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## Unit 1: Course Welcome and Overview

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<b>Topic</b>	<b>Welcome</b>
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Visual 1.1



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**Key Points**

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Welcome to the G270.4 Recovery from Disaster: The Local Government Role course.

**Topic**

**Welcome**

**Visual 1.2**



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**Key Points**

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The first unit will provide an overview for the course, including the course design and expectations, course materials and agenda, course logistics, and other information.

**Topic**

**Unit Objectives**

**Visual 1.3**

**Unit Objectives**

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After completing this unit, you will be able to:

- State the course objectives.
- Identify course materials and describe how they will be used during the course.



Visual 1.3

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**Key Points**

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After completing this unit, you will be able to:

- State the course objectives.
- Identify course materials and describe how they will be used during the course.

<b>Topic</b>	<b>Course Administration</b>
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Visual 1.4

### Course Administration

- **Course/site logistics:**
  - Table group arrangement
  - Emergency procedures
  - Schedule
  - Breaks and lunch
  - Restrooms
- **Cell phones/BlackBerrys® (silent)**
- **Contact the course manager or instructors with questions**



Visual 1.4

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### Key Points

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Your instructor will review the following course administrative information:

- **Course/site logistics:**
  - Table group arrangement
  - Emergency procedures
  - Schedule
  - Breaks and lunch
  - Restrooms
- **BlackBerrys® should be turned off or turned silent.**
- **Contact the course manager or instructors if you have questions or concerns this week.**

**Topic**

**Course Overview**

**Visual 1.5**

**Course Goals**

- Increase local government awareness of issues involved in disaster recovery.
- Provide a forum for discussion of “lessons learned” in disaster recovery at the local level.
- Promote the development of a pre-disaster recovery plan.

FEMA

Visual 1.5

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**Key Points**

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The goals of this course are to:

- Increase local government awareness of issues involved in disaster recovery.
- Provide a forum for discussion of “lessons learned” in disaster recovery at the local level.
- Promote the development of a pre-disaster recovery plan.

**Visual 1.6**

**Course Objectives (1 of 4)**

- Describe the purpose and scope of the course and how it can be applied to your disaster recovery role and responsibilities.
- Describe the local government's role and responsibilities in disaster recovery.
- Identify leadership qualities and actions that contribute to disaster recovery at the local government level.
- Explain how a Recovery Task Force can be used to organize local government recovery operations.



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**Key Points**

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The course objectives are shown on the visual.

**Visual 1.7**

**Course Objectives (2 of 4)**

- Identify needed improvements to your pre-disaster recovery plan.
- Identify methods and techniques for providing public information during disaster recovery.
- Describe options for providing shelter, temporary housing, and replacement housing for disaster survivors.
- Define the role of an unmet needs committee in serving the community during emergencies and major disasters.



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**Key Points**

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The course objectives are shown on the visual.

**Visual 1.8**

**Course Objectives (3 of 4)**

- Identify the components of the health care system and the role of each component in disasters.
- Describe the role and responsibilities of the local government public works department in disaster recovery.
- Describe the role and responsibilities of the local government building inspection department in disaster recovery.
- Describe the role and responsibilities of the business sector in disaster recovery.



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**Key Points**

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The course objectives are shown on the visual.

**Visual 1.9**

**Course Objectives (4 of 4)**

- Describe the role and responsibilities of the local government planning and community development department in disaster recovery.
- Describe the role and responsibilities of local government administration in disaster recovery.
- Evaluate how the materials and resources from this course will assist you in your disaster recovery program.



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**Key Points**

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The course objectives are shown on the visual.

**Topic**

**Course Overview**

**Visual 1.10**

**Course Design and Expectations**

- Presentations and scenario-based activities
- Expectations for attendance and participation
- Successful course completion

The slide features a photograph of a black graduation cap with a tassel and a rolled-up diploma tied with a red ribbon. At the bottom left is the FEMA logo, and at the bottom right is the text 'Visual 1.10'.

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**Key Points**

- **Course design:** The course has a mix of presentation and scenario-based activities.
- **Capstone activity:** One of the goals of this course is to provide you the opportunity to (1) develop an outline for a pre-disaster recovery plan for your community if you currently don't have a plan, or (2) identify enhancements to your existing pre-disaster recovery plan. Time is allocated during the course for you to work individually on this activity. You may work in groups if other members of your community are attending the course.
- **Expectations for attendance and participation:** You are responsible for your own learning, including attendance at all sessions, participation in all activities, and contributing to the course as a team member.
- **Successful course completion:** Successful course completion is based on the following criteria:
  - Completion of pre-disaster recovery plan activity.
  - Successful completion of the course post-test.
  - Any State-specific requirements.

**Visual 1.11**



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**Key Points**

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Disaster recovery functions can be defined in many ways. However, for the purposes of this course, the following disaster functions are used. These functions correspond to the units of instruction in this course.

- Community Leadership
- Recovery Task Force
- Public Information
- Housing
- Unmet Needs Committee
- Health Care
- Public Works and Recovery
- Building Inspection
- Business Sector Recovery
- Community Planning and Development
- Administration
- Pre-Disaster Recovery Plan

<b>Topic</b>	<b>Course Overview</b>
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Visual 1.12



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**Key Points**

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- **Course Materials:**
  - **Student Manual:** The Student Manual contains copies of visuals used in the course along with major content points and a place to take notes.
  - **Toolkit CD:** You will be given a Toolkit CD containing documents and references that will be useful for your recovery program.
  - **Agenda:** Please refer to the agenda as the schedule and topics are presented.

<b>Topic</b>	<b>Introductions</b>
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Visual 1.13

## Introductions

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**Participants:**

- Name
- Community
- Most recent disaster recovery experience



**Instructors:**

- Experience in disaster recovery

 **FEMA** 

Visual 1.13

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### Key Points

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Briefly (1 minute per person) introduce yourself by name, community, and most recent disaster recovery experience.

**Topic**

**Questions?**

Visual 1.14



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**Key Points**

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Do you have any questions?

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## Unit 2: Recovery Overview

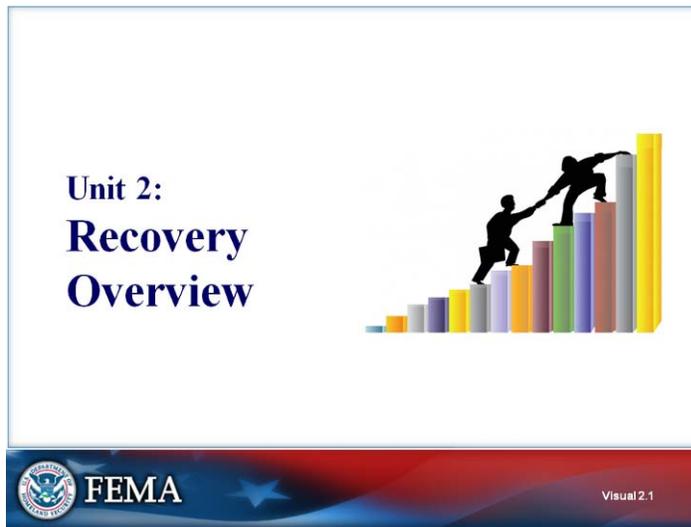
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**Topic**

**Unit Introduction**

**Visual 2.1**



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**Key Points**

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The Recovery Overview unit focuses on the changing actions, roles, and responsibilities of local government personnel as a disaster transitions from response to recovery.

Topic	Unit Objectives
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Visual 2.2

**Unit Objectives**

After completing this unit, you will be able to:

- Distinguish between disaster response and recovery.
- Describe how the roles and responsibilities of local government personnel change as the disaster transitions from response to recovery.
- Identify the steps in the disaster recovery process.

FEMA

Visual 2.2

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**Key Points**

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After completing this unit, you will be able to:

- Distinguish between disaster response and recovery.
- Describe how the roles and responsibilities of local government personnel change as the disaster transitions from response to recovery.
- Identify the steps in the disaster recovery process.

**Topic**

**Activity: What Is Disaster Recovery?**

**Visual 2.3**

**Activity: What is Disaster Recovery?**

**Purpose:** To identify changing roles and responsibilities as the community moves from response to recovery.

**Instructions:** Working in your table group, complete the following:

- Read the Roy Price article on the next page.
- Define “Disaster Recovery.”
- Describe how the roles of the two local government positions assigned to your table group will change as the community moves from response to recovery.
- Write your responses on an easel pad.
- Select a group spokesperson and be prepared to report out in 10 minutes.



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**Key Points**

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**Purpose:** The purpose of this activity is to identify issues that typically occur during disaster recovery.

**Instructions:** Working in your table group, complete the following:

- Review the Roy Price article beginning on the next page.
- Describe “Disaster Recovery” and write your response on an easel pad.
- Review the topics assigned to your table and identify disaster recovery issues. Write your responses on a separate page of the easel pad.
- Select a spokesperson for your table group.
- Be prepared to present your report in 15 minutes.

### **Roy Price Article**

Recovery means different things to people and we want to be sure everyone in this course has the same understanding of how we will define recovery. The case study you will read is intended to help define recovery activities.

We will begin by looking at a well-documented disaster and its aftermath. Hurricane Iniki hit Kauai, Hawaii, in 1992.

Your area may not be subject to hurricanes. But whatever type of hazard you do face; wide-scale damage from a major disaster will pose similar recovery issues.

On the island of Kauai, and during the long recovery period, Roy C. Price served as the Director of the Hawaii Emergency Management Agency. Mr. Price wrote a thoughtful article describing the lessons he learned from the experience.

The problem of recovery in the aftermath of a major disaster can be the most difficult to manage and coordinate in any phase of emergency management. A large number of agencies, public and private, participate in the recovery process, often without coordination with any official governmental agency. To help understand the environment that the recovery process must operate under, an overview of expected problems is presented below.

### **Population**

Generally, most of the impacted population handled the disaster event well. About 90 percent will have little trouble with recovery. This does not mean that they like it, but they work through the difficulties and bureaucratic systems. About 10 percent or less will have significant problems requiring major assistance. The aged/infirm, economically disadvantaged, low-income renters, young age groups, families who survive on two to three jobs, and families who have members “on the edge” require significant help to survive through the recovery period.

Unusual pressures on population groups or communities develop because of often uncontrollable environmental conditions or lifeline disruptions. Economic shifts can cause loss of professional infrastructure; e.g., private medical care or migration of entire families because of inability to earn a living, or entire industries forced into bankruptcies.

The response and recovery effort can bring with it an “army” of workers from distant States. Often the community is ill-equipped to accommodate this work force, even on a temporary basis, and social displacement, if not outright hostilities, can result from these stresses. (For example: The small fishing village of Valdez, a community of 1,400, was required to accommodate 14,500 workers in the aftermath of the catastrophic oil spill in Alaska.) Further, much of this work force may not be as organized as we would like. Individuals, companies, charities, and governmental organizations often operate independently in accordance with their own charters. Government will be overwhelmed with administrative requirements and struggle with inspections, certification, permits, and providing enforcement of standards during this period.

**Topic**

**Activity: What Is Disaster Recovery?**

**Roy Price Article (Continued)**

**Schools are Important**

They care for, educate, and can provide counseling services to the students and faculty who often do not understand the dynamics of change and impact on their families. “Why have my friends left?” “Why are mom and dad so sad?” “What will happen to us?” are some of the concerns expressed. Schools often underestimate the significant role they play in most communities. Schools serve as shelters, sources of community gatherings by people with common interests, social and community sources of information impacting everyone, and are often the only place to rally people resources when needed. Disasters magnify the role of schools not only as shelters, but as a focal point where a community can mobilize for the common good. ***Every priority should be given to reopening schools as soon as possible in the community.***

**Facilities**

Public, private, and private nonprofit facilities that are damaged or destroyed are visible. Operational loss to the community or businesses is immediately felt. Repair, reconstruction, and cost are a major priority. What is not so visible is the difficulty in getting facilities rebuilt. Insurance settlements for private and government buildings and facilities included are often very complex and involved—a Risk Manager’s nightmare! Basic conflict: Insurance companies desire to hold down costs; the insured want all costs covered up front and everything “brand new.” The result is a careful review of insurance coverage to include deductibles, depreciation, and extent of loss. ***Add to this the fact that few people read and fully understand all the provisions of their insurance policies.*** Many insurance policies pay the lender or assignee, not the owner directly and, after settlement, there is a matter of contracting for the repairs. Often nonresident landlords may even abandon the property without cleaning up the debris and local government must undertake the clearing and disposition at great legal expense. It is rare to find anyone prior to the disaster who has any experience in dealing with these tasks. The element of “greed” will cause some to “save money” by cutting corners and, on the opposite side, the “supply and demand” for goods and services will dramatically increase costs.

**Regulations**

Federal regulations impact the rebuilding of communities; e.g., Uniform Relocation Assistance and Real Property Acquisition Policies Act, Bacon-Davis Act, Copeland Act, and Contract Work Hours and Safety Standard Act, Flood Disaster Protection Act, National Environmental Policy Act, Coastal Zone Management Act, Clean Air Act, Safe Drinking Water Act, Endangered Species Act, Wild and Scenic River Act, National Historic Preservation Act, Archaeological and Historic Preservation Act, Lead Paint Poisoning Prevention Act, SARA Title III, OSHA, HAZMAT, and the Single Audit Act—just to name a few. ***Please note: We have not built anything yet.*** Add to this the State and County requirements and one begins to understand why it takes so long to complete reconstruction.

**Topic**

**Activity: What Is Disaster Recovery?**

**Roy Price Article (Continued)**

**Costs**

Nothing can be built for what it cost 10 years ago. Billion dollar disasters are routine. All major rebuilding and repairs must consider special needs, new zoning laws, new code standards, new space standards, etc. So, in addition to higher costs for labor and materials, increased standards will modify the construction requirements. This results in the need for careful analysis and planning before contracts and funding arrangements can be developed. It also places a premium on the ability of the owner of the damaged facilities to design, procure, or contract the desired services.

Cultural concerns, such as archaeological preservation needs, often uncovered for the first time by the disaster, require time-consuming processes and increased costs.

**Economy**

An urgent need is to provide for the sustainment of the economy within a region or community. Many factors impact the actions required. National, State, and local economies have many variables that can make this seem like an impossible task. During disaster recovery operations, government and construction employment will post increases, while basic private-sector industries and small businesses will decline. The reality of this situation is that the disaster recovery increases are generally temporary and a gap between unemployment benefits and improvement in the economy to permit an increase in jobs will result. Who fills this gap? Most of the time, State and local government will show an increase in welfare and serious unmet needs. Survivors will normally deplete most available savings and seek assistance from other family members, especially in living expenses and housing. The final reality is that families could find themselves homeless, living on the beach or out of a car.

Declines in family income can occur even if the family's head of the household has a job. Other family members may themselves be unemployed or second and third part-time jobs may be lost. A word of caution when looking at unemployment statistics—they reflect those jobless who have not yet used up their entitlement or have applied for assistance. Not included are those that did not apply or have run out of benefits.

Significant realignments in business often occur after a disaster, which may or may not impact the job market. The recovery period always creates new demands for skills not normally available in the disaster area and retraining becomes a priority. Frankly, we do not do this well. A request to FEMA to create a Federal Recovery Board, similar to the Federal Response Plan that would assist in the recovery coordination and planning while the response effort was ongoing, has been transmitted by the National Emergency Management Association.

**Roy Price Article (Continued)**

**Economy (Continued)**

Availability and affordability of insurance, for all situations, are major casualties of a disaster event. **Generally, the insurance industry tries to manage catastrophic disaster damage in the same manner that they would settle a house fire.** Most companies merely increase the size of the staff and provide additional cash to make initial emergency payments. By far, the largest bill payer of any recovery effort is insurance. The impact this area has on rentals, real estate, financial management, business, and lifestyle cannot be overstated. The reality is, as the cost of insurance increases, the participation by many residential property owners decreases. Financial solvency of insurance companies in the aftermath of disasters is important. Bankruptcies, shoddy settlements, lack of settlements, shoddy claim procedures, and outright fraud have major impact on a community trying to recover and survive the impact of disasters.

**Subsequent Emergencies**

The focus of disaster response and recovery operations is on people and property. Many other emergencies are occurring that need to be dealt with some years after the major disaster has impacted the area. Ecological shifts in habitat can cause significant damage to rare or endangered species, flora, and fauna. These are often difficult to detect and anticipate until it is too late to mitigate. Dominant plants, endemic to the area, can be temporarily damaged and nuisance plants now exposed may flourish and dominate the landscape. Some believe that birds, as well as seed spores, can be caught up in a major weather system and travel thousands of miles beyond their normal range to different environments. All sorts of carriers, ships, airplanes, emergency workers, relief workers, and construction equipment and workers will transit the area and could unwittingly transport an unwanted insect, animal, or seed.

Private and public lands are involved with the expected legal complexities. Flooding will impact streams and beaches. Vast amounts of debris washed into the ocean from inland sources are later washed by the ocean currents back on to the beach, sometimes many miles from the point of entry. Pollution from choked streams and heavy polluted shorelines are health hazards to our citizens and visitors. Beach and shoreline erosion, reef damaged by surf and debris, usually initially very visible, gradually accommodate the shock. Wind damage can produce large amounts of debris in forests. This fuel loading of our forests and wildlands becomes a serious fire concern. Often this debris will plug drainage systems, further contributing to the flooding problems that exist.

Severe weather conditions can force animals into areas not normally frequented. Most wildland or forested areas already have a problem with feral pigs and goats. Longtime residents are aware of wild dogs or cats that initially were domestic but were released into the wild by parties unknown. Disasters can accelerate this type of evolution or contamination by generations.

**Roy Price Article (Continued)**

**Disposal of Debris**

Another concern is how to deal with millions of tons of debris that are generated by a disaster. Not only is this a major concern for public health agencies, but the Environmental Protection Agency has strict new rules on the handling of solid waste and hazardous materials. New pressures on recycling and reuse of materials are generated by the debris from major disasters, which can equal 50 years of debris in a few hours. Handling of solid wastes and debris is a serious and expensive problem. Disposal of hazardous materials, building materials, green waste, and enormous amounts of metal is of great concern and requires difficult land use decisions. Costly construction of new landfills may be required and the importance of recycling recoverable materials becomes paramount.

**Sewer Systems**

Utility damage will cause sewer treatment systems to fail. It is not enough to have generators for the treatment facilities; the lift stations also need power. We know that having a generator without routine maintenance and exercising is not satisfactory. Test it for 15 minutes a month and it will run 15 minutes during a disaster. Sewer system overflow can be caused because the system is overwhelmed by storm runoff. Storm water should not be getting into the sewer treatment facilities, but it does. Poor waste water disaster management can cause major public health problems.

**Water**

Providing enough safe water for drinking and sanitation uses can be a significant problem. Loss of power and broken lines that deplete the holding pressure systems are common causes of water distribution problems. Pollution of water supplies is an ongoing concern in any disaster that causes flooding of any kind.

**Taxes**

How to pay for the response and recovery costs is a significant concern for all levels of government. The vast majority of costs are paid for by insurance. Governments, already burdened by the soaring costs, now must find the money to pay for the disaster relief. The economy's rapid recovery is most important. How much tax relief to give to disaster survivors and businesses is a major decision. All government disaster relief is funded by taxes, whether at the Federal, State, or local level.

**Topic**

**Activity: What Is Disaster Recovery?**

**Roy Price Article (Continued)**

**Mitigation**

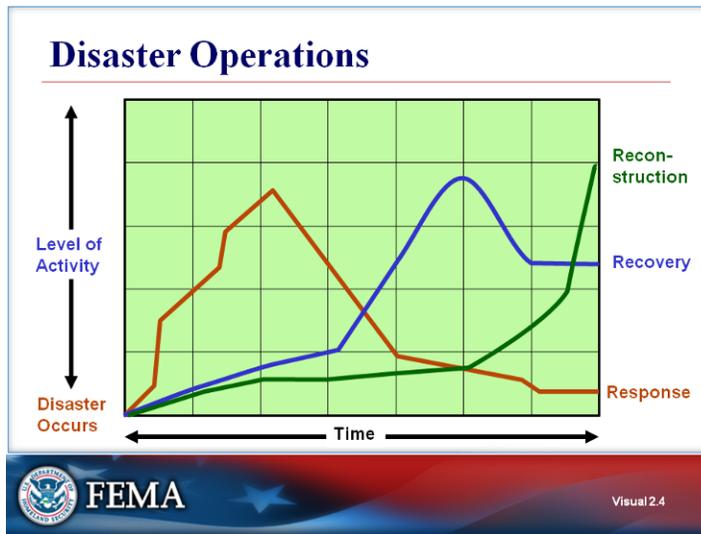
Almost anyone would agree that investing in high-risk real estate or businesses does not make good sense. Yet we do it in our communities routinely. Mitigating hazards and lowering risks require tough decisions and choices. Everyone wants to live on a beach or lake with a view of the shoreline. Land values reflect these choice areas and the cost of mitigating the hazards present in these areas are often paid for in part by the investor. The less affluent cannot afford the more expensive homes and tend to settle in low-cost areas that cost less because of the risks involved. Do we let their homes get blown or washed away in every disaster simply because it is an easier solution than building properly? This is a group of people who have the most difficult experiences in dealing with catastrophic loss and often cannot afford the additional and costly flood, earthquake, and hurricane insurance. Yet they are the ones who most frequently suffer heavy losses.

**Economic Recovery**

Many problems could be avoided if we could quickly solve this problem in the aftermath of a disaster. Certainly unemployment insurance, business insurance, etc., help, but are poor substitutes for good paying jobs and viable lifestyles. Most individuals would take reasonable care of themselves and their families given the opportunity to earn an adequate income during the recovery process. Placing families on unemployment, disaster assistance, etc., has a tendency to reduce the available work force for recovery operations. The recovery process demands teamwork, cooperation, and action from all levels of government and the private business sector.

