patients to appropriate facilities in the area. <input type="checkbox"/> Providing basic psychological support and emergency crisis counseling. <input type="checkbox"/> Providing initial individual case management assessments. <input type="checkbox"/> Providing security and reestablishing law enforcement functions. <input type="checkbox"/> Building an awareness of the potential for fraud, waste and abuse, and ways to deter such activity, such as developing Public Service Announcements and publicizing ways to report allegations of waste, fraud and abuse. <input type="checkbox"/> Begin assessment of natural and cultural resources.
<p>Intermediate Recovery Actions</p>	<p>Intermediate recovery activities involve returning individuals and families, critical infrastructure and essential government or commercial services back to a functional, if not pre-disaster state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. Examples of these actions are:</p>

	<ul style="list-style-type: none"> ❑ Continuing to provide individual, family-centered, and culturally appropriate case management. ❑ Providing accessible interim housing (in or outside the affected area depending on suitability) and planning for long-term housing solutions. ❑ Returning of displaced populations and businesses if appropriate. ❑ Reconnecting displaced persons with essential health and social services. ❑ Providing supportive behavioral health education, intervention, including continuing to provide crisis, grief, and group counseling and support. ❑ Providing access and functional needs assistance to preserve independence and health. ❑ Updating hazard and risk analyses to inform recovery activities. ❑ Establishing a post-disaster recovery prioritization and planning process. ❑ Developing an initial hazard mitigation strategy responsive to needs created by the disaster. ❑ Ensuring that national and local critical infrastructure priorities are identified and incorporated into recovery planning. ❑ Developing culturally and linguistically appropriate public education campaigns to promote rebuilding to increase resilience and reduce disaster losses. ❑ Supporting capacity assessment of local, state, and tribal governments to plan and implement recovery. ❑ Complete assessments of natural and cultural resources and develop plans for long-term environmental and cultural resource recovery.
<p style="text-align: center;">Long-term Recovery Actions</p>	<p>Long-term recovery is the phase of recovery that follows intermediate recovery and may continue for months to years. Examples include the complete redevelopment and revitalization of the damaged area. It is the process of rebuilding or relocating damaged or destroyed social, economic, natural, and built environments in a community to conditions set in a long-term recovery plan. The goal underlying long-term redevelopment is the impacted community moving toward self-sufficiency, sustainability, and resilience. Activities may continue for years depending on the severity and extent of the disaster damages, as well as the availability of resources, and</p>

include the following:

- Identifying of risks that affect long-term community sustainment and vitality.
- Developing and implementing disaster recovery processes and plans, such as a long term recovery plan and/or reflecting recovery planning and mitigation measures in the community’s land use planning and management, comprehensive plans, master plans, and zoning regulations.
- Rebuilding to appropriate resilience standards in recognition of hazards and threats.
- Addressing recovery needs across all sectors of the economy and community, and addressing individual and family recovery activities and unmet needs.
- Rebuilding educational, social, and other human services and facilities according to standards for accessible design.
- Reestablishing medical, public health, behavioral health, and human services systems.
- Reconfiguring elements of the community in light of changed needs and opportunities for “smart planning” to increase energy efficiency, enhance business and job diversity, and promote the preservation of natural resources.
- Implementing mitigation strategies, plans, and projects.
- Implementing permanent housing strategies.
- Reconstructing and/or relocating, consolidating permanent facilities.
- Implementing economic and business revitalization strategies.
- Implementing recovery strategies that integrate holistic community needs.
- Implementing plans to address long-term environmental and cultural resource recovery.
- Ensuring there is an ongoing and coordinated effort among local, state, tribal, and federal entities to deter and detect waste, fraud and abuse.
- Identifying milestones for the conclusion of recovery for some or all non-local entities.