**Topic** Disaster Operations

Visual 2.4



**Key Points**

- This chart shows the relationship between time and activity for response, short-term recovery, and long-term recovery. The actual timeframe for these activities depends on the type and magnitude of the disaster event.
- Note that response, short-term recovery, and long-term recovery start simultaneously; they are not independent of each other.
- Mitigation can and should be accomplished throughout the disaster cycle (i.e., during response, short-term recovery, and long-term recovery). Mitigation actions taken during response and recovery will help prevent or reduce future losses of life, property, and the environment.
- As evidenced in recent large disasters, including 9/11 and Hurricane Katrina, response, recovery, and mitigation actions continue simultaneously and extend over a long period of time.

**How have the timelines and level of activity applied to your disasters?**

**Visual 2.5**

**The “What, How, Who of Recovery”**

- The “**What**” of recovery deals with financial, organizational, and human resources for short- and long-term recovery.
- The “**How**” of recovery deals with the way a community organizes itself to make decisions, set priorities, and work with stakeholders.
- The “**Who**” of recovery relates to the functional areas or disciplines involved in recovery at the local government level.



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**Key Points**

- The “What” of recovery deals with financial, organizational, and human resources for short- and long-term recovery.
- The “How” of recovery deals with the way a community organizes itself to make decisions, set priorities, and work with stakeholders.
- The “Who” of recovery relates to the functional areas or disciplines involved in recovery at the local government level.

**Topic**

**Recovery Operations**

**Visual 2.6**

**Recovery Features**

- **Public Information**
- **Uncertainty**
- **Opportunity**
- **Coordination and Cooperation**
- **Stress**
- **New Concepts and Ideas**
- **Organization**
- **Resilience**



 **FEMA** Visual 2.6

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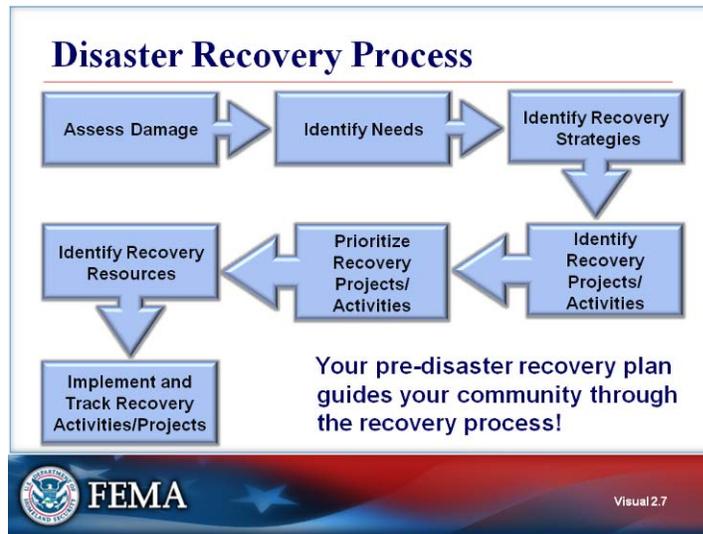
**Key Points**

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- Recovery requires increased attention to public information—your citizens need to know what’s going on and what progress is being made.
- Uncertainty about the respective roles of local, State, and Federal personnel may exist, especially early in a disaster and if the community has no disaster experience.
- Disasters may actually bring opportunities to implement plans and procedures that have been “on the shelf.”
- Disaster recovery requires coordination and cooperation among all the players and stakeholders.
- Disaster recovery can be challenging and will require a long time to achieve. This can result in increased stress for the people involved—both those helping and those being helped.
- Disaster recovery provides the opportunity to explore new concepts, ideas, and ways of doing things.
- Organizing for recovery is a critical first step in the recovery process, and one that should be taken before disaster strikes.
- Resilience refers to a community’s ability to recovery quickly and more completely after a disaster strikes. Resilience involves the incorporation of hazard mitigation as a means of lessening or eliminating the effects of disasters on the community.

**Topic** Recovery Operations

Visual 2.7



**Key Points**

- The literature presents many different models for the disaster recovery process. This model combines the steps most often mentioned in the various models.
- The recovery process builds on the information obtained from the damage assessment conducted in the early stages of disaster response.
- Needs are identified from damage survey reports and situation reports. The needs are related to essential elements of information (e.g., minimal, moderate, severe, damage to housing or the number of people killed, injured, or missing) contained in these reports. Some of the needs relate to immediate response (e.g., life saving); whereas, others will be related to recovery and mitigation. For that reason, it is very important that recovery personnel be involved throughout the operation.
- The identification of recovery strategies is the next important step in the recovery process. This step involves answers to questions such as: What do we want recovery to look like? How are we going to move forward? What do we do next?
- The next step is to identify specific recovery activities or projects that address the needs identified earlier on. These activities or projects may be site-specific (e.g., repair city hall), or functional (e.g., install hurricane shutters on all public buildings).

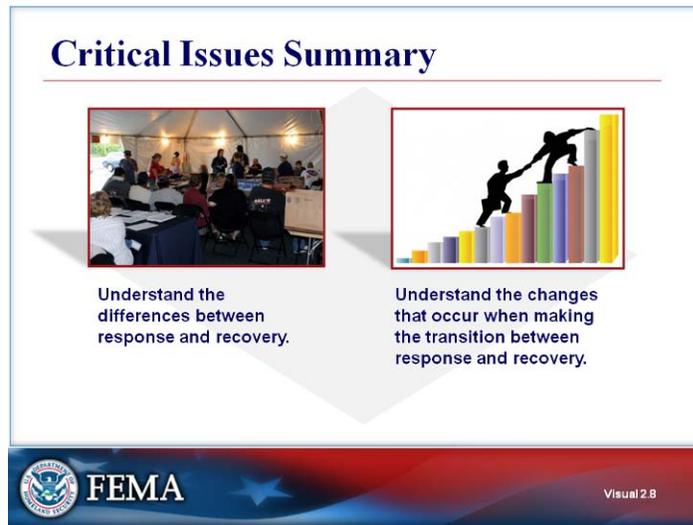
**Topic**

**Recovery Operations**

- Resource and other limitations may prevent all recovery activities or projects from being realized. Therefore, it may be necessary to assign priorities. Priorities for response and short-term recovery activities should be identified in the community's emergency operations plan and recovery plan or annex. Examples include the life saving, protection of property, restoration of utilities, debris clearance, and distribution of tarps for temporary roof repair. Assignment of priorities to long-term recovery and mitigation projects usually involves a more detailed process because these projects take longer and are more costly to accomplish. Ideas for assigning priorities to long-term and mitigation projects and activities may be found in the Resources folder of the Toolkit CD.
- Resource identification is a critical step in the recovery process. This involves the identification of all potential types of legal and financial avenues for addressing priority recovery and mitigation projects and activities. Ideas for resource identification may be found in the Resources folder of the Toolkit CD and will be addressed in the Resources unit of this course.
- The final (and continuing) step in the recovery process involves the implementation and tracking of disaster recovery and mitigation activities. A Recovery Task Force is an ideal mechanism to perform this function. The concept of a Recovery Task Force will be discussed later in this course.
- Your community's Pre-Disaster Recovery Plan guides your local government personnel and departments through the disaster recovery process!

<b>Topic</b>	<b>Critical Issues Summary</b>
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Visual 2.8



The slide is titled "Critical Issues Summary" in a blue serif font. It features two main images: on the left, a photograph of a meeting with people seated around a table; on the right, a silhouette of two people climbing a bar chart with increasing bars. Below each image is a bullet point. The bottom of the slide has a red and blue banner with the FEMA logo and the text "Visual 2.8".

**Critical Issues Summary**

- Understand the differences between response and recovery.
- Understand the changes that occur when making the transition between response and recovery.

FEMA Visual 2.8

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**Key Points**

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The key issues covered in this unit include:

- Understanding the difference between response and recovery.
- Understanding the changes that occur when making the transition between response and recovery.

**Topic**

**Unit Summary**

**Visual 2.9**

**Unit Summary**

Are you now able to:

- Distinguish between disaster response and recovery?
- Describe how the roles and responsibilities of local government personnel change as the disaster transitions from response to recovery?
- Identify the steps in the disaster recovery process?



Visual 2.9

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**Key Points**

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Are you now able to:

- Distinguish between disaster response and recovery?
- Describe how the roles and responsibilities of local government personnel change as the disaster transitions from response to recovery?
- Identify the steps in the disaster recovery process?

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## Unit 3: Community Leadership

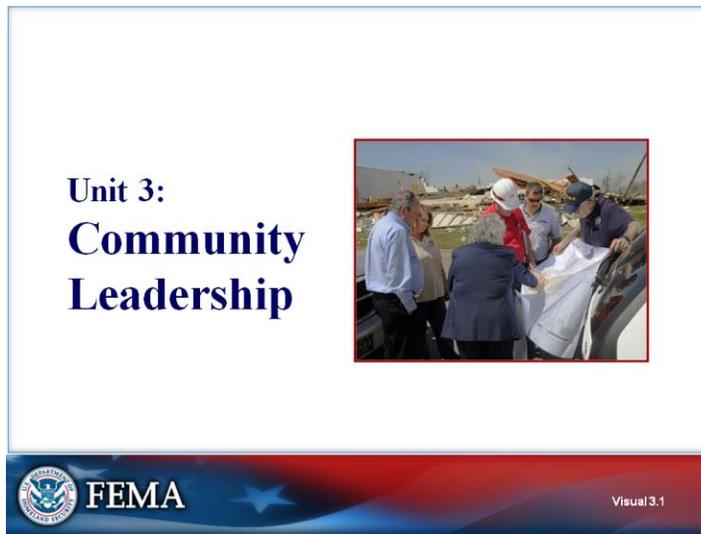
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**Topic**

**Unit Introduction**

Visual 3.1



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**Key Points**

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Community leadership plays a vital role in a community's recovery from disaster. The community leader is most often a municipal official such as a mayor or council person, but may also be a city/county manager or a specially appointed person such as a private citizen.

**Topic**

**Unit Objectives**

**Visual 3.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Explain the importance of establishing a vision for recovery.
- Describe actions a community leader can take to represent the community during disaster recovery.
- Explain the importance of involving community stakeholders in recovery operations.



Visual 3.2

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**Key Points**

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After completing this unit, you will be able to:

- Explain the importance of establishing a vision for recovery.
- Describe actions a community leader can take to represent the community during disaster recovery.
- Explain the importance of involving community stakeholders in recovery operations.

**Topic**

**Community Leadership**

**Visual 3.3**

**Community Future**

Establish a vision for disaster recovery.



The image shows three people, two women and one man, gathered around a table. They are looking at a large map or document spread out on the table. One woman is pointing at the map, and the man is looking at it intently. The setting appears to be an office or a meeting room.

 **FEMA**

Visual 3.3

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**Key Points**

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- Leaders need to visualize the community’s future as they move through the recovery process.
- While managing an emergency, leaders naturally tend to be most concerned with the community in the “here and now.” During recovery, decisionmakers need to look at more than the current slice in time. The history of the community and the direction the community was heading before the disaster must be considered.
- There may be customs, landmarks or institutions, neighborhoods, and ethnic or religious traditions that are integral to community character.
- Leadership based on solid understanding of the community’s heritage can paint a picture of the future, using recovery planning as a bridge. Mitigation and sustainability should be key parts of that picture.

Community leadership might consider the following questions when creating a vision for their community’s recovery. These questions can be asked in public meetings, focus groups, and other gatherings involving community groups and individual citizens.

- How do we define “recovery” and what will our community look like when it is achieved?
- What are the opportunities for improvement in the community infrastructure, facilities, and amenities?
- What were the key events in the community’s history?
- What celebrations does the community sponsor or include?
- What ethnic or other groups play a part in the culture of the community?
- What are the most important landmarks or symbols in the community?
- How has the population changed from the community’s beginning to the present day?

**Topic**

**Community Leadership**

**Visual 3.4**

**Represent the Community**

Community leadership must be visible and proactive throughout the recovery process.



 **FEMA** Visual 3.4

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**Key Points**

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- The primary role of leadership is to represent the community throughout the recovery process. This means that the community leadership is the spokesperson and chief decisionmaker for the community.
- Lobbying efforts are necessary to obtain available financial resources and to facilitate mutual aid agreements.
- Read the article at the end of this unit entitled “The Mayor.”

**What leadership qualities did the mayor exemplify during the flood disaster?**

Topic

Community Leadership

Visual 3.5

**How Can a Leader Represent the Community?**

- Maintaining visibility
- Encouraging community organizations to work together
- Hosting VIPs
- Lobbying for support from other levels of government



 FEMA Visual 3.5

Key Points

- **Maintaining visibility:** Recent disasters have shown that effective leaders are accessible to their constituents and show interest in how the disaster is affecting them. This may involve “walking around time” within the community to give citizens the opportunity to talk with the community leadership, share their concerns, and learn about the actions that their local government is taking to speed the recovery.

Some community leaders may prefer not to be visible during disaster events. In such cases, he/she should select someone else who is comfortable appearing before groups and the media during a disaster.

**How might your community leadership manage the “visibility” issue in a disaster?**

- **Encouraging community organizations to work together:** Disasters present opportunities for diverse organizations to contribute their time, talent, and resources to the recovery effort. Community leaders can tap into these resources by encouraging organizations to work together for common goals. Leadership might also periodically meet with these organizations to thank them for their contributions and to provide information about the status of overall community recovery.
- **Hosting VIPs:** Disasters, especially large or otherwise significant ones, often attract interest from politicians and other public figures. Community leaders will need to be prepared for VIP visits.

**Topic**

**Community Leadership**

**Have you been involved in disasters that attracted VIP visits and how were they managed?**

- **Lobbying for support from other levels of government:** Disaster research indicates that community leaders need to know how to ask for help from the Federal and State governments. While the community leadership may want to be proactive, it is also important to remember the proper sequence of events leading up to possible State and/or Federal assistance. Emergency Managers need to be ready to explain the disaster assistance process and protocols to their community leadership in order to expedite, not hinder, the processing of such requests.

**Topic** Community Leadership

Visual 3.6



**Key Points**

Community leaders can seek support for recovery initiatives from many sources, both inside and outside the community, including:

- Regional planning commissions.
- Community organizations, such as the Chamber of Commerce, building associations, and recovery organizations.
- Federal agencies.
- Professional organizations.
- Adjacent communities not impacted by the disaster, including those providing assistance under mutual aid agreements.
- State agencies.
- Private sector.

Current national guidance on long-term community recovery suggests that many types of support may be available for recovery activities and projects.

Some of these organizations and agencies will have special legal authorities or financial resources that might be available for recovery projects and activities.

Community leaders can help ensure a more effective disaster recovery for their communities by being aware of internal and external supports and how to access them.

Disaster recovery resources for Community Planning and Administration will be discussed in more detail later in this course. Information about disaster recovery resources can also be found in the Disaster Recovery Resources folder on the Toolkit CD.

**Topic**

**Community Leadership**

**Visual 3.7**

**Support for Recovery Initiatives (2 of 2)**

- Local attitudes
- Likely supporters
- Potential opposition
- Strategies to gain support



 **FEMA** Visual 3.7

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**Key Points**

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The following questions might be asked when determining the level of support for recovery initiatives:

- What is the climate of opinion in your area toward disaster preparedness, hazard mitigation, and recovery? Is there willingness to explore recovery initiatives?
- Which local leaders would be likely to support a recovery ordinance and recovery planning?
- Which leaders or groups might you expect to oppose recovery planning?
- What strategies could supporters use to persuade the community to pursue recovery planning?

**How would you comment on any of these key questions or relate your experiences with any of these issues?**

<b>Topic</b>	<b>Community Leadership</b>
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Visual 3.8

### Community Involvement

Involve all community groups in recovery plans and programs.



 **FEMA** Visual 3.8

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### Key Points

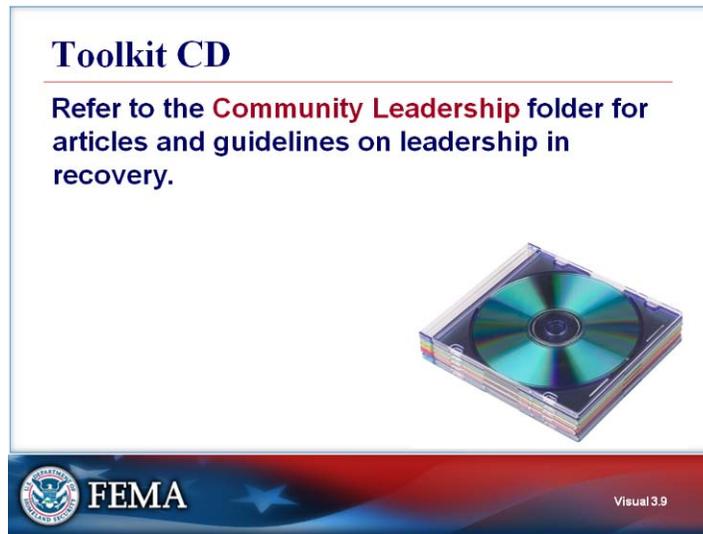
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- Some problems that emerge in the aftermath of disasters result from a breakdown between the community leadership and one or more segments of the community. To involve all groups in the recovery process, leadership needs to know all the people and local institutions.
- Marginalized groups include those with little visibility or political and economic power. Groups may be isolated geographically, or have customs that separate them from the community mainstream. Immigrants face language and cultural barriers. The elderly may not be adequately represented. Some socio-economic groups might be overlooked. People with special needs might be misunderstood or not included in the planning process.
- Community leaders can address these problems by being advocates for marginalized groups or by ensuring that the needs, issues, and representation of these groups are addressed throughout the recovery operation.

**Topic**

**Toolkit CD**

**Visual 3.9**



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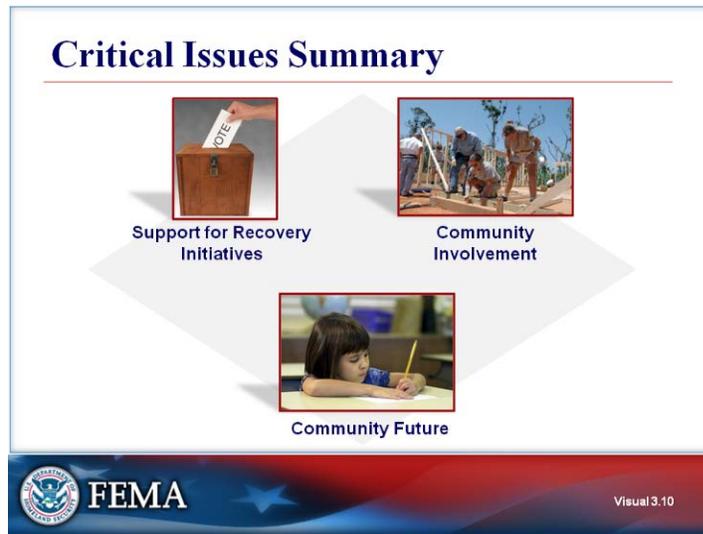
**Key Points**

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Access the Community Leadership folder on the Toolkit CD.

<b>Topic</b>	<b>Critical Issues Summary</b>
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Visual 3.10



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**Key Points**

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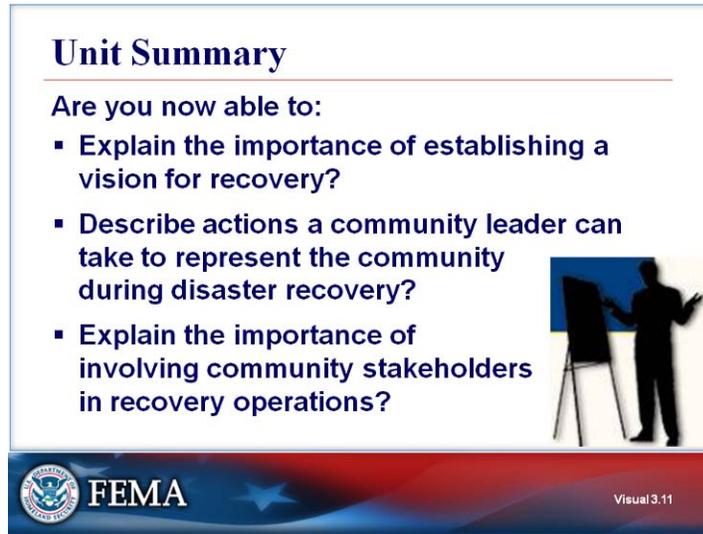
The key issues covered in this unit include:

- Support for Recovery Initiatives
- Community Involvement
- Community Future

**Topic**

**Unit Summary**

**Visual 3.11**



**Unit Summary**

Are you now able to:

- Explain the importance of establishing a vision for recovery?
- Describe actions a community leader can take to represent the community during disaster recovery?
- Explain the importance of involving community stakeholders in recovery operations?

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Visual 3.11

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**Key Points**

---

Are you now able to:

- Explain the importance of establishing a vision for recovery?
- Describe actions a community leader can take to represent the community during disaster recovery?
- Explain the importance of involving community stakeholders in recovery operations?

## The Mayor

The former mayor of this city of about 60,000 people is well known for his proactive approach to emergencies and disasters that occurred over the years he was in office. Whether it was a fire, major transportation accident, or almost anything that affected the city, the mayor was usually on scene and accessible to the media.

The Mayor was especially adept at making himself visible in natural disasters that occurred too often in this river city. In 1973, Hurricane Agnes caused extensive damage in the state and throughout this part of the country, and the city was not spared from the widespread flooding that occurred. Since then, the city has experienced several flood events, some causing extensive damage to the waterfront and nearby historic areas.

In 1996 major flooding occurred as a result of ice jams and a mid-winter thaw. Typically, the mayor went into action, making himself accessible to the media and citizenry alike. He was on scene as ice, floodwater, and fire combined with deadly effect on an historic downtown residential neighborhood. He led politicians on tours of the ravaged areas in the city. He lobbied for State and Federal aid. He met with citizens in the streets and neighborhoods to check on their progress and report on the city's efforts to help the recovery. As the news reports indicated, he was "everywhere."

After floodwaters receded and the fires were out, the Mayor met with reporters at city hall to provide an update on the disaster. He looked and sounded exhausted. It was reported that he averaged 2 hours of sleep per night during the two weeks that floodwaters swept through the city.

Several years later, the Mayor agreed to an interview about "lessons learned" in natural disasters such as the flood of 1996. In particular, the interviewer wanted to know about the Mayor's knowledge of disaster programs, procedures, and policies and what local leaders should know about disasters in general. Following the interview, the interviewer remarked at the Mayor's breadth of knowledge of State and Federal disaster programs, about knowing what to do and how to seek assistance. The mayor talked at great lengths about various programs and policies and of the importance of local leaders knowing how to take action and what to do during disaster situations. The interviewer concluded that the Mayor had learned the lessons that only natural disasters and experience could provide.

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## Unit 4: Recovery Task Force

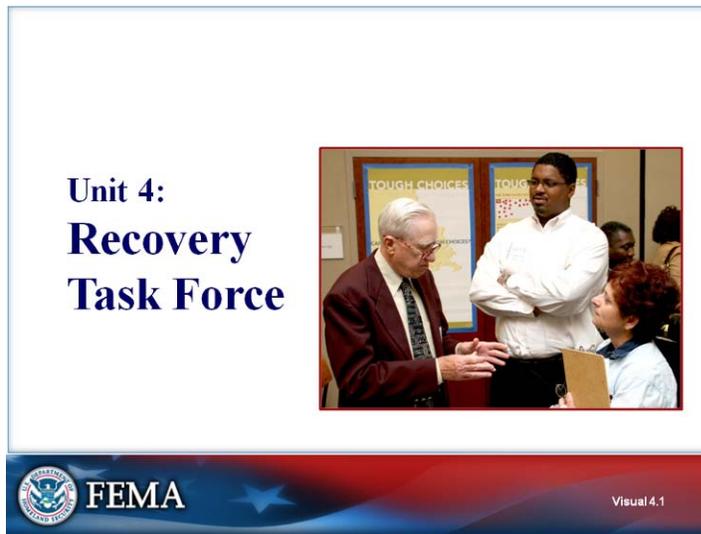
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**Topic**

**Unit Introduction**

**Visual 4.1**



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**Key Points**

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The focus of this unit is on the concept, roles, and responsibilities of the Recovery Task Force. Information about ESF #14 – Long-Term Community Recovery is also provided in this unit.

**Topic**

**Unit Objectives**

**Visual 4.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Describe the function of a Recovery Task Force.
- Identify local government agencies and departments that typically form a Recovery Task Force.
- Explain the relationship between a Recovery Task Force and ESF #14 – Long-Term Community Recovery.



Visual 4.2

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**Key Points**

---

After completing this unit, you will be able to:

- Describe the function of a Recovery Task Force.
- Identify local government agencies and departments that typically form a Recovery Task Force.
- Explain the relationship between a Recovery Task Force and ESF #14 – Long-Term Community Recovery.

**Topic**

**Recovery Task Force**

**Visual 4.3**

**Recovery Task Force**

- Purpose
- Scope and Authority
- Members
- Issues
- Coordination of Information and Activities
- Relationship to ESF #14 – Long-Term Community Recovery



A resident of Moss Point, MS reads a copy of the Governor's Recovery, Renewal, and Rebuilding plans for the Gulf Coast.



**FEMA**

Visual 4.3

**Key Points**

A Recovery Task Force is an organization that a local government can establish to guide the community through disaster recovery.

The following points are covered in this unit:

- Purpose
- Scope and Authority
- Members
- Issues
- Coordination of Information and Activities
- Relationship to ESF #14 – Long-Term Community Recovery

**Have any of you heard of the concept of a Recovery Task Force and are from communities that have applied it before?**

<b>Topic</b>	<b>Recovery Task Force</b>
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Visual 4.4

**Purpose**

A Recovery Task Force has two primary functions:

- **Oversee or coordinate recovery and reconstruction process**
- **Serve as an advisory committee for local government officials**



 **FEMA** Visual 4.4

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**Key Points**

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The purpose of a Recovery Task Force is to:

- **Oversee the recovery and reconstruction process.**
- **Serve as an advisory committee for local government officials.**

**Topic**

**Recovery Task Force**

**Visual 4.5**

**Scope and Authority**

- Role
- Appointment
- Authority
- Flexible Structure



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Visual 4.5

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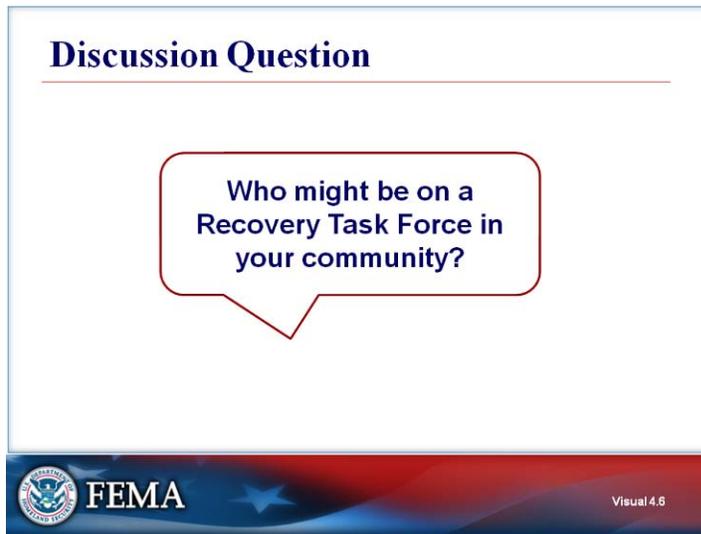
**Key Points**

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- A Recovery Task Force can help implement a pre-disaster recovery plan by overseeing the activities taking place during the recovery process.
- The Recovery Task Force will be charged with a broad range of activities. The overall coordination between members of the Recovery Task Force to resolve issues and develop strategies for recovery will greatly benefit the community.
- The Recovery Task Force will be customized to suit community needs. The appointment of the Recovery Task Force should be done within the framework of the pre-disaster recovery plan. The mission, scope, and authority of the Recovery Task Force should also be specified.
- Normally, the Mayor or Chief Executive will appoint leadership and members of the Recovery Task Force. However, flexibility should be maintained to adapt the organization to the specific recovery needs of the disaster.
- Management of the Recovery Task Force may be the responsibility of any number of agencies including: elected/appointed officials, planning and development, public works, emergency management, or administration. The Recovery Task Force may also include branches or sub-committees to focus on specific tasks and issues.
- The task force can be established at any time, even during disaster response operations. For example, the Mayor of LaPlata, Maryland, established a Recovery Task Force following a tornado disaster. The Recovery Task Force started meeting while response operations were underway and continued throughout the recovery and reconstruction process.
- The Recovery Task Force may initially meet at the Emergency Operations Center (EOC), but it can meet at any location and most probably will continue to function long after the EOC is deactivated.

<b>Topic</b>	<b>Recovery Task Force</b>
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Visual 4.6



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**Key Points**

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<p><b>Who might be on a Recovery Task Force in your community?</b></p>
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**Topic**

**Recovery Task Force**

**Visual 4.7**

**Members**

- Elected/Appointed Officials
- PIO
- Attorney
- Emergency Management
- Public Safety Department
- Public Works Department
- Building Department
- Finance Department
- Planning/Community Development Department
- Community Services
- Health Care (Hospitals and Public Health)
- Chamber of Commerce
- Business Community
- Voluntary Agencies
- School District
- Neighborhood/Citizens Groups

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Visual 4.7

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**Key Points**

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The positions listed on the visual are those typically chosen to serve on a Recovery Task Force; however, the membership will vary between communities and disasters.

**Topic**

**Recovery Task Force**

**Visual 4.8**

**Issues (1 of 2)**

- **Oversee recovery, reconstruction, and replacement process.**
- **Recommend restoration priorities.**
- **Develop procedures to carry out build-back policies.**
- **Develop policies for redeveloping areas with repeated disaster damage.**
- **Promote mitigation.**
- **Develop priorities for relocating and acquiring damaged property.**

FEMA Visual 4.8

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**Key Points**

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The Recovery Task Force will address a broad spectrum of recovery issues. These issues will reflect the nature and magnitude of the disaster, and the damage left behind. A Recovery Task Force might address the issues shown on this visual and the next.

- **Oversee recovery, reconstruction, and replacement process.**
- **Recommend restoration priorities.**
- **Develop procedures to carry out build-back policies.**
- **Develop policies for redeveloping areas with repeated disaster damage.**
- **Promote mitigation.**
- **Develop priorities for relocating and acquiring damaged property.**

<b>Topic</b>	<b>Recovery Task Force</b>
--------------	----------------------------

**Visual 4.9**

**Issues (2 of 2)**

- **Develop recommendations for ordinances, moratoriums, regulations, and resolutions.**
- **Coordinate an economic recovery program.**
- **Develop recommendations for recovery and mitigation projects.**
- **Participate in community redevelopment planning.**
- **Identify funding sources for recovery and mitigation projects.**



The bottom of the slide features a decorative banner with the FEMA logo on the left, the text 'FEMA' in the center, and a blue star on the right. The text 'Visual 4.9' is located in the bottom right corner of the slide.

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**Key Points**

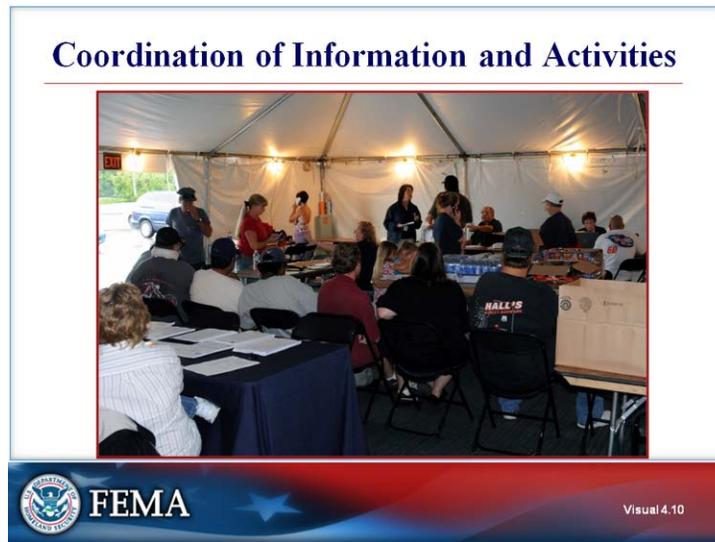
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- Develop recommendations for ordinances, moratoriums, regulations, and resolutions.
- Coordinate an economic recovery program.
- Develop recommendations for recovery and mitigation projects.
- Participate in community redevelopment planning.
- Identify funding sources for recovery and mitigation projects.

**Topic**

**Coordination of Information**

**Visual 4.10**



---

**Key Points**

- There will be significant opportunity and need to coordinate recovery information and activities with community members, neighboring jurisdictions, and non-governmental agencies assisting with the disaster recovery efforts and commercial interests.
- These groups will play a significant role in decisions made within the community.
- Roles of local, State and Federal Government agencies will need to be defined and understood during recovery activities.

**Topic**

**Activity: Establishing a Recovery Task Force**

**Visual 4.11**

**Activity: Establishing a Recovery Task Force**

**Purpose:** To identify Recovery Task Force actions for dealing with specific disaster recovery issues.

**Instructions:** Working in your table group, complete the following:

- Read and discuss your assigned recovery issue.
- Answer the questions for your issue and record your responses on an easel pad.
- Select a spokesperson for your group and be prepared to report out in 10 minutes.



Visual 4.11

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**Key Points**

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**Purpose:** The purpose of this activity is to identify Recovery Task Force actions for dealing with specific disaster recovery issues.

**Instructions:** Working in your table group, complete the following:

- Read and discuss your assigned recovery issue.
- Answer the questions for your issues and record your responses on an easel pad.
- Select a spokesperson for your group and be prepared to report out in 10 minutes.

### **Providing Temporary Housing**

#### **Background:**

When residences are only slightly damaged and can be quickly repaired, temporary housing may be necessary for only a short time. There is a greater need for interim or temporary housing when residential buildings are so damaged that funds and time are needed before the buildings are habitable. In areas where housing vacancies are low and the damage is high, temporary housing must be provided fairly quickly. Finding temporary housing for low-income residents may be especially challenging.

From the perspective of your local governments, report the following:

- What official or organization would probably lead this effort?
  
  
  
  
  
  
  
  
  
  
- What barriers could block cooperative efforts in your locale?
  
  
  
  
  
  
  
  
  
  
- What challenges does this particular function pose to your jurisdiction? (Examples: Housing shortage, rapid population growth and uncontrolled development, non-English speaking population)
  
  
  
  
  
  
  
  
  
  
- What selling points for cooperation would be most effective in your area?
  
  
  
  
  
  
  
  
  
  
- What ideas might be introduced to encourage discussion?
  
  
  
  
  
  
  
  
  
  
- Who might assist or be involved in the Recovery Task Force?

### **Restoring Essential Services**

#### **Background:**

In the rush to get the community back on its feet as quickly as possible, restoring services becomes a very high priority. Without power, water, sewer, phones, streets, schools, hospitals, childcare, police, fire, and other services, the community cannot return to normal. Restoring all these services requires communication and coordination among service providers, only some of whom will be local government staff. The difficulty in restoring services such as power and phones depends upon the severity of the damage and, of course, the greater the difficulty, the more complicated all of the other aspects of recovery become.

From the perspective of your local governments, report the following:

- What official or organization would probably lead this effort?
  
- What barriers could block cooperative efforts in your locale?
  
- What challenges does this particular function pose to your jurisdiction? (Examples: Aging infrastructure, vulnerable facilities)
  
- What selling points for cooperation would be most effective in your area?
  
- What ideas might be introduced to encourage discussion?
  
- Who might assist or be involved in the Recovery Task Force?

### **Providing Permanent Housing**

#### **Background:**

For regularly employed middle-income earners, the post-disaster housing assistance process works fairly well. Groups outside the mainstream have had serious problems obtaining replacement housing. Low-income earners, certain groups of renters, and the chronically homeless often are ill-served by systems currently in place.

Permitting and financing are both necessary ingredients of a successful rebuilding effort. Local governments must establish the codes, standards, ordinances, and permit requirements that will apply to replacement housing. Financing, sometimes from multiple sources, must be made available.

Local government is responsible for helping individuals replace their housing through the permitting process. In addition, it is responsible for the provision of some low-income housing. Expanded redevelopment districts could result in construction of some additional low-income housing in a community. Local governments do not establish housing policies of the State and Federal aid programs, but they influence the tone and direction of those programs in the local community. Local government also may get involved in financing private repairs and often can influence donations and assistance from voluntary nonprofit agencies.

From the perspective of your local governments, report the following:

- What official or organization would probably lead this effort?
  
- What barriers could block cooperative efforts in your locale?
  
- What challenges does this particular function pose to your jurisdiction? (Examples: Housing shortage, rapid population growth and uncontrolled development, non-English speaking population)
  
- What selling points for cooperation would be most effective in your area?
  
- What ideas might be introduced to encourage discussion?
  
- Who might assist or be involved in the Recovery Task Force?

### **Aiding Business Recovery**

#### **Background:**

Government alone cannot ensure community recovery from disaster. The business and government communities must be partners. Business recovery is essential to the community's survival, and many early recovery decisions affect how businesses rebound. After the first few days of the emergency, life safety is less an issue and there is tremendous pressure to begin returning the community to normal. How and when the business community gains access to its property is important. If your business community is out of business, your community cannot recover from a disaster.

From the perspective of your local governments, report the following:

- What official or organization would probably lead this effort?
  
  
  
  
  
  
  
  
  
  
- What barriers could block cooperative efforts in your locale?
  
  
  
  
  
  
  
  
  
  
- What challenges does this particular function pose to your jurisdiction? (Examples: Population loss, poor public transportation, dependence on tourism)
  
  
  
  
  
  
  
  
  
  
- What selling points for cooperation would be most effective in your area?
  
  
  
  
  
  
  
  
  
  
- What ideas might be introduced to encourage discussion?
  
  
  
  
  
  
  
  
  
  
- Who might assist or be involved in the Recovery Task Force?

### **Determining Rebuilding Options**

#### **Background:**

Questions will arise almost immediately from the community and leading officials about what has to be done in order to rebuild. What will be rebuilt? Where will rebuilding take place? Will there be changes in the building process? What will the rebuilt community look like? The level of damage to the community and the community growth and development issues before the disaster will affect the types of planning issues that will arise. Everyone will have a different opinion on what should be rebuilt and how to do it.

From the perspective of your local government, report the following:

- What official or organization would probably lead this effort?
  
- What barriers could block cooperative efforts in your locale?
  
- What challenges does this particular function pose to your jurisdiction? (Examples: Aging infrastructure, rapid population growth and uncontrolled development)
  
- What selling points for cooperation would be most effective in your area?
  
- What ideas might be introduced to encourage discussion?
  
- Who might assist or be involved in the Recovery Task Force?

**Topic**

**ESF #14 – Long-Term Community Recovery**

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**Visual 4.12**

**ESF #14 – Long-Term Community Recovery**

- Purpose
- Activation
- Coordination



Greensburg, Kansas  
Residents discuss options for rebuilding after the May 4 tornado. Lions Clubs from across Kansas organized the Meeting for citizens, Government officials, and Businesses.



**FEMA**

Visual 4.12

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**Key Points**

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The next part of this unit focuses on ESF #14 – Long-Term Community Recovery, a local-State-Federal partnership to plan recovery in certain disasters. The picture on the visual is taken from an ESF #14 – Long-Term Community Recovery community meeting in Greensburg, Kansas.

The points describing the ESF #14 – Long-Term Community Recovery include:

- Purpose
- Activation
- Coordination

**Topic**

**ESF #14 – Long-Term Community Recovery**

**Visual 4.13**

**Purpose**

**What is the purpose of ESF #14 – Long-Term Community Recovery?**

- Provides a framework for coordinating Federal, State, local, and private sector disaster recovery activities for extraordinary disasters.
- Identifies and facilitates the availability and use of recovery funding and technical assistance for long-term recovery activities.

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Visual 4.13

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**Key Points**

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ESF #14 – Long-Term Community Recovery is used selectively in extraordinary disasters and is contingent on key characteristics of the disaster area:

- Large number of casualties and/or displaced persons.
- Extensive housing damage.
- Environmental damage that forces long-term or permanent relocation of the population.
- Infrastructure damage causing major service impacts and economic disruptions.
- Severe economic/physical damage to key industries.

ESF #14 – Long-Term Community Recovery identifies and facilitates the availability and use of recovery funding and technical assistance for long-term recovery activities.

**Topic**

**ESF #14 – Long-Term Community Recovery**

**Visual 4.14**

**Activation**

---

**When is ESF #14 – Long-Term Community Recovery Activated?**

Under the National Response Framework, ESF #14 may be activated for incidents requiring a coordinated Federal response to address significant long-term impacts (housing, agriculture, business, employment, infrastructure, environment, human health, and social services).



Visual 4.14

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**Key Points**

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ESF #14 – Long-Term Community Recovery can be activated in certain situations, such as:

- For a community that has suffered a presidentially declared disaster where damages have been moderate to severe and the Public Assistance Program has been activated.
- For a community that does not have the skills, knowledge, or resources to quickly recover from a disaster. These communities lack capability (do not have the experience/knowledge) and/or capacity (do not have the staff or budget) to achieve a successful recovery.
- ESF #14 – Long-Term Community Recovery will not be used in every large disaster.

The following are examples of activation of ESF #14 – Long-Term Community Recovery in recent disasters:

- Hurricanes Katrina and Rita in the Gulf Coast
- Greensburg, KS, Tornado
- Caruthersville, MO, Tornado

**Topic**

**ESF #14 – Long-Term Community Recovery**

**Visual 4.15**

**Coordination**

**Coordination at Federal, State, Local Levels**

- DHS/FEMA is ESF coordinator
- Depts. of Agriculture, Homeland Security, Housing and Urban Development, and the Small Business Administration are primary agencies
- Nine Federal agencies and four organizations are support agencies
- Activities are coordinated with State and local governments and private sector

 **FEMA** Visual 4.15

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**Key Points**

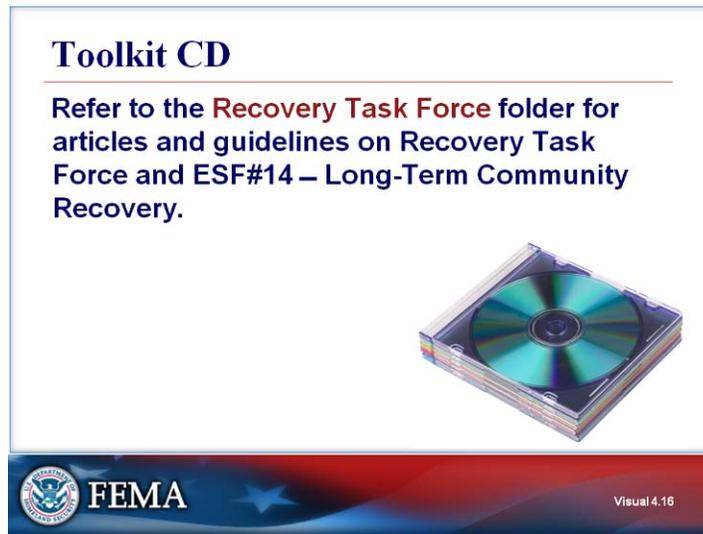
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- ESF #14 – Long-Term Community Recovery is coordinated by Department of Homeland Security/FEMA (DHS/FEMA).
- Department of Agriculture (USDA), Department of Housing and Urban Development (HUD), and the Small Business Administration (SBA) are the primary agencies along with DHS/FEMA.
- Nine other Federal agencies and four organizations are support agencies for ESF #14 – Long-Term Community Recovery.
- The State role and responsibilities when involved in ESF #14 – Long-Term Community Recovery include:
  - Providing direction and guidance that support community recovery.
  - Identifying State resources, funding, projects, and other activities in the disaster area.
  - Identifying local and State contacts.
  - Helping identify needs and impacts from the disaster.
  - Coordinating requested ESF #14 – Long-Term Community Recovery technical assistance and outreach for local governments.
  - Helping integrate State and local planning activities.
- The local government role and responsibilities include:
  - Appointing a local government contact to work with ESF #14 – Long-Term Community Recovery.
  - Identifying local funding, projects, and other activities in the disaster area.
  - Identifying local contacts associated with local programs and activities.
- Private Sector and Non-Governmental Organizations (NGOs) responsibilities include:
  - Identifying business, industry, and nonprofit organizations affected by the disaster.
  - Identifying NGO contacts and activities.
  - Promoting and encouraging recovery within the community.

**Topic**

**Toolkit CD**

Visual 4.16



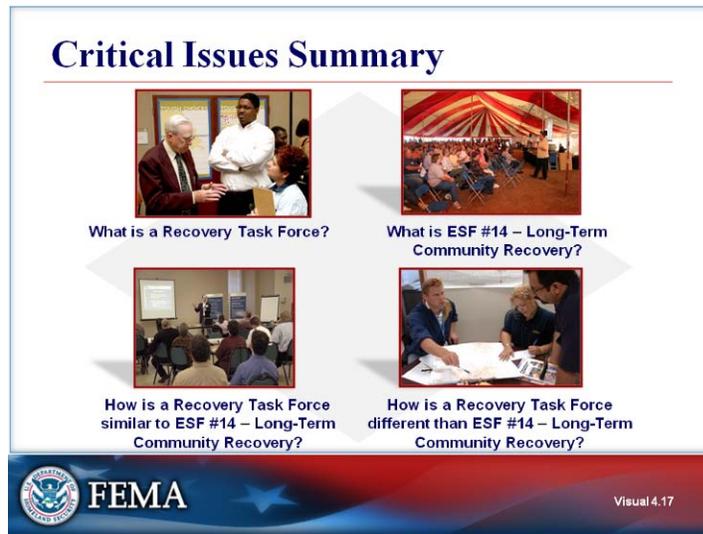
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**Key Points**

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Access the Recovery Task Force folder on the Toolkit CD.

Visual 4.17



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**Key Points**

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1. What is a Recovery Task Force?
2. What is ESF #14 – Long-Term Community Recovery?
3. How is a Recovery Task Force similar to ESF #14 – Long-Term Community Recovery?
4. How is a Recovery Task Force different than ESF #14 – Long-Term Community Recovery?

<b>Topic</b>	<b>Unit Summary</b>
--------------	---------------------

Visual 4.18

**Unit Summary**

Are you now able to:

- Describe the function of a Recovery Task Force?
- Identify local government agencies and departments that typically form a Recovery Task Force?
- Explain the relationship between a Recovery Task Force and ESF #14 – Long-Term Community Recovery?

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Visual 4.18

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**Key Points**

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Are you now able to:

- Describe the function of a Recovery Task Force?
- Identify local government agencies and departments that typically form a Recovery Task Force?
- Explain the relationship between a Recovery Task Force and ESF #14 – Long-Term Community Recovery?

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## Unit 5: Public Information

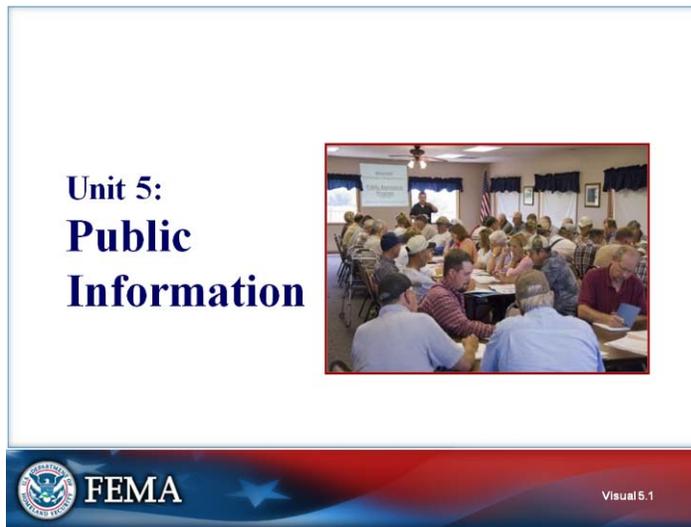
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**Topic**

**Unit Introduction**

Visual 5.1



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**Key Points**

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Public information has an important role in disaster recovery. Citizens, business owners, leaders of nonprofit entities, government employees, and other community stakeholders need to know the status of recovery operations, and when their community will “return to normal.”

**Topic**

**Unit Objectives**

**Visual 5.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Identify the primary goal of public information during recovery.
- Identify methods for gathering information.
- Describe methods for disseminating information.
- Explain how a public information program can facilitate recovery.
- Apply learning points to solve public information challenges.



Visual 5.2

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**Key Points**

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After completing this unit, you will be able to:

- Identify the primary goal of public information during recovery.
- Identify methods for gathering information.
- Describe methods for disseminating information.
- Explain how a public information program can facilitate recovery.
- Apply learning points to solve public information challenges.

<b>Topic</b>	<b>Public Information Issues</b>
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Visual 5.3

### Public Information Issues

- Establish public information goals
- Know your audience
- Work in collaboration
- Gather information
- Disseminate information
- Encourage recovery



Visual 5.3

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### Key Points

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The following issues will be addressed in this unit:

- Establish public information goals
- Know your audience
- Work in collaboration
- Gather information
- Disseminate information
- Encourage recovery

**Topic**

**Public Information Issues**

**Visual 5.4**

**Public Information Goals**

The goal of Public Information is to collect and distribute accurate and timely disaster recovery information.



 **FEMA**  Visual 5.4

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**Key Points**

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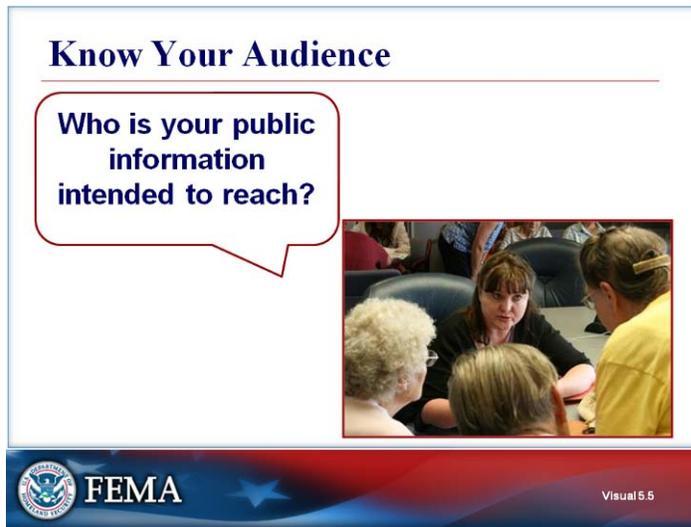
The primary goal of Public Information is to collect and distribute accurate and timely disaster recovery information.

- On the surface, the public information job is simple: Collect and distribute valuable recovery information. Sometimes, the task really is that easy. Plans are in place, duties are clear, and the community is supportive.
- But, more often than not, normal recovery challenges and the resulting complexity and volume of information translate into communication challenges. If mishandled, these events can become political hot potatoes, or worse, cause people in need to miss vital information.

**Topic**

**Public Information Issues**

Visual 5.5



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**Key Points**

- It is critical to know who your public information message is intended to reach. To accomplish this, it is important that your public information team develop a comprehensive strategy for collecting information and developing and disseminating public information releases.
- First, determine the demographics of the affected area. Who do you need to communicate with? Is it a predominately middle class, English-speaking audience? If so, you are in an unusual situation. Most events have a wide range of audiences to reach, including the non-English speaking, disabled, elderly, and other special interest segments. These groups may be hesitant to reach out to you, and in some cases may not be able to.
- In addition to these challenges it is important to understand the social and psychological impact a disaster has on the community. The recovery process on disaster survivors mirrors the grieving process. How will this impact your dissemination strategy?
- These unique challenges may require special efforts to communicate information effectively. These needs must be evaluated as you develop your overall strategy for developing and delivering public information.

**Are there any special communication challenges you have been faced with during the recovery process?**

**Topic**

**Public Information Issues**

**Visual 5.6**

**Work in Collaboration**

All departments will need to collaborate to provide clear and effective public information.



 **FEMA** Visual 5.6

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**Key Points**

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All departments in the local government will have information they need to provide to the public. Collaboration among and cooperation between departments is essential if the public information program is to be clear and effective. Collaboration will help provide consistency in the information that is provided, clarification as to who provides final approval for the release of information, and clear direction on who serves as the official spokesperson for the community. Working in collaboration asks the following questions:

- In the event of a disaster in your community, what department will handle the public information function? If various people will serve as spokespersons, who will coordinate the messages?
- What departments and agencies will need to work in collaboration to ensure the consistency of messages to the community?
- If needed, where can you identify and obtain additional staffing for this purpose?
- Some recovery issues are complex. How can you ensure that your message is clear to the public information staff?
- Some public information can be in the form of “pre-scripted messages” that can be developed prior to disasters and readily accessed when needed. For example, public health and safety messages such as “how to purify drinking water” or “how to safely clean damaged wallboard” are types of messages that can be prepared ahead of time.

**Topic**

**Public Information Issues**

**Visual 5.7**

**Gather Information (1 of 2)**

Recovery information should reflect the specifics of the recovery efforts.



The image contains two photographs side-by-side. The left photo shows two workers on ladders working on the roof of a dark-colored house. The right photo shows two workers on ladders working on the roof of a light-colored house. The background of the slide is white with a blue and red gradient at the bottom. The FEMA logo is on the left of the gradient, and the text 'Visual 5.7' is on the right.

 **FEMA**  Visual 5.7

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**Key Points**

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- Recovery planning reflects the specifics of the damage, demographics of those impacted, viability of solutions, and the realistic timeframe for performance. So too should your communications strategy. Typical communication strategies must be compared to the specific needs of the disaster and revised to maximize impact (e.g., a brochure on relocation options would be worthless if the audience was unable to read English).
- Recovery officials from each organization or department must share the latest information and sign off on information to be publicly released. For example, the Department of Public Works may wish to finalize its hazardous materials disposal procedures prior to the release of a flyer that urges debris cleanup. Strong internal collaboration will ensure that the recovery team speaks with one voice and follows a common agenda.
- Proactive communication of your message is step one. Step two is monitoring how that message is received and perceived. Did the newspaper relay the facts accurately? Did a radio announcer misspeak when reading a critical phone number? Does evidence demonstrate that your message is getting through? Is a trend evident in phone calls from the public? Keep track of the public's changing information gaps and work to supply answers.

**Topic**

**Public Information Issues**

**Visual 5.8**

**Gather Information (2 of 2)**

- Develop specific communications strategy
- Poll key figures
- Monitor the media
- Monitor the public



 **FEMA**  Visual 5.8

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**Key Points**

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The following key questions should be considered when gathering information:

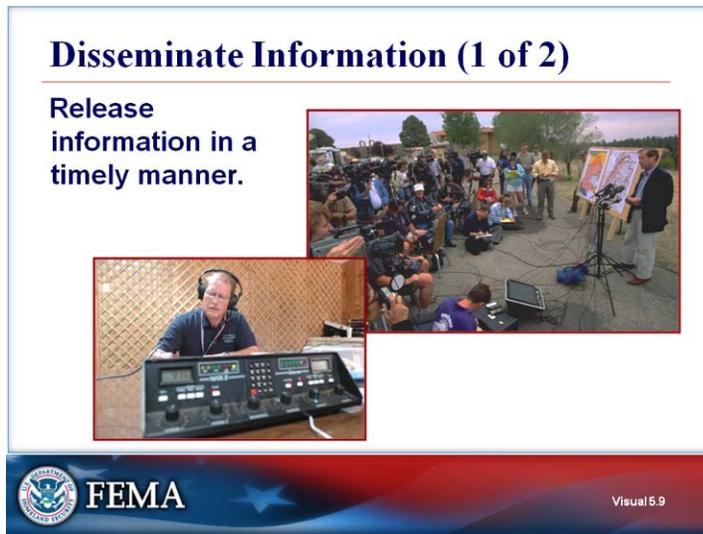
- Can no news be good news? What happens in an information void?
- What individuals, organizations, and entities should be among the first to receive information?
- What key figures in the community can serve as accurate sources of information as well as accurate monitors of how others receive the information provided to the public?
- What assistance from local media will help your recovery team?
- How can you verify that the public is receiving accurate information?
- How can you build collaborative, trusting working relationships with local media and key community figures?

**What are some examples of public messages that were: 1) handled well, and 2) mishandled by the media?**

**Topic**

**Public Information Issues**

**Visual 5.9**



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**Key Points**

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The following points address the importance of releasing timely information:

- Following a disaster, people are starved for official information. But they can also be overwhelmed with loss, change, and stress. Under these circumstances, it can be difficult for people to absorb your messages. One strategy to achieve better communication is to release information in a timely manner. This means it's best to provide information to the public when they can best use it. Information released too early can be as ineffective as that released too late.
- Shared information among recovery officials is an essential part of teamwork. If the event is large enough to require the coordination of many departments and/or agencies, identify a spokesperson or Public Information Officer for each group and establish a Joint Information Center. This group can share skills, staff, and resources and provide regular briefings for the media.
- Respond rapidly to community rumors or erroneous information. In this electronic era of e-mail, mobile communication, television, Twitter, Facebook and news pagers, there is no such thing as a "small, local error."
- Various types of media reach various audiences. Commuters may hear your message on talk radio, while grocery shoppers may benefit from a public service flyer placed in their bags. Remember, identify your audience and be creative.

**Topic**

**Public Information Issues**

**Visual 5.10**

**Disseminate Information (2 of 2)**

- Joint Information Center
- Coordination with leadership
- Conveying information
- Appropriate media



 **FEMA** Visual 5.10

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**Key Points**

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- If your community experienced a flood, which departments or agencies might want to collaborate in a Joint Information Center? Have you met the spokespersons of those organizations? What can you do in advance to promote the concept of a Joint Information Center?
- Leaders in a recovery effort will likely handle some public information tasks. What problems might that pose? How will you coordinate contacts between leadership and the media?
- If your recovery plan includes an acquisition/relocation project, when is the right time to begin educating the public? What are the best ways to convey complex information and details?
- Consider factors that make one media tool more appropriate than another and discuss some of the advantages and disadvantages of each medium (e.g., potential loss of electricity and personal property, attention span of survivors at various stages of recovery, educational level of those impacted).

**Topic**

**Public Information Issues**

**Visual 5.11**

**Encourage Recovery (1 of 2)**

Do everything you can to work in partnership with the media.



**FEMA**

Visual 5.11

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**Key Points**

- Work to create a partnership with the media. They can be your strongest allies in recovery. It's true that news media operate as for-profit endeavors, and that bad news sometimes sells faster than good news. But your job is to supply valuable and/or thought-provoking information to keep the media focused on the important information. Stressing the value of the media's assistance in keeping the public informed may convince them to continue performing that important service.
- In any recovery operation, there are many examples of successful cooperation and partnership. Highlight these examples and promote the opportunities for additional teamwork. Stress to the community that "recovery does not happen to you, it happens with you." Everyone must play a role. There are intergovernmental partnerships, public-private partnerships, combined private and voluntary agency efforts, etc. Everyone has responsibilities during recovery.

**Topic**

**Public Information Issues**

**Visual 5.12**

**Encourage Recovery (2 of 2)**

Encourage recovery while managing expectations about the pace of it.



 **FEMA**  Visual 5.12

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**Key Points**

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- While encouraging recovery, caution should be taken to manage expectations about the pace of it. Citizens may have unrealistic expectations about the length of time required to repair transportation systems, businesses, and homes, and to achieve recovery goals.
- Recognize that those impacted by disaster understandably desire a sense of normalcy and that this may impact their perception of “how long recovery takes.” Reinforce the point that successful recovery is based on the execution of well-considered plans. Once those plans are conceptualized, solicit public understanding and support through public affairs initiatives.
- A proactive public information program will help establish realistic public expectations about the pace of disaster recovery.

**Topic**

**Activity: Public Information Challenges**

**Visual 5.13**

**Activity: Public Information Challenges**

**Purpose:** To develop strategies for providing recovery information to a specific audience.

**Instructions:** Working in your table group, complete the following:

- Develop strategies for providing information about your assigned public information challenge.
- Record your response on an easel pad.
- Select a spokesperson and be ready to report in 10 minutes.

The image shows a decorative banner at the bottom of the slide. On the left is the FEMA logo, which includes the text 'FEDERAL EMERGENCY MANAGEMENT AGENCY' around a central emblem. To the right of the logo is the word 'FEMA' in large, bold, white letters. Further right is a blue star on a red and white background. On the far right of the banner, the text 'Visual 5.13' is written in small white font.

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**Key Points**

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**Purpose:** To develop strategies for providing necessary recovery information to a specific audience.

**Instructions:** Working in your table group, complete the following:

- Develop strategies for providing information about your assigned public information challenge.
- Record your responses on an easel pad.
- Select a spokesperson and be ready to report out in 10 minutes.











**Topic**

**Toolkit CD**

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**Visual 5.14**

**Toolkit CD**

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Refer to the Public Information folder:

- Managing the Public Information Operation
- Communicating with disaster survivors
- Mitigation, response, and recovery messages
- Refer to the Resources folder:
  - ESF #14 – Long-Term Community Recovery Self-Help Guide



 **FEMA**  Visual 5.14

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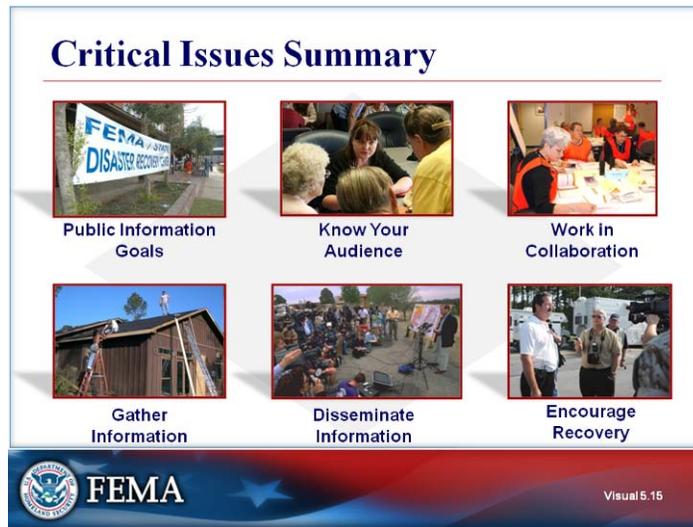
**Key Points**

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Access the Public Information folder on the Toolkit CD.

**Topic** Critical Issues Summary

Visual 5.15



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**Key Points**

The key issues covered in this unit include:

- Public Information Goals
- Know Your Audience
- Work in Collaboration
- Gather Information
- Disseminate Information
- Encourage Recovery

**Topic**

**Unit Summary**

**Visual 5.16**

**Unit Summary**

Are you now able to:

- Identify the primary goal of public information during recovery?
- Identify methods for gathering information?
- Describe methods for disseminating information?
- Explain how a public information program can facilitate recovery?
- Apply learning points to solve public information challenges?

FEMA

Visual 5.16

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**Key Points**

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Are you now able to:

- Identify the primary goal of public information during recovery?
- Identify methods for gathering information?
- Describe methods for disseminating information?
- Explain how a public information program can facilitate recovery?
- Apply learning points to solve public information challenges?

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## Unit 6: Housing

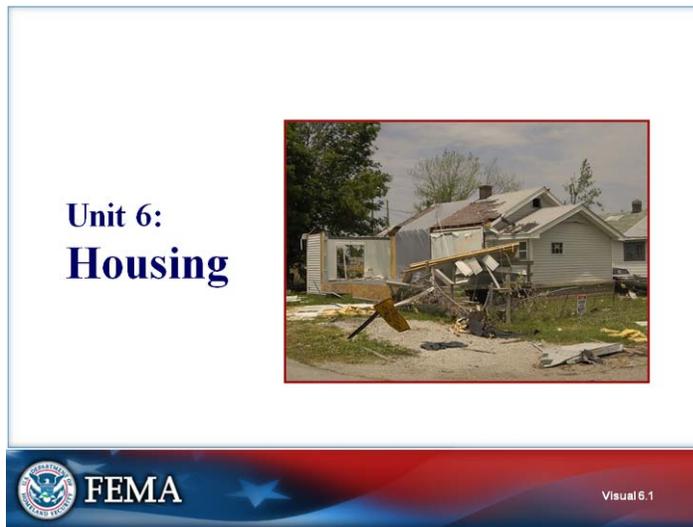
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**Topic**

**Unit Introduction**

**Visual 6.1**



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**Key Points**

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The focus of this unit is on the issues and challenges of providing housing during disaster recovery.

Topic	Unit Objectives
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Visual 6.2

**Unit Objectives**

After completing this unit, you will be able to:

- Describe community issues and challenges in housing recovery.
- Identify potential resources for providing shelter and housing at the local level.
- Identify short- and long-term housing options.
- Describe financial options for temporary and replacement housing.



Visual 6.2

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**Key Points**

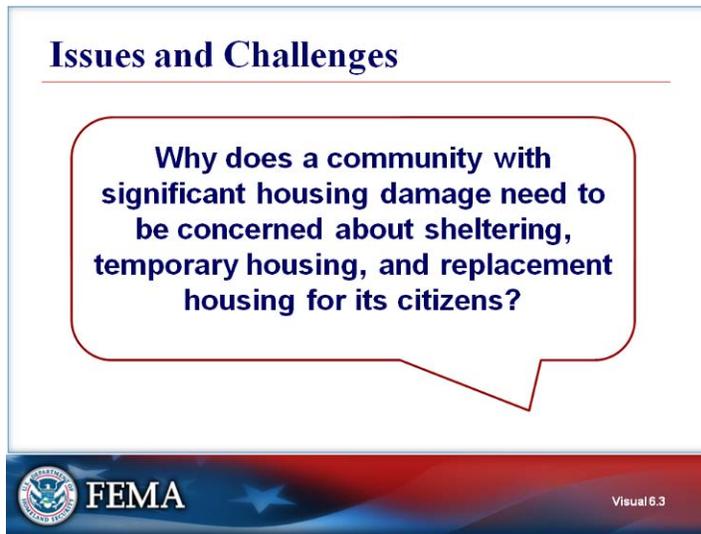
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After completing this unit, you will be able to:

- Describe community issues and challenges in housing recovery.
- Identify potential resources for providing shelter and housing at the local level.
- Identify short- and long-term housing options.
- Describe financial options for temporary and replacement housing.

<b>Topic</b>	<b>Community Issues and Challenges</b>
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Visual 6.3



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**Key Points**

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<p><b>Why does a community with significant housing damage need to be concerned about sheltering, temporary housing, and replacement housing for its citizens?</b></p>
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**Visual 6.4**

**Short- and Long-Term Options**

- Emergency sheltering
- Temporary housing
- Replacement housing



The visual contains two photographs. The left photograph shows an interior of a temporary shelter with several beds and a table. The right photograph shows the exterior of a brick building with an arched entrance labeled 'GYMNASIUM'. Below the photographs is a red and blue banner with the FEMA logo and the text 'FEMA' and 'Visual 6.4'.

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**Key Points**

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There are three aspects involved in providing short- and long-term housing:

- Emergency sheltering
- Temporary housing
- Replacement housing

**Topic** Housing Options

**Visual 6.5**

**Emergency Shelter for Citizens**

Local units of government need to coordinate with emergency shelter providers.



The image contains two photographs. The left photograph shows an outdoor emergency shelter set up under a large blue and white striped tent. A sign on the tent reads 'American Red Cross'. A person in a red vest with a white cross is visible. The right photograph shows the interior of a large indoor arena, likely the Houston Astrodome, converted into an emergency shelter. Rows of people are lying on mats on the floor, and a person in a yellow shirt is walking through the aisles. An American flag is visible in the background.

 **FEMA** Visual 6.5

**Key Points**

- Ultimately the local unit of government will be held responsible for the safety of its citizens.
- The American Red Cross is congressionally chartered to, among other things, provide relief to citizens in time of disasters. Local disaster response and recovery emergency shelter plans need to be coordinated with the American Red Cross. Other voluntary organizations, such as the Salvation Army, local churches, or emergency services organizations, may provide sheltering.
- There are also instances when local emergency management may need to step in and manage or coordinate sheltering (or provide other services). For example, Community Emergency Response Team (CERT) members provided support and managed volunteers when they were activated to the Houston Astrodome where Louisiana evacuees were moved following Hurricane Katrina.
- Emergency sheltering may be provided for small, localized events as well as large disasters and can be a function that spans the Emergency Operations and Recovery Plans (i.e., when people in danger are rescued they need to be taken to a shelter).

**What organizations provide shelter in your jurisdiction?**

<b>Topic</b>	<b>Housing Options</b>
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Visual 6.6

### Local Emergency Shelter Plans

- Shelter numbers and locations
- Services needed
- Americans with Disabilities Act requirements
- Provisions for pets
- Evacuation of nursing homes and hospitals
- Cultural issues



FEMA

Visual 6.6

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**Key Points**

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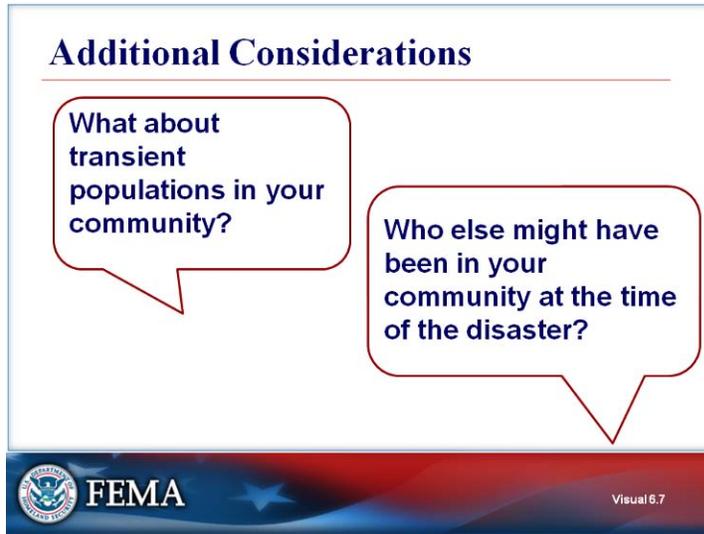
**Are you aware of the contents of your jurisdiction's emergency shelter plans?**

**Has your region developed an evacuation plan?**

**What different cultures reside in your community and will some of them require special considerations because of religious, food, or other beliefs?**

**Topic** Housing Options

Visual 6.7



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**Key Points**

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**What about transient populations in your community?**

**Who else might have been in your community at the time of the disaster?**

**Topic**

**Housing Options**

**Visual 6.8**

**Temporary Housing**

People whose homes are not habitable, safe, sanitary, or secure will need temporary housing.



 **FEMA**  Visual 6.8

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**Key Points**

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- Temporary housing can take many forms and may be necessary in a disaster that does not receive a Federal declaration as well as when Presidential Disaster Declarations are made. In either case, the first resources for temporary housing are vacant rental properties within a reasonable radius. A reasonable radius may be different for various locales. People should be able to go to work if their jobs are still there and, in off hours, be able to spend time working on restoring their home and communicating with their support network.
- Options for temporary housing vary greatly, depending on the nature and size of the event and upon the locale. For example:
  - When a disaster occurs in a portion of a metropolitan area, rental units are often readily available.
  - Disasters in more rural, less populated areas may not have the availability of rental units, and may require alternatives, such as hunting cabins or lake cottages that could be rented. If not, temporary housing may need to be brought in.
  - When entire regions within a State or between States are affected by disasters there may be very little availability of rental property throughout the region.

Visual 6.9

**Temporary Housing Resources (1 of 2)**

When there is NOT a Presidential Disaster Declaration, contact:

- Your State's multi-family housing association.
- Local nonprofit housing providers and developers.
- State Housing Finance Agency (HFA) or Economic Development Agency (EDA).
- The American Red Cross.
- Your Unmet Needs Committee.



Visual 6.9

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**Key Points**

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- Most disasters do not result in a Presidential Disaster Declaration. However, there may still be a significant number of people in need of temporary housing units. Most States have multi-family housing associations and enlist their help to survey their members within the affected area to identify vacant rental units. Ask the association to urge their members to charge Fair Market Rent (FMR) for the locale.
- Local nonprofit housing providers and developers can be a good resource as well, particularly for lower income households, the elderly and disabled populations.
- State or City Housing Finance Agencies (HFAs) may also prove to be a valuable resource for identifying vacant rental units or advising where the information can be obtained.
- Certain organizations may be able to help your community develop a database of affordable rental units that can be made available on Web sites for survivor and case manager access. One example, socialserv.com, has developed databases in 28 States. Other States may have similar organizations that provide this service. Housing Link operates in the Greater Minneapolis/St. Paul area for the same purpose. It has expanded to a Statewide resource to assist disaster survivors when needed.

<b>Topic</b>	<b>Housing Options</b>
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- It is a good idea to pre-assign responsibility for contacting and working with these organizations prior to the disaster. This is usually done by the City or County Housing and Redevelopment Authority (HRA) or Community Development Agency (CDA).
- Some homeowner insurance policies cover the cost of temporary housing.

<p><b>Does your personal policy cover temporary housing?</b></p>
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Visual 6.10

**Temporary Housing Resources (2 of 2)**

When a Presidential Disaster Declaration is made, FEMA will activate the National Disaster Housing Strategy, which includes:

- Providing repair and replacement assistance.
- Cataloging vacant rental units.
- Providing manufactured and alternative interim housing (as a last resort).



Visual 6.10

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**Key Points**

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Presidential Disaster Declarations activate the National Disaster Housing Strategy when needed. The National Disaster Housing Strategy was developed in collaboration between FEMA, the U.S. Department of Housing and Urban Development (HUD), and the American Red Cross.

- Repair and replacement: The first resource for repair and replacement of housing is homeowners insurance. When homeowners insurance is not available or sufficient, FEMA can provide a specified amount towards repair. This amount is adjusted annually.
- When FEMA becomes involved they will work with government and community groups to catalogue available rental properties throughout the affected area, and will, via an online database, provide that information to disaster survivors seeking affordable rental housing. The information will also provide details about accessibility for those in need of these units.
- If damaged homes are destroyed or cannot be repaired quickly, FEMA or HUD will provide rental assistance to eligible disaster survivors.
- The maximum time period for rental assistance is 18 months.

**Do you have experience with temporary housing issues in your community?**

**Topic**

**Housing Options**

**Visual 6.11**

**Short- and Long-Term Temporary Housing**



- **Short-Term**
  - Onsite travel trailers (manufactured) units
  - Alternative housing (tents)
- **Long-Term**
  - Mobile homes



**FEMA**

Visual 6.11

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**Key Points**

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- When requested by the State, FEMA will provide a range of options for temporary housing units. Onsite travel trailers or alternative housing such as tents are convenient options when damaged homes need minimal repair and utilities are available. Homeowners like this option for two reasons: 1) they are better able to ensure no further harm comes to their property, and 2) they can sleep and eat in the temporary unit and work on repairing their home in their free time.
- If you use either of these options there are important issues to consider:
  - Establish a date when the unit must be vacated. Weather could be a factor in selecting the date. Make sure case managers working with survivors are aware of the date by which the unit must be vacated.
- Prior to a disaster make sure that local ordinances allow for this type of temporary housing.
- When longer term temporary housing is necessary, FEMA may have mobile homes transported to the locale. Prior to transporting any temporary housing, FEMA requires that the State identify acceptable unoccupied formaldehyde levels. The ideal place for mobile homes to be placed is on commercial pads in existing mobile home parks. FEMA will work with local officials to identify vacant pads.
- When private and commercial site locations are not adequate to meet the need, FEMA will work with State and local officials to identify prospective sites for development, construction, and extended occupation.

Visual 6.12

### New Site Development Considerations

- **Size of the development:** determine whether there should be multiple sites.
- **Proximity to:** public transportation, grocery stores, churches, jobs, schools, etc.
- **When developments are large consider onsite services:** sufficient places for children to play, for teens to gather, onsite services (VOAD, Recovery Center).
- **Site approval and preparation often is a lengthy process and many steps.**

**FEMA**Visual 6.12

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### Key Points

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- We can learn some important lessons from the past about where the local jurisdiction and the State locate the temporary housing sites.
- Large developments can become socioeconomic challenges. Tough lessons were learned after Hurricane Charley when a development was built for 500 mobile homes housing 1,500 people in Florida. The park was too large with too many people living in close proximity. Only two small playgrounds were included for hundreds of children. The entire park was fenced in with only one entrance and exit. There was no place for teens to gather and no entertainment activities. The director of recovery for Charlotte County was quoted as saying, “You throw together all these very different people under already tremendous stress, and bad things will happen.”
- If your community needs to select a location for a mobile home park consider: (1) the number of people who need housing; (2) what sites are available; (3) whether one site or multiple sites are needed (to lessen the number of survivors living in close proximity); (4) whether the potential sites are close to grocery stores, churches, jobs, medical care, VOAD, and Recovery Centers, etc.; (5) whether reasonably inexpensive public transportation is available to these facilities; and (6) where schoolchildren will be attending class.
- If the decision is made to build one large mobile home development, consider options for all of the above identified inadequacies. Consider a variety of sources to fill gaps in funding for such things as play areas and teen facilities. Some possibilities are: foundations, corporations, and social service agencies.
- Site approval and preparation often is a lengthy process and requires many steps. This process and the time required to complete it is sometimes misunderstood by the general public and the media.

**Topic**

**Housing Options**

- The City of East Grand Forks, MN with a population of 9,000 had only 8 homes that were undamaged as a result of the Red River Valley Floods of 1997. The decision was made to acquire 600 homes using FEMA Mitigation funding, Petro and Minnesota Department of Natural Resources (DNR) funds. When buildings are acquired using mitigation funding, the land must remain clear of obstructive structures. Four hundred (400) mobile homes were needed to house survivors. Mobile home parks were needed. The decision was made to acquire two separate parcels of land adjacent to town placing 200 mobile homes in each. FEMA typically installs temporary infrastructure when they construct mobile home parks. The State of Minnesota and the City of East Grand Forks realized that the City was going to need new developments to locate replacement housing. The State agreed to loan the City the funds to pay the difference to install infrastructure permanently. As the mobile homes were removed, two lots were combined to make one permanent lot which was then sold to households wishing to build new homes.

**Have your jurisdictions had experience with temporary housing?**

Visual 6.13

**Replacement Housing**

Don't necessarily rush into replacement of lost housing.



 **FEMA** Visual 6.13

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**Key Points**

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- Don't make assumptions about replacement housing needs. A community can't assume that every house that was lost will need to be replaced. Remember, disasters accelerate the natural attrition in a community. People leave town or even the area.
- Consider:
  - There may have been deaths or injuries in the household taking precedence to deciding about future housing.
  - People need some time to stabilize and become more grounded before they make decisions about how they're planning to proceed.
  - Survivors need time to connect with loved ones and friends, to make sure everyone is safe and well.
  - After a few weeks a housing survey can be taken to help determine what the survivor's intentions are, this is especially important in less populated areas.
  - Considerations about mitigation need to be addressed prior to rebuilding:
    - If effected homes are in a floodplain will there be property acquisitions?
    - Will the community mitigation activities include flood protection, such as flood walls, requiring the acquisition of homes for placement?
    - Will building codes be upgraded to require elevation of homes, hurricane clips, earthquake resistant construction, etc.?

**Topic**

**Housing Options**

- Even incidents not involving acquisition of property opportunities should be considered:
  - An example is Greensburg, KS. In May of 2007 Greensburg, KS was severely damaged by an EF5 tornado. The community spent 12 weeks developing the Long-Term Community Recovery Plan. It is the result of multiple meetings and discussions between the long-term recovery planning team, local, State, and Federal officials, business owners, civic groups, and citizens. Community participation provided an invaluable source of input and feedback that was used to refine and prioritize the projects contained in this plan. The community resolved to build back better, safer, and in a more sustainable manner.
  - At the heart of the plan is a simple guiding principle—keep the things that have made Greensburg and Kiowa County a good place to live, work, and own a business, and then suggest ways to build upon strengths of the community in order to make it even more prosperous, appealing, livable, and sustainable—this is an excellent approach for all communities. Information about Greensburg recovery can be found at: <http://www.greensburgks.org/> and in the Housing folder of your Toolkit CD.

**Topic**

**Housing Options**

**Visual 6.14**

**Improvements**

- Disaster recovery can be an opportunity.
- Recovery funds can be used to improve the community rather than put it back the way it was.



 **FEMA**  Visual 6.14

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**Key Points**

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- Following a disaster, everyone’s first response is to return everything to “normal.” The reality is there was a disaster and everything will never be normal again. However, there will be a “new normal.” Like Greensburg, every community should consider how to use recovery funds to improve the community rather than putting it back the way it was. Pull out the community’s Comprehensive Plan and determine what improvements were already being planned. Are they still viable? Can they be improved upon considering the current situation? In rebuilding the housing stock, how can we encourage homeowners and rental property owners to rebuild in a more disaster resistant, sustainable manner?
- Following the Red River Floods of 1997 the City of East Grand Forks, MN worked with the University of MN Architectural School’s Rural Design Institute to redesign with the city. Throughout the Gulf Coast following the devastation of the 2005 hurricanes there are numerous examples of jurisdictions and nonprofits working with Architectural Schools to create less expensive designs incorporating green construction techniques as well as mitigation techniques.
- Historically, many communities developed along rivers when waterways were a main means of transportation. More than half of the U.S. population currently lives on or near coastlines. Millions of homes are located in the country’s most vulnerable areas. Often, poorer sections of the population live in the most vulnerable places in our communities.

<b>Topic</b>	<b>Housing Options</b>
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- When a considerable loss of housing follows a disaster, consider:
  - Is this still the best place for housing development?
  - If infrastructure is destroyed can replacement housing be planned in new neighborhoods that can be laid out in a more sustainable manner?
  - What vulnerabilities resulted in the most loss of housing?
  - Can future damage be mitigated by developing new neighborhoods away from a hazardous area?
  - What current zoning needs to be updated to prevent future loss of housing?
  - Has the community become more vulnerable since it first developed? New Orleans is an example of a community whose surrounding terrain has changed since its beginnings. When New Orleans was first developed it was protected from hurricanes by the delta but in the last 100 years the delta has eroded.

<b>Has the surrounding terrain in your community changed making it more vulnerable?</b>
---

Visual 6.15

**Community Revitalization**

The goal of housing recovery is two-fold:

- Help survivors repair or replace housing.
- Revitalize the community's housing stock and tax base.



 **FEMA**  Visual 6.15

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**Key Points**

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- The housing needs of survivors and rebuilding the housing stock are two different goals. One is to provide adequate long-term housing for survivors and the other is to increase community revenue. What they have in common is revitalizing the damaged community.
- After the Red River Valley Floods of 1997 the City of Grand Forks, ND, was concerned about losing residents due to the loss of housing. They used some of their recovery funding to have 200 homes built by contractors on property the city owned. They sold about seven homes for the asking price and the remaining were eventually sold but at extremely reduced prices. The problem was: the site the development was built on was not where most people wanted to live. It was bordered by a busy railroad, a dump, and a mobile home park. The lesson we can learn is that people whose homes are destroyed or are being acquired with mitigation funds want to make their own choice about where to rebuild, what home design they want, and the contractor to use.
- While a high percentage of survivors are typically able to restore or rebuild their homes on their own using proceeds from their homeowner's insurance, FEMA Repair and Replacement Assistance or SBA Disaster Loans, others will need additional assistance and financial counseling. Many communities have one or more housing nonprofits and new nonprofit housing providers may also develop following disasters. The purpose is to develop affordable housing.

**Topic**

**Housing Resources**

**Visual 6.16**

**Potential Resources**

**Potential housing recovery resources include:**

- Financial options
- Housing recovery assistance



 **FEMA**  Visual 6.16

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**Key Points**

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- The amount and type of assistance following a disaster will vary depending on the extent of the disaster. The amount of financial help people need will also vary. Some residents will have the ability to return to the community relatively quickly with their own resources. However, those with low and moderate incomes will often need financial assistance. In many rural areas the cost to rebuild a home will far exceed the pre-disaster value and nearly always the insured value is less than the cost to rebuild resulting in a financing gap. Very often, people who have lost housing will need housing counseling assistance to navigate the myriad of insurance along with FEMA, Small Business Administration (SBA), and other forms of assistance. Survivors nearly always can benefit from technical housing assistance.
- Greensburg, KS, as well as numerous other communities that have sustained a high degree of housing loss, have established Housing Recovery Centers, staffing them with people who can assist residents with forms, financial resources, technical rebuilding assistance, financial advice, housing rehabilitation assistance, and overall, help them through the process of reestablishing their household into permanent housing. The centers are also an excellent place for coordination of volunteers. The centers can be a “one stop shop” by also housing the permitting office and community housing inspector.
- Housing Recovery Centers provide valuable assistance and should be staffed by housing professionals familiar with federally funded housing assistance programs, construction, and housing rehabilitation. Counselors need to know or be trained in the FEMA/SBA process if there is a federally declared disaster. Staff may consist of existing city/county housing staff, housing consultants, or those who have worked for nonprofit housing developers. Local nonprofit housing developers may also take the lead in managing a Housing Recovery Center.

**Topic** Housing Resources

Visual 6.17

**Financial Options**

Financial resources available to repair and replace housing:

- Insurance
- Small Business Administration (SBA) Disaster Assistance Loans
- State and/or Federal Disaster Assistance
- Non-Governmental Organizations (NGO) Resources and Services



Visual 6.17

**Key Points**

Insurance is always the first source of disaster recovery funding; examples are:

- Homeowner Policy
- National Flood Insurance Program (NFIP)
- Hurricane or earthquake insurance

**Are you aware of the contents of your homeowner insurance policy? Have any of you experienced a claim procedure?**

- Small Business Administration (SBA) Disaster Assistance Loans are made available when there are Presidential Declarations of Disasters. When a disaster doesn't reach the magnitude of a Presidential Declaration it may still be enough damage to warrant a SBA declaration making the SBA loans available for recovery efforts. SBA declarations are based on the percentage of uninsured loss caused by the event.
- The SBA can assist homeowners, renters and small businesses affected by the disaster. The SBA is a critical source of housing finance as well as small business recovery funding following disasters. Other Federal programs may offer assistance and some State resources may as well.
- Non-Governmental Organizations (NGOs) often provide significant assistance most notably through housing counseling and case management, which provides essential guidance. They may also be able to provide financial resources.

Visual 6.18

**Non-FEMA Government Assistance**

- SBA
- Department of Housing and Urban Development (HUD) Community Development Block Grants (CDBG)
- United States Department of Agriculture (USDA) Rural Development (RD) housing programs



**FEMA**

Visual 6.18

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**Key Points**

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As previously mentioned the largest source of financing for homeowners and renters following insurance is the SBA. SBA loans may be used to repair or replace damaged real estate or personal property owned by the survivors. Renters are eligible for their personal property losses, including automobiles.

- Loans cover uninsured or otherwise uncompensated losses.
- Loans cover only replacement of property, not additions or other unnecessary enhancements.
- Additional funds may be available for improvements that will protect the property.
- Rebuilding loans are limited to \$200,000.
- Personal property loans are limited to \$40,000.
- The SBA can refinance all or part of prior mortgages under certain conditions.
- The SBA loans are typically offered at lower than market interest rates and up to 30-year repayment terms.
- The SBA's Web site on Disaster Assistance Loans offers excellent information including a tutorial and fact sheet: <http://www.sba.gov/services/disasterassistance>. More information about SBA funding can be found on the Resources folder of the Toolkit CD.

**Topic**

**Housing Resources**

In response to disasters, Congress may appropriate additional funding to HUD for the CDBG and HOME programs for Disaster Recovery grants to local jurisdictions or States to aid in rebuilding the affected areas and provide crucial seed money to start the recovery process. As CDBG Disaster Recovery assistance may fund a broad range of recovery activities, HUD can help communities and neighborhoods that otherwise might not recover due to limited resources.

- Disaster Recovery grants often supplement disaster needs unmet by other Federal disaster assistance programs.
- CDBG funds are some of the most flexible funds a community can receive.
- Half of the funds must be used to benefit low-income survivors.
- Specific information about CDBG disaster housing assistance can be found at: <http://www.hud.gov/offices/cpd/communitydevelopment/programs/drsi/> and in the Resources folder of the Toolkit CD.
- Typically, in areas affected by natural disasters, Rural Development can help existing Rural Development borrowers who are survivors of a disaster.

Following the tornadoes that devastated Greensburg, KS, Rural Development partnered with the city, county and nonprofits to provide low-interest loan and grant funding to support the financing of new affordable homes and home repairs, along with workforce and senior rental housing.

<b>Topic</b>	<b>Housing Resources</b>
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**Visual 6.19**

### Public Funds

In long-term housing recovery, the role of public funds is to fill gaps, to return survivors to pre-disaster housing conditions, and to address health and safety deficiencies.



Visual 6.19

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**Key Points**

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In long-term housing recovery, the role of public funds is to fill gaps, to return survivors to pre-disaster housing conditions, and to address health and safety deficiencies.

- It is not unusual for gaps to occur in people’s ability to return to pre-disaster housing conditions, when insurance proceeds have been applied and people have borrowed to the extent possible, they need gap financing.
- There are two types of gaps that may occur:
  1. A value gap occurs when it costs more to build than the value of the completed home. This is most typical in more rural areas with depressed housing values.
  2. An affordability gap occurs when the household income is not sufficient to re-pay loans needed for rebuilding.

<b>Topic</b>	<b>Housing Resources</b>
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- Gaps occur both in new construction and when the cost to rehab a home exceeds a reasonable debt load.
- Communities wishing to encourage housing reconstruction may want to use CDBG or State funds to design gap financing assistance. When this is the case, design programs as deferred loans rather than grants. Deferred loans can be forgiven after the survivors have maintained the home as their primary resident for a set period of time such as 10 years or they may be due on sale. Make the length and term of the assistance long enough to ensure that public funds are used to help with rebuilding, not provide a windfall for someone.
- Public funds can also be used to encourage development of new construction—both owner occupied and rental, but the recovery money should be used to offer incentives to homeowners or for construction of affordable housing. Remember, 50 percent of CDBG funding must be used for low-income households.

<b>Topic</b>	<b>Housing Resources</b>
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**Visual 6.20**

### Other Resources

Nonprofit housing providers assist with:

- Housing counseling
- Volunteer coordination
- Job site supervision and guidance
- New home and home rehabilitation construction management
- Financial aid



Visual 6.20

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**Key Points**

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- Many communities have one or two non-profit housing providers whose mission involves affordable housing. These are also often nonprofit organizations that provide broader community development or social service functions. Existing nonprofits may take on additional activities following a disaster, where there isn't an existing nonprofit housing provider one may develop. These organizations often play an important role in the effective recovery of communities, particularly for those households needing more assistance.
- Housing Counseling involves assisting people with the red tape of repairing or rebuilding their home, working through the insurance process, and the FEMA/SBA process. This counseling service may also be able to provide advice on financially feasible borrowing limits. Housing counseling can also include rehabilitation expertise, assistance obtaining bids for needed work, homeownership counseling, etc.
- Following nearly every disaster volunteers come to help. They are an incredibly valuable resource when managed well. The skills of the volunteers need to be matched with the needs of the survivors, a task that many nonprofits are adept at managing. Some of the volunteers will be skilled in construction.

**Topic**

**Housing Resources**

- Additional resources may be available for job site supervision, guidance, and construction management for new homes and for housing rehabilitation. For example, the Hope Community Development Agency (CDA) which was developed when East Biloxi, MS City Councilman, Bill Stallworth, recognized the incredible need in the second ward following Hurricane Katrina. The ward was the home of over 10,000 of the city's lowest income residents. Hope CDA works in concert with community, faith-based and civic organizations, government officials, and private entities. It strives to ensure that the citizens it serves achieve self-sufficiency and success in the economic mainstream of society. Hope CDA guts and repairs homes as well as builds new homes. For more information about this inspiring organization go to: <http://www.hopecda.org/index.html> in the Housing folder of the Toolkit CD.
- Nonprofit organizations may be able to assist households whose insurance proceeds fall short and they do not have the financial capacity to finance rehabilitation or new construction. When communities receive cash donations for the benefit of survivors, nonprofit organizations can provide oversight and ensure appropriate use. One such example occurred in Breckenridge, MN following the floods of 1997. The City of 3,500 received over a million dollars in donations earmarked for household recovery. The community decided to create a nonprofit they called Lend a Helping Hand to oversee the use of the funds and to coordinate volunteers who came to rebuild with homeowners in need of the specific skills being offered, thereby allowing the city staff to focus on other aspects of recovery.
- Nonprofits may also have relationships with national organizations that can provide both monetary and non-monetary resources.
- Additionally a city may contract with an experienced nonprofit to manage Community Development Block Grant or Home funds.

<b>Topic</b>	<b>Housing Resources</b>
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Visual 6.21

**Providers Identified**

Identifying local nonprofit housing providers:

- Community Action Agencies/Programs (CAP)
- Neighborhood Housing Services (NHS)
- Community Development Organizations
- Community-Based Organizations (CBO)



Visual 6.21

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**Key Points**

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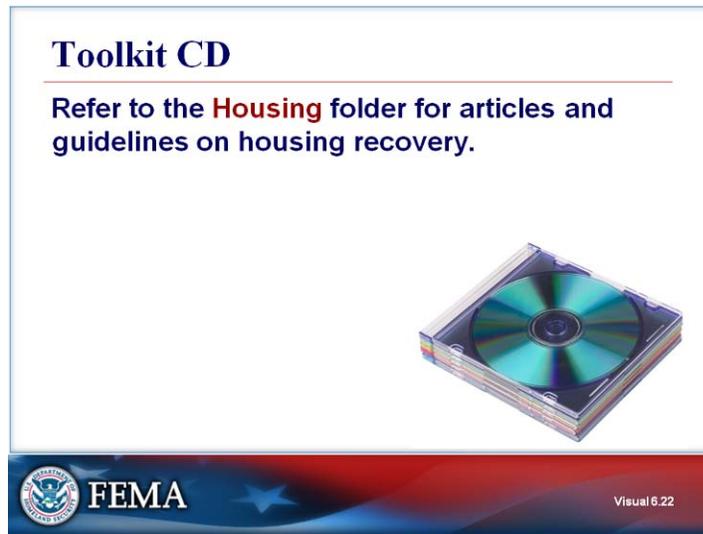
<p><b>Who are the nonprofit housing providers in your community?</b></p>
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<p><b>Does your State have a Council of Nonprofit Organizations?</b></p>
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**Topic**

**Toolkit CD**

**Visual 6.22**



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**Key Points**

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Access the Housing folder on the Toolkit CD.

<b>Topic</b>	<b>Critical Issues Summary</b>
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Visual 6.23



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**Key Points**

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The key issues covered in this unit include:

- Community Issues and Challenges
- Housing Resources
- Housing Options

**Topic**

**Unit Summary**

**Visual 6.24**

**Unit Summary**

Are you now able to:

- Describe community issues and challenges in housing recovery?
- Identify potential resources for providing shelter and housing at the local level?
- Identify short- and long-term housing options?
- Describe financial options for temporary and replacement housing?



Visual 6.24

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**Key Points**

---

Are you now able to:

- Describe community issues and challenges in housing recovery?
- Identify potential resources for providing shelter and housing at the local level?
- Identify short- and long-term housing options?
- Describe financial options for temporary and replacement housing?

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## Unit 7: Unmet Needs Committee

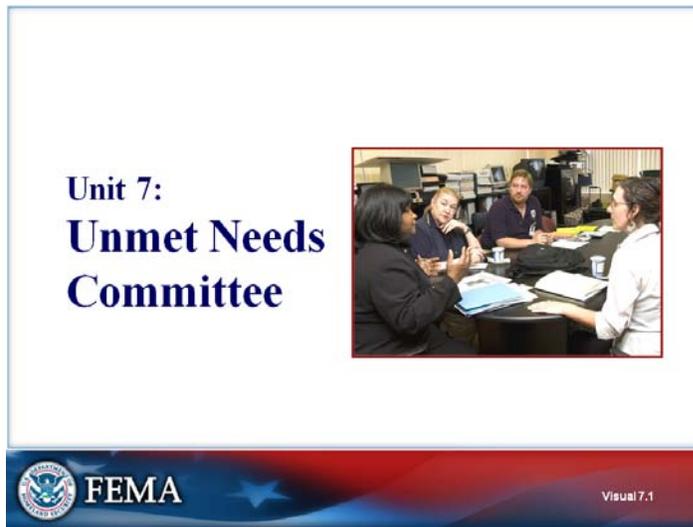
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**Topic**

**Unit Introduction**

**Visual 7.1**



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**Key Points**

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An unmet needs committee is a special recovery organization that many communities have adopted as part of their recovery planning. The unmet needs committee provides a “safety net” for many people who are affected by disasters and have not been able to access assistance for various reasons.

**Topic**

**Unit Objectives**

**Visual 7.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Describe the purpose, mission, makeup, and procedures of an unmet needs committee.
- Identify the benefits of an unmet needs committee.
- Explain how an unmet needs committee operates.



Visual 7.2

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**Key Points**

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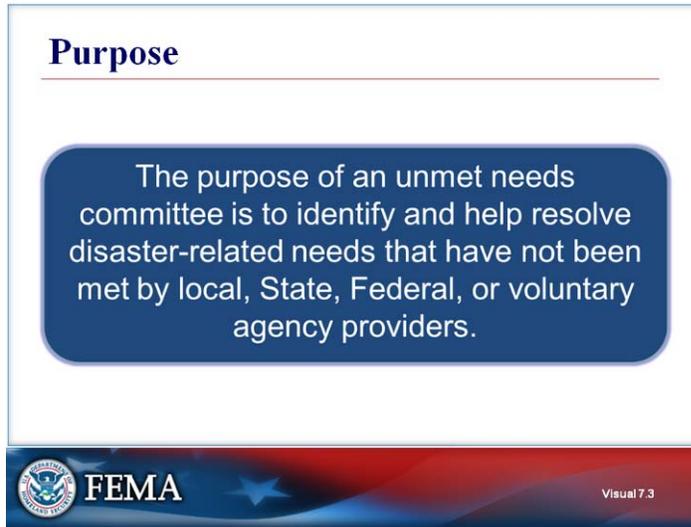
After completing this unit, you will be able to:

- Describe the purpose, mission, makeup, and procedures of an unmet needs committee.
- Identify the benefits of an unmet needs committee.
- Explain how an unmet needs committee operates.

**Topic**

**Structure of an Unmet Needs Committee**

Visual 7.3



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**Key Points**

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The purpose of an unmet needs committee is to identify and help resolve disaster-related needs that have not been met by local, State, Federal, or voluntary agency providers.

- Not all disaster recovery needs of individuals and families can be fully addressed by traditional State and Federal assistance programs. In most cases, local disasters will not result in a Presidential Declaration. Consequently, Federal disaster assistance will not be provided in these cases. Likewise, there is no guarantee that a local emergency or disaster will require State assistance, and when State assistance is provided, it may not meet all the needs of all disaster survivors.

**Topic**

**Structure of an Unmet Needs Committee**

**Visual 7.4**

**Purpose Examples**

An unmet needs committee is especially effective when:

- Government assistance programs are not available.
- Government assistance is provided but falls short of meeting disaster survivor needs.



 **FEMA**  Visual 7.4

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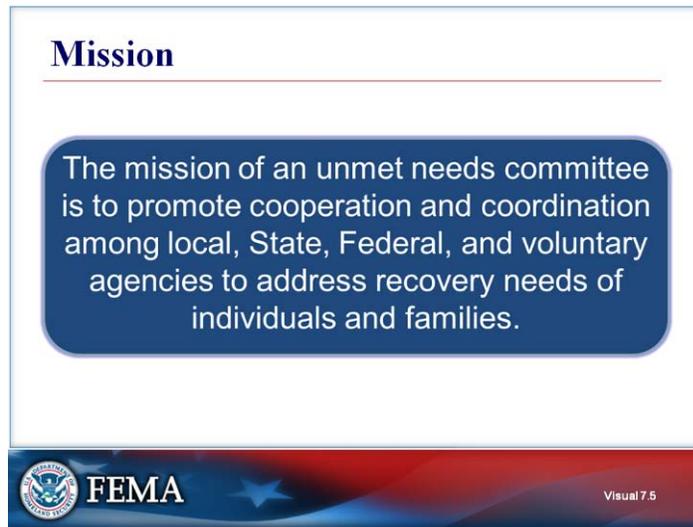
**Key Points**

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- An unmet needs committee provides a means of addressing disaster recovery needs in cases where:
  - Governmental assistance programs are not available, or
  - Governmental assistance is provided but falls short of meeting all the needs of disaster survivors.
- An unmet needs committee can be used in any incident, large or small. This organization is especially effective when an incident does not result in outside assistance from the Federal Government or State governments. For example, some counties in southwest Virginia have established unmet needs committees to serve their citizens in time of need, with or without State or Federal disaster assistance.

<b>Topic</b>	<b>Structure of an Unmet Needs Committee</b>
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Visual 7.5



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**Key Points**

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The mission of an unmet needs committee is to promote cooperation and coordination among local, State, Federal, and voluntary agencies to address recovery needs of individuals and families.

**Topic**

**Structure of an Unmet Needs Committee**

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**Visual 7.6**



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**Key Points**

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- Existing community service organizations usually provide the basis for an unmet needs committee. Examples are:
  - National Voluntary Organizations Active in Disaster (NVOAD) and State or local Voluntary Organizations Active in Disaster (VOAD) member organizations may be able to form unmet needs committees.
  - American Red Cross
  - United Way
  - Faith Based and Community Organizations
  - The Salvation Army
  - Local government human service agencies
  - Non-Government Organizations (NGOs)
- Optimally, an unmet needs committee is organized before a disaster strikes. Local agencies should plan an unmet needs committee as a component of the local or State VOAD and Council of Churches.
- An unmet needs committee should be in place when a disaster strikes where multiple disaster relief agencies intend to provide services. If an unmet needs committee is not in place, one needs to be organized as soon as possible by local representatives of those service organizations after disaster strikes.
- Any organization providing resources in the recovery process for disaster-related needs can participate.
- The services of an unmet needs committee can be provided even without a formal committee being established. For example, a community may have existing arrangements among volunteer agencies, churches, and other organizations to share resources and provide assistance to individuals and families affected by any emergency or disaster.

**Topic**

**Structure of an Unmet Needs Committee**

- National Voluntary Organizations Active in Disaster (NVOAD) member organizations involved in the recovery process are strongly encouraged to provide leadership in the formation of unmet needs committees. Where there is a viable interfaith response organization, with members' consent, the interfaith organization may represent its members.
- At initial meetings, each participating organization needs to explain their criteria for resource provision. Also needed is an outline of what services each organization provides. This information, along with an activation process, should be documented in an unmet needs committee handbook for use during the recovery process.

**Topic**

**Structure of an Unmet Needs Committee**

**Visual 7.7**

**Procedures**

- Convene weekly meetings
- Develop a plan
- Commit resources
- Retain confidentiality



 **FEMA**  Visual 7.7

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**Key Points**

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- During the response/recovery period, the local coordinator will convene and facilitate weekly meetings of the committee. Information about community resources will be shared.
- Families with disaster-related needs that have not been met through personal, local, State, Federal, or other voluntary resources may request consideration for assistance from the committee by applying through a participating agency. All agency pre-disaster eligibility criteria may be used.
- Agencies may bring cases directly to the committee if they are unable to meet client needs through their own resources or by working with other organizations.
- Through discussion and sharing options and resources, the committee will jointly develop a plan to meet the needs of each case brought to the committee.
- Commitment of resources by an organization will be voluntary and based on that organization's eligibility criteria and approval.
- All cases presented to the committee must be accompanied by a Release of Confidentiality signed by the client so case information can be shared. Professional standards of confidentiality will apply to the committee as a whole.

**Topic**

**Benefits of an Unmet Needs Committee**

**Visual 7.8**

**Advantages for the Agencies**

- Committee approach
- Expands each agency's opportunity to help survivors
- Provides for the best use of agency services
- Allows agencies to share information
- Opens access for each agency's cases to broader range of resources
- Provides a system for future interaction

FEMA Visual 7.8

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**Key Points**

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There are advantages for the agencies involved in an unmet needs committee, including:

- The committee approach expands each agency's opportunity to help survivors who otherwise may not have received assistance.
- The committee approach makes the best use of each agency's services and resources.
- The committee exchange will allow agencies to share information about cases they are serving and avoid duplicating benefits.
- The committee process provides a system for future interaction.

**Topic**

**Benefits of an Unmet Needs Committee**

**Visual 7.9**

**Advantages for the Survivors**

- Clients have access to the agencies simultaneously
- Clients have the benefit of collective creative problem-solving skills
- Clients benefit from quick decisionmaking and commitments



 **FEMA**  Visual 7.9

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**Key Points**

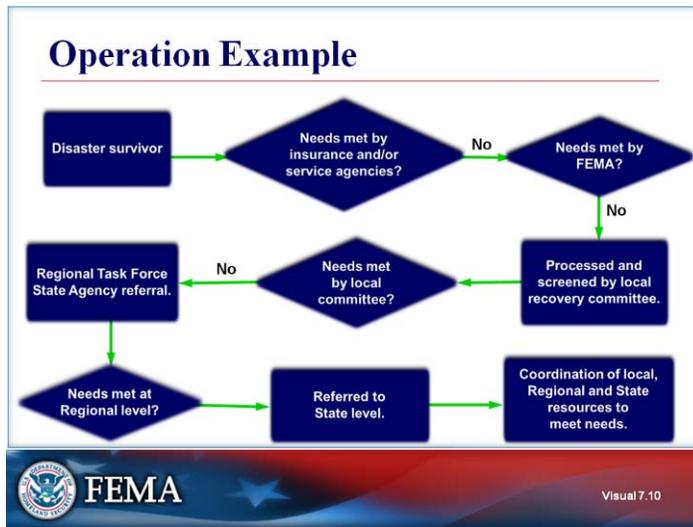
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There are benefits for those who are affected by the disaster, including:

- Clients have access to the agencies simultaneously that specialize in many different forms of assistance.
- Clients have the benefit of the collective problem-solving skills of many experienced case managers who can initiate creative thinking processes to reach a common goal.
- Clients benefit from quick decisionmaking and commitments from agencies providing services and resources.

**Topic**      **Operations of an Unmet Needs Committee**

Visual 7.10



**Key Points**

- **Example of State Unmet Needs Program**

Following a series of natural disasters in 1995 and 1996, the State of Virginia established a State Disaster Recovery Task Force to address unmet needs of disaster survivors for both Presidential and non-Presidential disasters. An excerpt from a 1997 newsletter of the Virginia Department of Housing and Community Development describes the activities of the task force are as follows:

- **Disaster Recovery Task Force Working on Unmet Needs**

The State Disaster Recovery Task Force continues to make great strides to build local disaster recovery groups. This effort has grown out of the mobilization of the task force last fall to respond to the aftermath of Hurricane Fran. The purpose of the task force as to respond to the unmet needs of disaster survivors after traditional recovery resources had been utilized.

The Secretary of Commerce and Trade heads the statewide task force, and has delegated the coordination of the task force to the Department of Housing and Community Development.

**Topic**

**Operations of an Unmet Needs Committee**

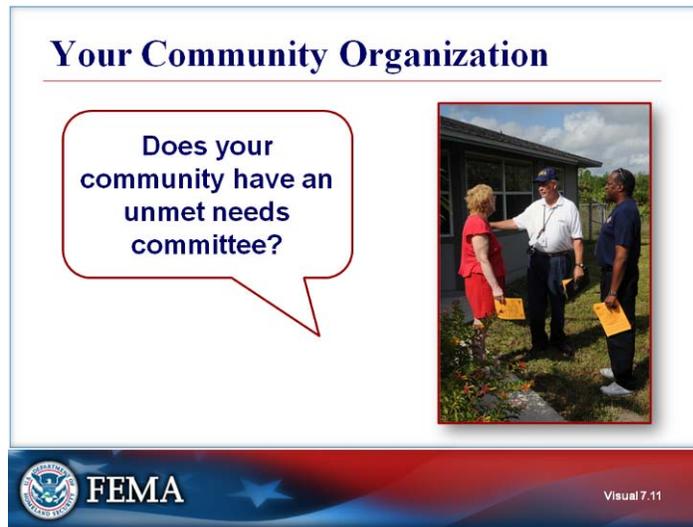
The focus has been on building local recovery groups for several reasons. First, the recovery groups need to be utilized at any time, not just in response to Federal or State declared disasters. Local groups can respond much more quickly and efficiently to meet post-disaster needs than a central organization. Local groups will more quickly draw upon local resources to help the people in that jurisdiction. They should also know better than an outside group of the areas around the city or county that are likely to have residents with unmet needs. Second, decisions regarding how assistance is distributed will be made locally and not by persons unfamiliar with the residents in the community. This structure allows local government and local private-sector groups to take responsibility for their own residents. The State task force will handle those unmet needs that cannot be dealt with at the local level.

The State task force will be in the proper role of taking on the responsibility of working with complex situations and those that require additional resources.

A variety of effective local recovery groups have been established over the past few months in meeting individual needs. They include: Rockingham, Shenandoah, Henry, Page, Franklin, Chesterfield, and Madison Counties and the City of Roanoke. These localities have built organizations that include representatives of a mixture of local government, community organizations, and private-sector groups. A proper mixture of groups represented on the task force is important to ensure that all available resources are utilized.

<b>Topic</b>	<b>Operations of an Unmet Needs Committee</b>
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Visual 7.11



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**Key Points**

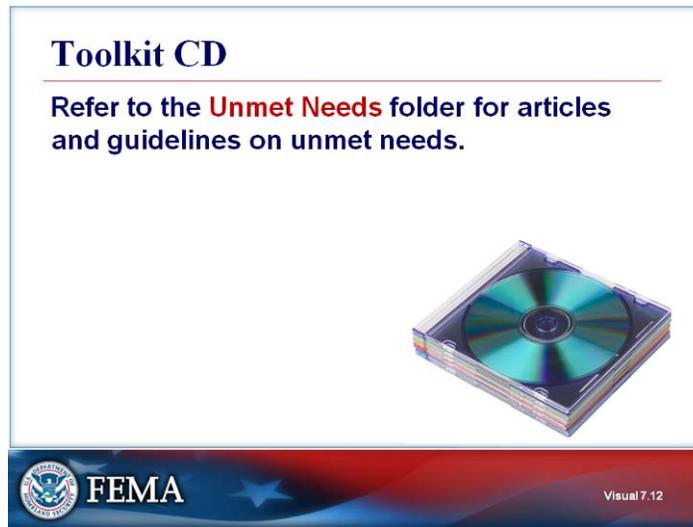
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- Assess your community's pre-disaster recovery plan or annex and determine whether it includes an unmet needs committee.

**Topic**

**Toolkit CD**

**Visual 7.12**



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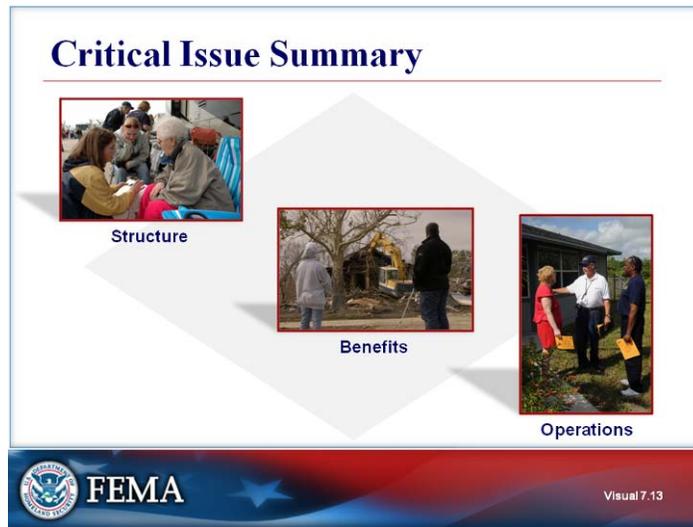
**Key Points**

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Access the Unmet Needs folder on the Toolkit CD.

<b>Topic</b>	<b>Critical Issue Summary</b>
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Visual 7.13



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**Key Points**

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The key issues covered in this unit include:

- Structure
- Benefits
- Operations

**Topic**

**Unit Summary**

**Visual 7.14**

**Unit Summary**

Are you now able to:

- Describe the purpose, mission, makeup, and procedures of an unmet needs committee?
- Identify the benefits of an unmet needs committee?
- Explain how an unmet needs committee operates?

FEMA

Visual 7.14

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**Key Points**

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Are you now able to:

- Describe the purpose, mission, makeup, and procedures of an unmet needs committee?
- Identify the benefits of an unmet needs committee?
- Explain how an unmet needs committee operates?

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## Unit 8: Health Care

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**Topic**

**Unit Introduction**

**Visual 8.1**



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**Key Points**

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This unit focuses on health care issues and the roles and responsibilities of health care personnel in disaster recovery.

Topic	Unit Objectives
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Visual 8.2

**Unit Objectives**

After completing this unit, you will be able to:

- Identify the components of health care in communities.
- Describe health and safety concerns that typically occur in disasters.
- Identify major roles and responsibilities of health care personnel in disaster recovery.

The slide features a silhouette of a person standing next to a whiteboard on a tripod stand. The bottom of the slide has a red and blue gradient background with the FEMA logo on the left and the text 'Visual 8.2' on the right.

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**Key Points**

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After completing this unit, you will be able to:

- Identify the components of health care in communities.
- Describe health and safety concerns that typically occur in disasters.
- Identify major roles and responsibilities of health care personnel in disaster recovery.

<b>Topic</b>	<b>Components of Community Health Care</b>
--------------	--

**Visual 8.3**

**Critical Issues (1 of 2)**

- Overview of the health care system
- Crisis counseling and mental health
- Public education
- Communication with stakeholders
- Food safety
- Potable water systems



Visual 8.3

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**Key Points**

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The following topics are covered in this unit:

- Overview of the health care system
- Crisis counseling and mental health
- Public education
- Communication with stakeholders
- Food safety
- Potable water systems

**Topic**

**Components of Community Health Care**

**Visual 8.4**

**Critical Issues (2 of 2)**

- Wastewater treatment systems
- Garbage pickup
- Vector/animal control
- Hazardous materials
- Infectious diseases
- Human remains



 **FEMA**  Visual 8.4

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**Key Points**

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- Wastewater treatment systems
- Garbage pickup
- Vector/animal control
- Hazardous materials
- Infectious diseases
- Human remains

**Has anyone worked in any of these areas during a disaster?**

**Topic**

**Components of Community Health Care**

**Visual 8.5**

**Overview of the Health Care System**

- Hospitals
- Public Health Department
- Nursing Homes
- Long-Term Care Facilities
- Pharmacy/Durable Medical Equipment Providers
- Mortuary Services



 **FEMA**  Visual 8.5

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**Key Points**

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The components of the health care system are shown on this slide.

- Of course, not all communities have all of these components and some communities may have none at all.
- While each of the above has different roles in human services, they are all important to community health and are needed.
- Recovery of these facilities and organizations is critical to community recovery.
- Emergency managers should meet with the administrators of these facilities to determine the robustness of their disaster planning and find out if they have developed recovery plans.
- Each facility should have a damage control plan. Facility physical plant personnel can do things to limit further damage and aid in restoration of services. Supplies, such as plywood sheets, heavy plastic sheeting, electrical wire spools, tools, and submersible pumps can aid immediate restoration needs.
- A priority list of departments and services needs to be decided pre-disaster. For example, the Emergency Department or Intensive Care Unit would be more important to life safety and community need after a disaster than would certain other departments and services that could be placed lower on the priority list for emergency restoration activities.

**Have any of you been involved in emergency planning for these types of health care facilities?**

**Topic**

**Health and Safety Concerns**

**Visual 8.6**

**Critical Information**

Disaster recovery personnel need to know:

- Status of medical care system
- Damaged facilities
- Reporting status
- Responsibility



 **FEMA**  Visual 8.6

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**Key Points**

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Personnel involved in disaster recovery operations, such as the Recovery Task Force, need to have critical elements of information about the community health care system including:

- Status of medical care system
- Damaged facilities
- Reporting status
- Responsibility

Key questions to consider about these facilities are:

- What is the status of the health care system?
- Have any facilities been damaged? If so, what is their status and when is it anticipated they will be back in operation?
- What provisions are in place for reporting the status of the health care system to the recovery operation?
- Who is responsible for monitoring the status of the health care system and managing the return of this system to full operational capability? Who has responsibility for the facilities (public vs. private ownership)?

**Topic**

**Health and Safety Concerns**

**Visual 8.7**

**Hospitals (1 of 2)**

Hospitals are a critical service to any community.



The image shows an aerial view of a large, multi-story hospital building that has been severely damaged, with significant structural collapse and debris. In the background, several white tents are set up, which are identified in the text as Disaster Medical Assistance Team (DMAT) tents. The scene is surrounded by other buildings and parking lots, some of which also appear to be affected by the disaster.

 **FEMA**  Visual 8.7

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**Key Points**

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The photo in the slide shows Disaster Medical Assistance Team (DMAT) tents behind a damaged hospital in Punta Gorda, Florida. DMATs were operational the day after hurricane Charley struck Punta Gorda in August 2004.

- Hospitals are a critical service in any community. Restoring hospitals to services after a disaster should be a high priority.
- There are several types of hospitals:
  - Acute care general hospitals, which provide a variety of medical and surgical services.
  - Acute care specialty hospitals (e.g., health, cancer).
  - Long-term care hospitals (e.g., chronic diseases).
- Priority for recovery should be acute general hospitals.
- Recent examples of damaged or destroyed hospitals include:
  - New Orleans, LA (Hurricane Katrina)
  - Greensburg, KS (tornado)
  - Americus, GA (tornado)
  - Watsonville, CA (earthquake)
  - Galveston, TX (hurricane)
  - Grand Rapids, IA (flood)

**Topic**

**Health and Safety Concerns**

**Visual 8.8**

**Hospitals (2 of 2)**

Sumter Regional Hospital in Americus, Georgia, was extensively damaged by a tornado in March 2007.



 **FEMA**  Visual 8.8

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**Key Points**

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- Functioning emergency generators can provide code-required items to work after an emergency or disaster, but make it difficult for a hospital to function in a normal manner. Few hospitals are equipped with sufficient emergency generator power to fully function, including elevators and air conditioning. Arrangements for fuel delivery need to be a priority and be discussed with the hospital administration.
- As hospitals function with Just-In-Time (JIT) inventories of medical, surgical, and pharmaceutical supplies, any disruption of the normal supply chain can have catastrophic results for patients. The emergency manager should ascertain how the hospital plans for JIT deliveries and additional quantities as needed following a disaster.

**Have any emergency managers in the class coordinated with hospitals on this type of emergency planning?**

**Topic**

**Health and Safety Concerns**

**Visual 8.9**

**Public Health**

The public health capability varies greatly from State to State and within communities.



The image contains two photographs. The left photograph shows a medical professional in a white coat attending to a patient in a mobile medical unit, possibly an ambulance or a field clinic. The right photograph shows a person in a light blue uniform sitting at a desk, talking on a mobile phone, with another person standing nearby. The background of the slide features the FEMA logo and the text 'Visual 8.9'.

**Key Points**

- Public health departments at the city/county level vary greatly in their services. Some departments operate outpatient medical and pediatric clinics and dispense medications and provide immunizations. Other public health departments may be small and have few full-time staffs.
- The emergency manager should meet the health department's leadership and discuss disaster planning, their perceived strengths and weaknesses, and how voids will be filled following a disaster, such as environmental surveillance following a disaster.
- Such service may be beyond the scope of abilities of small health departments and they may have to rely on the State health department or a mutual aid agreement with a larger public health department in their region, or by using a contractor.

**Have any emergency managers in the class coordinated with public health departments on this type of emergency planning?**

**Topic**

**Health and Safety Concerns**

**Visual 8.10**

**Nursing Homes/Long-Term Care Facilities**

Similar to hospitals, nursing homes and long-term care facilities may be private or public and should have emergency plans.



 **FEMA**  Visual 8.10

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**Key Points**

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Nursing homes and long-term care facilities are similar to hospitals in that they may be privately or publicly owned and operated. Nursing homes and long-term care facilities should have emergency plans.

- Owners and operators of nursing homes and long-term care facilities sometimes have to make critical decisions about evacuating and returning residents following disasters.

**Does anyone have experience working with nursing homes or long-term care facilities in emergencies or disasters?**

**Topic**

**Health and Safety Concerns**

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**Visual 8.11**

**Pharmacy/Medical Durable Goods Providers**

Pharmacy and medical durable goods providers have an increasing role in disasters, especially following Hurricane Katrina.



The top photograph shows a temporary pharmacy set up inside a large white tent. A person is visible behind a counter, and various medical supplies and equipment are scattered around. The bottom photograph shows a temporary pharmacy set up in a trailer. A person is standing near a counter, and another person is seated in a wheelchair. The trailer is filled with medical supplies and equipment.

 **FEMA** 

Visual 8.11

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**Key Points**

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Pharmacy and medical durable equipment suppliers are playing an increasing role in disaster response and recovery, especially after the experiences with Hurricane Katrina.

- The photo at the top shows a temporary pharmacy that was set up by a Disaster Medical Assistance Team (DMAT) in Palm Bay, Florida in 2004.

**Does anyone have experience working with pharmacies or durable medical equipment suppliers in disasters?**

<b>Topic</b>	<b>Health and Safety Concerns</b>
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Visual 8.12

### Mortuary Services

Mortuary services are a vital part of the health care system, especially in large disasters and mass casualty incidents.



 **FEMA**  Visual 8.12

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### Key Points

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- Mortuary services are a vital part of the health care system, especially in large disasters and mass casualty incidents.
- FEMA may deploy Disaster Mortuary Operational Response Teams (DMORTs) in large-scale disasters. In this photo, a disaster morgue has been established in Carville, LA, in 2006.

<p><b>Does anyone have experience with DMORTs during a disaster operation?</b></p>
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**Topic**

**Health and Safety Concerns**

**Visual 8.13**

**Special Needs Shelters**

Special Needs Shelters need to be closely coordinated and planned within the community.



 **FEMA**  Visual 8.13

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**Key Points**

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- Special Needs shelters are a very important part of the post-disaster health care system and have received a lot of attention, especially following Hurricane Katrina.
- Arrangements for Special Needs shelters have to be carefully coordinated and planned between emergency management and the local department or agency (usually public health) that will be operating the Special Needs shelters.

**Has anyone been involved in Special Needs sheltering issues?**

<b>Topic</b>	<b>Health and Safety Concerns</b>
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Visual 8.14

**Crisis Counseling and Mental Health**

Ensure that adequate resources are available.

FEMA

Visual 8.14

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**Key Points**

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- In the aftermath of a disaster, there will be increased demand on crisis counselors and mental health service providers, both for disaster survivors and relief workers.
  
- Key questions to consider include the following:
  - What is the status of mental health and crisis counseling services?
  - What is the demand for these services?
  - Who is responsible for providing these services in the disaster area?
  - Are mutual aid agreements in place to provide extra resources when needed?
  - What measures are being taken to notify relief workers of the need and availability of these services?

**Topic**

**Health and Safety Concerns**

**Visual 8.15**

**Food Safety**

Ensure that supplies of food, water, and ice are safe for consumption.



 **FEMA**  Visual 8.15

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**Key Points**

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- Points of Distribution (POD) for food, water, ice, and similar commodities have become a key element in disaster recovery.
- Local governments play an important role in ensuring that POD sites are identified and managed.

**What are your local governments doing to plan and manage POD sites for disasters?**

**Topic**

**Health and Safety Concerns**

**Visual 8.16**



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**Key Points**

- Animals often become disaster survivors. Sometimes pets are left to fend for themselves after disasters or owners are forced to leave them behind because of restrictions involved in evacuations.
- Animals may also be located in zoos or other areas affected by the disaster, and may subsequently become a danger to themselves or others.
- Vectors, such as mosquitoes, pose health risks.
- Questions to consider include the following:
  - What is the status of vector and animal control operations in the aftermath of the disaster?
  - Are there specific geographic areas that are susceptible to vector and animal control problems?
  - Who is responsible for vector and animal control and do they have sufficient resources?
  - How is information conveyed to the public?

**Topic**

**Health and Safety Concerns**

Visual 8.17

**Infectious Diseases**

Ensure that adequate measures are taken to control infectious diseases.



The visual contains two photographs. The left photograph shows four people in a meeting; two women in green shirts and one man in a blue shirt are looking at a document held by another man in a blue shirt. The right photograph shows a man in a blue lab coat and gloves working in a laboratory setting, possibly a biosafety cabinet.

 **FEMA** 

Visual 8.17

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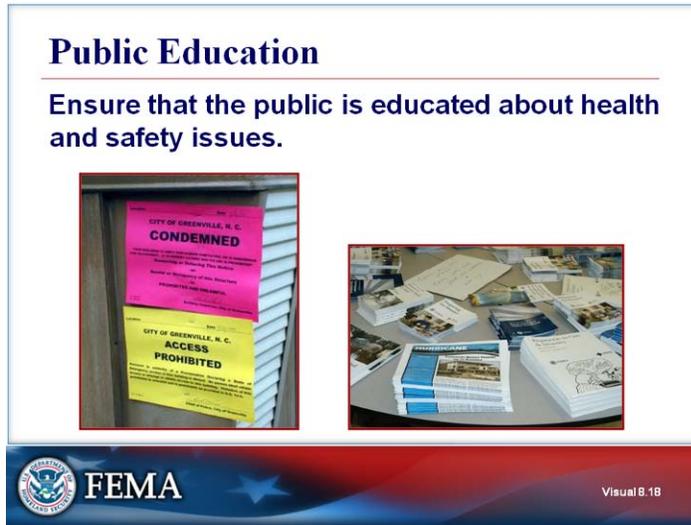
**Key Points**

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- Disaster recovery operations may result as people are forced to live in harsh or crowded conditions that may result in the threat of an infectious disease outbreak.
- Public health officials, especially epidemiologists, will be involved in determinations of these types of threats and incidents.

**Topic** Roles and Responsibilities

Visual 8.18



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**Key Points**

- Public education and information about health and safety issues is one of the best measures to mitigate public health problems.
- As mentioned in the Public Information unit of this course, public education and information must be coordinated among all departments and organizations in the community to ensure consistent and accurate messaging.

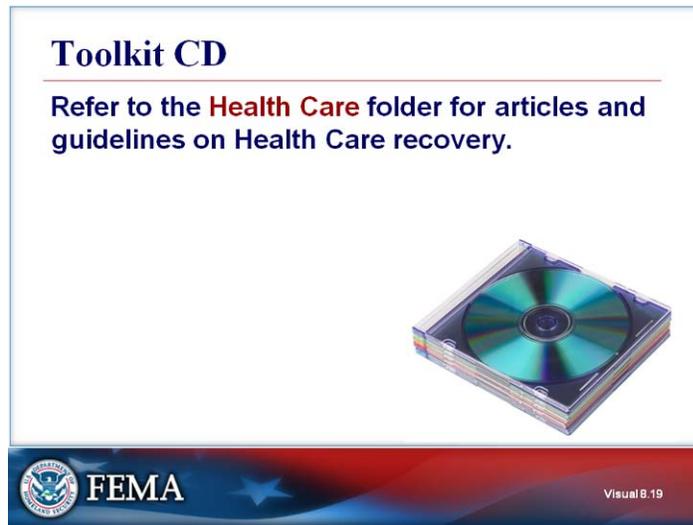
**Can anyone give an example of conflicting or confusing information about health or safety following a disaster?**

**Topic**

**Toolkit CD**

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**Visual 8.19**



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**Key Points**

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Access the Health Care folder on the Toolkit CD.

<b>Topic</b>	<b>Critical Issues Summary</b>
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Visual 8.20



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**Key Points**

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The key issues covered in this unit include:

- Components of Health Care
- Health and Safety Concerns
- Roles and Responsibilities

**Topic**

**Unit Summary**

**Visual 8.21**

**Unit Summary**

Are you now able to:

- Identify the components of health care in communities?
- Describe health and safety concerns that typically occur in disasters?
- Identify major roles and responsibilities of health care personnel in disaster recovery?

The slide features a silhouette of a person standing next to a flipchart. At the bottom left is the FEMA logo, and at the bottom right is the text 'Visual 8.21'. The background of the slide has a red and blue wave pattern.

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**Key Points**

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Are you now able to:

- Identify the components of health care in communities?
- Describe health and safety concerns that typically occur in disasters?
- Identify major roles and responsibilities of health care personnel in disaster recovery?

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## Unit 9: Public Works and Recovery

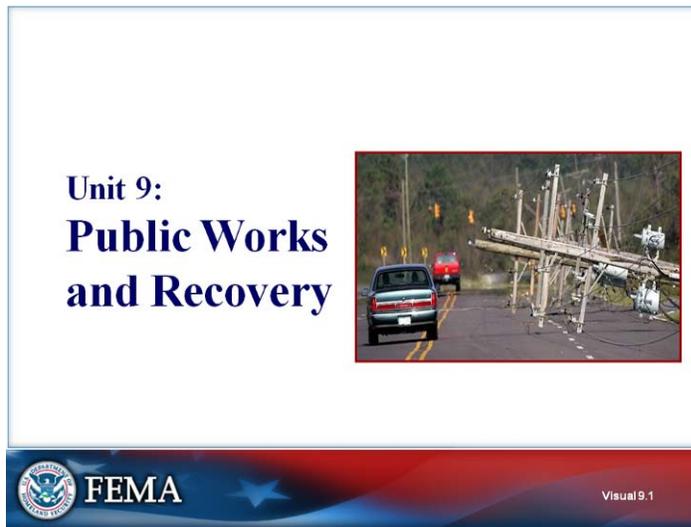
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**Topic**

**Unit Introduction**

**Visual 9.1**



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**Key Points**

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This unit's focus is on the successful recovery operation for public works during a disaster.

**Topic**

**Unit Objectives**

**Visual 9.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Identify critical public works issues during the recovery phase of a disaster.
- Explain how public works balances recovery with continuity of service.
- Describe the roles and responsibilities of public works during recovery.



Visual 9.2

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**Key Points**

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After completing this unit, you will be able to:

- Identify critical public works issues during the recovery phase of a disaster.
- Explain how public works balances recovery with continuity of service.
- Describe the roles and responsibilities of public works during recovery.

**Topic**

**Critical Issues**

**Visual 9.3**

**Critical Issues for Public Works**

- Transportation systems and facilities
- Drainage and flood control systems
- Water and sewer utility systems
- Solid waste – collection/continuity
- Solid waste – debris removal/disposal
- Recovery and mitigation support services

FEMA Visual 9.3

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**Key Points**

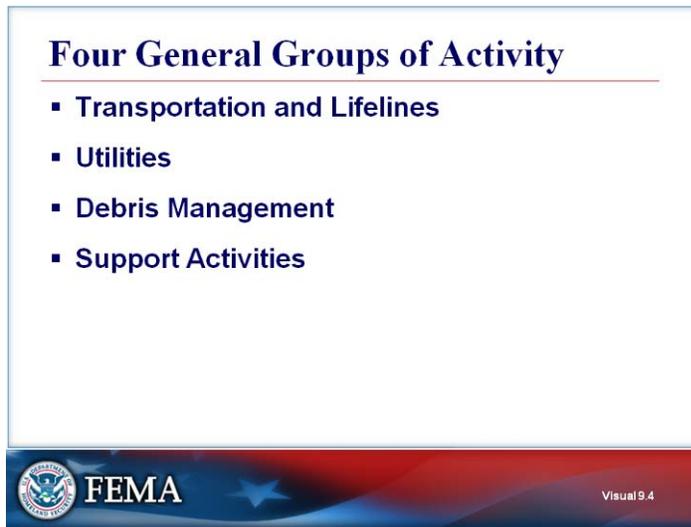
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- These issues are critical to speeding the recovery process in any community.
- Many of these will be occurring simultaneously; however, some are sequenced to allow for a smooth operational flow and a less complicated process for those impacted.

**Topic**

**Critical Issues**

**Visual 9.4**



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**Key Points**

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The critical issues can be divided into four general groups for the purpose of planning and discussion. Each group shares similar issues and concerns.

- Recovery of transportation systems and lifelines are essential to ensure movement and communication to support the recovery process. The restoration of other services and activities in the community depends on transportation and communications.
- Utilities are part of the overall lifeline definition, but have been separated here for the purpose of discussing coordination between the utility organizations and the community. In some communities, these are all publicly operated. In others they are either quasi-governmental or privately operated. The way in which public works plans and interacts with these will be key to efficient and rapid recovery.
- Debris management is often the largest portion of a community's recovery effort. Most disasters or emergencies generate large quantities of debris.
- The last category is support. This includes a number of critical operations provided by public works and/or other disciplines as part of the overall community recovery effort.

**Topic**

**Lifelines and Transportation**

**Visual 9.5**

**Transportation Systems**

- Roads
- Bridges
- Traffic Control



 **FEMA**  Visual 9.5

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**Key Points**

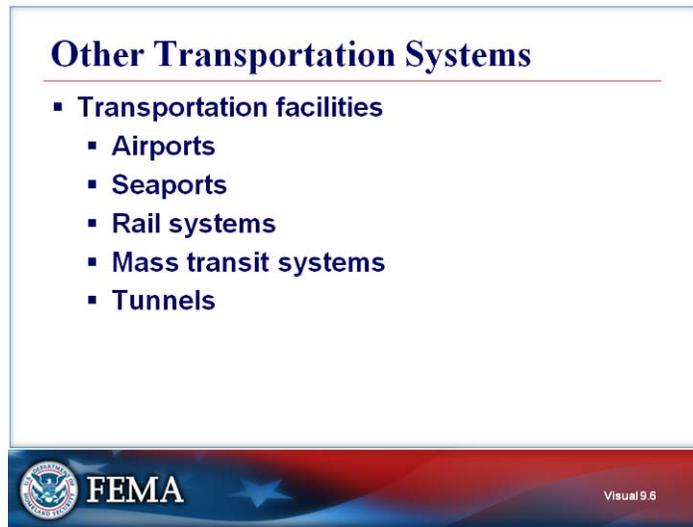
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Clearance of debris and other obstructions to roads, bridges, and traffic control systems and temporary repairs to these systems occurs during short-term recovery.

- Roads and bridges have to be inspected for structural integrity and other safety concerns before they can be reopened. While signage and other traffic control systems are out of operation, the use of four-way stops and other contingency measures are implemented during short-term recovery.
- Decisions about the permanent repair and replacement of damaged transportation systems are part of the long-term recovery process. Alternative designs and locations may be available or perhaps some roads or bridges won't be replaced at all.
- What routes and key facilities have priority attention? (This will differ from agency to agency. This would usually include routes to hospitals, fire/police stations, and main highways.)
- Who is the "owner" or controller of these routes and facilities? (They may be local, county, or State controlled. Responsibility for clearing may not be the local agency.)
- Also, note that an effective plan must include provisions for re-establishment of traffic control in some form.
- What procedures need to be in place to re-establish traffic control and traffic operations? What are the procedures? (Will temporary signage be used? If so, do you have enough inventory? Will there be temporary one-way streets to control traffic? Would it help your community to have separate travel plans for construction and debris vehicles? Do you have the room?)

<b>Topic</b>	<b>Lifelines and Transportation</b>
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**Visual 9.6**



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**Key Points**

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- Other transportation facilities include:
  - Airports
  - Seaports
  - Rail systems
  - Mass transit systems
  - Tunnels
- Each of these, if present in a community, will allow for more efficient movement of supplies and people during the recovery phase.
- The key here is coordinating with the “owner” of these facilities. It may be another unit of government, an authority, or a private corporation.
- Each may require a different approach in the process of recovery.
  - If public-owned, inter-governmental, or inter-local, agreements may provide a basis for emergency actions.
  - If private, Federal dollars may not apply for repairs, even if it is critical to the community.
  - While there is little direct influence over private infrastructure, they often stand to lose more if they delay and don’t coordinate with local agencies.

**Topic**

**Lifelines and Transportation**

**Visual 9.7**

**Lifelines**

- **Electrical power system**
  - **Public or private**
    - Active or liaison role
- **Telecommunication system**
  - Active or liaison role
- **Cable communication system**
  - Liaison role
- **Natural gas system**
  - Active or liaison



 **FEMA**  Visual 9.7

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**Key Points**

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- Lifeline systems may be controlled in numerous ways. As such, they may be represented in a recovery team by active members or by liaison personnel coordinating their actions with the community's.
- Electric power system restoration is an important point for the residents' emotional well being. In many ways, having electric lights, refrigeration, and either heat or air conditioning is a major barometer against which they evaluate their opinion of the overall recovery operation.
- Telecommunication systems are critical to the re-establishment of most commercial businesses. Today's computer-based industry and commercial businesses put extra emphasis on having some telecommunication system established for their information systems to operate. This is especially true of chain and franchise operations. Their entire operational systems often are located offsite at a central location, and they cannot serve the community without a telecommunication system.
- Cable systems are growing in complexity and their interconnection with the community. Just a few years ago they were not generally considered a key utility system in most recovery plans. The advent of hi-speed Internet has changed this as more businesses and residents now do all their bill paying and ordering online. Ignoring the cable industry in a community's recovery operation will most likely bring complaints from many sides of the community.
- In many parts of the United States, natural gas is a key system to re-establish for commercial and industrial operations, as well as the operations of heating water and structures through boilers, furnaces, and water heaters. This also may be a governmental or private industry operation.

**Topic**

**Lifelines and Transportation**

**Visual 9.8**

**Important Issues to Consider**

- **Primary re-start locations**
  - **Prioritize for community needs**
  - **Coordinate the work and priorities**
- **Publicize the plan**
  - **Communicate with stakeholders**
  - **Establish clear expectations**

FEMA Visual 9.8

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**Key Points**

- Establishing priorities for restarting lifelines and transportation links is an essential part of recovery operations and recovery planning. This allows local government to:
  - Set priorities based upon the community's needs and the situation.
  - Coordinate the work between all the recovery operations as well as establish coordinated priorities.
- Publication of the re-start plan is an essential function of successfully implementing the plan. The entire community must be informed of these plans. Stakeholders should be given clear information so that they can understand:
  - What timelines public works is operating on.
  - What the public works priorities are and where work will be occurring.
  - What public works and their expectations should be.

**Visual 9.9**

**Drainage & Flood Control Systems**

- Identify critical areas in your community.
- Determine what areas and structures are most vulnerable.
- Prioritize cleaning and repair based on risk assessment.
- Identify process for damage assessment of these systems and structures.
- If multiple jurisdictions, who will coordinate?



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**Key Points**

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If the event involves any debris or flooding, it is essential to inspect and re-establish the drainage system as soon as possible. Additional events are possible; therefore, it is important to prevent additional or new flooding. An example is the 2004 Florida Hurricane season with multiple hurricane events within a narrow timeframe.

- What are critical areas in the community that are prone to flooding issues either geographically or historically?
- Are there key facilities within these areas?
- What is the priority for clearing and repairing these systems based upon both existing conditions and the risk assessment?
- Determine in advance, or quickly post event, which will be coordinating work involving multiple jurisdictions.

How do communities establish priorities for restoration of utilities, transportation systems, communications systems, and other facilities and services in the realm of public works? This differs from agency to agency and incident to incident. However, as New Orleans experienced after Hurricane Katrina, and Galveston, Texas experienced after Hurricane Ike, residents could not safely return until the drainage systems were capable of handling storm water, which may result from a follow-on event.

**Topic**

**Utilities**

**Visual 9.10**

**Sanitary Sewer Systems**

- Ownership and control
- Status of key components
- Isolation points
- Availability of spare parts and equipment



 **FEMA**  Visual 9.10

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**Key Points**

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Probably the most important of the utilities or lifelines to restore is the sanitary sewer system. Generators can provide power, and water can be trucked in, but any serious recovery operation and re-entry program requires an operational sewer system to minimize the threat of disease. It is important to determine:

- If the whole system is not affected, how will system repairs be carried out while continuing operations in the non-impacted areas? This is a continuity of service issue.
- Who owns and operates the system? Public vs. private ownership will determine how involved the Federal role may be. Also, if privately owned, is there language in the contract or franchise agreement regarding reestablishing the systems, in what timeframe, and in coordination with the local government?
- What is the status of the collection system and the fixed plants? Without readily available spare parts, the recovery will be severely hampered. These do not have to be stocked by the community, but pre-identified sources for spare parts should be determined and, if necessary, contractual arrangements made beforehand.
- How soon can it be functional? This needs to be communicated as soon as possible to the decision and policymakers for incorporation into the overall recovery process. Can areas of the system be isolated to provide more rapid re-start? Isolation of heavily damaged areas may allow for more rapid continuity of service to less damaged areas, speeding economic and community revitalization.
- What is availability of parts, and timeline for overall repair?

**Visual 9.11**

**Potable Water Systems**

- Ownership and control
- Status of key components isolation points
- Availability of spare parts and equipment



The photograph shows a person in a white shirt and blue pants standing next to a white pickup truck. A sign on the truck reads 'WATER OK'. The background shows a residential area with trees and a house.

 **FEMA** Visual 9.11

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**Key Points**

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Similar to sanitary sewer systems, potable water requires coordination to re-start. Initiating water flow into neighborhoods without an operating sanitary sewer system is inviting an environmental disaster within the existing one. Starting the community service in coordinated sectors with the sewer system is the preferred method.

If the whole system is not affected, how will system repairs be carried out while continuing operations in the non-impacted areas? This is a continuity of service issue.

- Who controls and operates the system?
- Where do they get their water?
- What is the status of the components?
  - Treatment plants
  - Distribution system
  - Raw water source (surface, well, or other provider)
- What is availability to obtain needed parts to repair and restart?

If water supplies do not meet water quality standards, State health departments have processes in place for boiling water for purification. This often is different than the American Red Cross recommendation.

In most cases, licensed water systems must publicize and recommend the State standard only. Private water systems, if licensed, must usually comply with same regulations as the public supply. However, some smaller systems have lower thresholds for testing and reporting. Also, it is imperative to have private wells tested if there has been a flooding event to ensure that contamination has not occurred.

**Topic**

**Debris Management (Solid Waste)**

**Visual 9.12**

**Solid Waste – Collection/Continuity**

- Who will carry out normal collection operations?
- Are there drawbacks to one contractor doing both routine and debris operations?
- Will the traditional disposal sites change their billing or operational policies and procedures?
- Will commercial collection needs increase during the recovery period due to increased business and restocking?



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**Key Points**

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Before discussing debris issues, it is important to note that in solid waste, public works will be challenged with the need to provide service to non-impacted areas of the community very shortly after the event. Many businesses and remaining residents, as well as emergency operations personnel, will require solid waste collection services.

- Who will carry out normal collection operations?
- Are there drawbacks to one contractor doing both routine and debris operations?
- Will the traditional disposal sites change their billing or operational policies and procedures?
- Will commercial collection needs increase during the recovery period due to increased business and restocking?

**Topic**

**Debris Management (Solid Waste)**

**Visual 9.13**

**Solid Waste – Debris Removal/Disposal**

- Determine community's role.
- Determine Temporary Debris Storage and Reduction (TDSR) sites and permit requirements.
- Publicize plans and requirements.
- Understand Federal requirements for reimbursement of debris-related costs.



Visual 9.13

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**Key Points**

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Debris management is the most visible operation in many events. People want the piles of “stuff” gone from their property.

- What is the public works’ role in collection, reduction, and processing of debris?
  - Will it be in-house forces or contractual operations?
- The number of TDSRs needed is determined by debris generation.
  - Utilize one of the debris generating models to estimate the material quantity.
- Where will TDSRs be located?
  - Pre-permitting by State and Federal officials is allowed and recommended.
- Provide public awareness of the plan.
- Become familiar with the Public Assistance Program reimbursement policies and practices.

What about property owner access to damaged sites to inspect and gather any salvageable belongings? Determine who will manage and under what rules. Galveston, TX had major issues with this after they announced a re-entry, only to have to cancel it. After the Oakland and San Diego, CA wildfires, officials arranged for residents to park in central locations, bused them into the impacted area for a specific time period, then bused them back out.

**Topic**

**Debris Management (Solid Waste)**

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**Visual 9.14**

### Debris Management

- Once debris is moved to TDSR, reduction is an efficient method to reduce material disposal costs.
  - Recycle: metal, glass, plastics, paper, white goods
  - For other combustibles:
    - Air curtain burner
    - Grinders/chippers
    - Composting
  - Authority to demolish structures.



The image shows the FEMA logo on the left and a decorative banner with a blue and red gradient and a white star on the right. The text 'Visual 9.14' is visible in the bottom right corner of the banner.

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**Key Points**

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Disposal costs may be reduced by minimizing the quantity of material that is handled.

Reduction helps minimize these costs, and can be accomplished through numerous methods:

- Recycling materials including metals, glass, plastics, and white goods will significantly reduce disposal costs as many of these are bulky and take up many cubic yards, as well as pounds in the disposal process.
- Reduction of combustibles, including vegetation, also reduces volume and weight, reducing final costs. This can be done through:
  - Air curtain burners
  - Grinders and chippers
  - Composting
- In many cases, properties are left abandoned or ownership cannot be determined. It is important to be aware of State and local regulations regarding the cleanup and removal of these should it become necessary.
- In some States, mobile and manufactured homes are not property, but vehicles, so there are no land titles to search for ownership.

**Topic**

**Debris Management (Solid Waste)**

**Visual 9.15**

**Hazardous Material Collection**

- How will hazardous materials be collected?
- Determine protocols for collection (OSHA/EPA).
- How and to whom will spills or leaks be communicated?
- Communicate need to separate from other debris.
- Determine final disposal plan.



The image shows a FEMA logo on the left and a decorative banner with a blue and red gradient and a white star on the right. The text 'Visual 9.15' is visible in the bottom right corner of the banner.

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**Key Points**

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Hazardous waste issues include both disaster caused events, as well as household hazardous waste.

Determine who, how and when they will be collected. If at the curb, they should be separated from other debris being collected.

- If and when found, how will they be cataloged and collected?
- What are the appropriate protocols for collection?
- Is personal protection required for workers?
- Is special training necessary for the personnel?
- Who is notified of the material's location and makeup?
- What is final disposal plan for the material?

**Topic**

**Support Activities**

**Visual 9.16**

**Technical Support – Recovery**

Provide support to other recovery team members for:

- Damage assessment.
- Engineering, fleet, facilities, and resources.
- Liaison with utilities and agencies.

FEMA

Visual 9.16

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**Key Points**

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- One of the key components of the public works discipline is providing technical support to other recovery team members, which can include personnel versed in:
  - Damage assessment.
  - Engineering, fleet operations, facilities, transit systems, and utilities.
  - Public works can coordinate these efforts in many cases.
  - Public works may be used as a liaison with utilities and government agencies.
  - Public works often plays a key role in helping local officials understand the difference between recovery and mitigation.

In the aftermath of the 2004 and 2005 hurricane seasons, public works teams fanned out across the gulf coast assisting local agencies in assessing, repairing, and recovering from the damage they sustained. In New Orleans a task force of water department equipment and personnel from Portland, Oregon responded and provided crucial assistance in repairing key water pipes and other system components.

After Hurricane Ike, the Texas Task Force One, a public works response team quickly mobilized into Galveston, and was assessing and repairing their transportation and utility systems even as the flood waters were still receding.

Topic	Support Activities
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Visual 9.17

**Technical Support – Mitigation**

- Determine how mitigation can be incorporated into recovery.
- Evaluate/identify areas of future risk.
- Identify mitigation techniques.
- Determine financing options.



The bottom of the slide features a decorative banner with the FEMA logo on the left, the text 'FEMA' in the center, and 'Visual 9.17' on the right. The banner has a red and blue wavy background with a white star.

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**Key Points**

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As recovery unfolds, mitigation opportunities will often present themselves. Public works can help in the following ways:

- Determine what efforts can be incorporated into recovery, and which can't.
- Evaluate/identify areas of future risk.
- Determine what techniques are available to mitigate both the existing and future risk concerns.
- Determine financing options for mitigation projects.

**Topic**

**Successful Recovery Operation**

**Visual 9.18**

**Continuity**

In most cases, there are services that must be provided despite the recovery process.

- Identify areas and services that have priority.
- Identify how to staff both recovery and continuity operations.
- Plan how and when to transition forces from one to the other.

The image shows a slide titled "Continuity" with a list of three bullet points. Below the text is a decorative banner featuring the FEMA logo on the left, the word "FEMA" in the center, and a blue star on the right. The text "Visual 9.18" is visible in the bottom right corner of the banner.

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**Key Points**

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In most cases, there are services that must be provided despite the recovery process.

- Identify areas and services that have priority.
- Identify how to staff both recovery and continuity operations.
- Plan how and when to transition forces from one to the other.

<b>Topic</b>	<b>Successful Recovery Operation</b>
--------------	--------------------------------------

**Visual 9.19**

### Transition

Determining when to transition from recovery to normal is often a difficult thing to do:

- Who determines when this transition will be, and who it affects?
- How will employees be transitioned?
- What operations should be transitioned first?
- Has the disaster led to new priorities or policies from the elected officials?
- How will these new policies be communicated to the staff?



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**Key Points**

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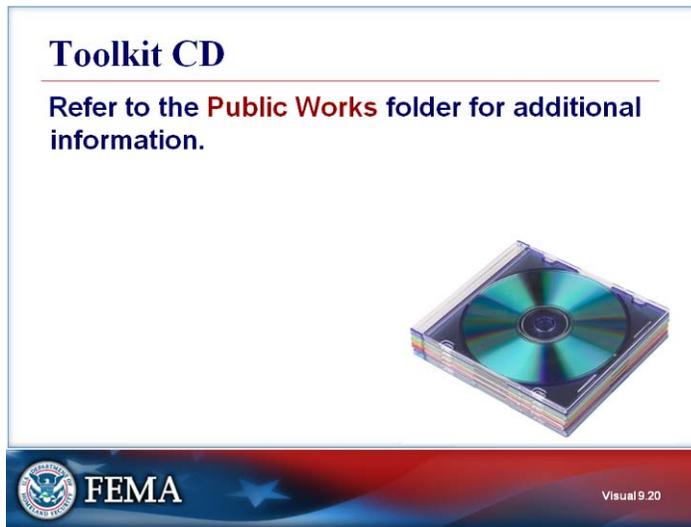
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- Who determines when this transition will be, and who it affects?
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- Has the disaster led to new priorities or policies from the elected officials?
- How will these new policies be communicated to the staff?

**Topic**

**Toolkit CD**

**Visual 9.20**



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**Key Points**

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Access the Public Works folder on the Toolkit CD.

**Topic**

**Critical Issues Summary**

**Visual 9.21**



**Critical Issues Summary**

- Transportation systems and facilities
- Drainage and flood control systems
- Water and sewer utility systems
- Lifeline utility systems
- Solid waste – collection/continuity
- Solid waste – debris removal/disposal
- Recovery and mitigation support services

FEMA

Visual 9.21

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**Key Points**

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The key issues covered in this unit include:

- Transportation systems and facilities
- Drainage and flood control systems
- Water and sewer utility systems
- Lifeline utility systems
- Solid waste – collection/continuity
- Solid waste – debris removal/disposal
- Recovery and mitigation support services

**Topic**

**Unit Summary**

**Visual 9.22**

**Unit Summary**

Are you now able to:

- Identify critical public works issues during the recovery phase of a disaster?
- Explain how public works balances recovery with continuity of service?
- Describe the roles and responsibilities of public works during recovery?

FEMA

Visual 9.22

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**Key Points**

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Are you now able to:

- Identify critical public works issues during the recovery phase of a disaster?
- Explain how public works balances recovery with continuity of service?
- Describe the roles and responsibilities of public works during recovery?

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## Unit 10: Building Inspection

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**Topic**

**Unit Introduction**

**Visual 10.1**



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**Key Points**

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Almost every disaster event will result in some involvement from the building inspection.

**Topic**

**Unit Objectives**

**Visual 10.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Describe building inspection issues that typically arise in disaster recovery.
- Identify how the inspection process interacts with other disciplines and recovery activities.
- Describe how pre-planning can assist the community in addressing inspectional issues in a timely manner.



Visual 10.2

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**Key Points**

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After completing this unit, you will be able to:

- Describe building inspection issues that typically arise in disaster recovery.
- Identify how the inspection process interacts with other disciplines and recovery activities.
- Describe how pre-planning can assist the community in addressing inspectional issues in a timely manner.

<b>Topic</b>	<b>Inspection Services</b>
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**Visual 10.3**

### Building Inspection

Areas where inspection services may come into play include:

- Damage Assessment
- Re-Entry and Access Policies
- Temporary Protection vs. Reconstruction
- Contractor Licensing and Approvals
- Code Adequacies
- Mitigation Activities
- Demolition of Private and Public Properties
- Building-Related Debris Management



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**Key Points**

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Inspection services usually have a role in the following areas during disaster recovery:

- Damage Assessment
- Re-Entry and Access Policies
- Temporary Protection vs. Reconstruction
- Contractor Licensing and Approvals
- Code Adequacies
- Mitigation Activities
- Demolition of Private and Public Properties
- Building-Related Debris Management

**Topic**

**Damage Assessment**

**Visual 10.4**

**Damage Assessment**

- Establishes a picture of scope and impact.
- Supports application for declaration and funding.
- Requires trained staff and a damage assessment plan or procedure.
- Requires cooperation with other agencies and private sector.
- Makes use of technology where possible.



The image shows a slide titled "Damage Assessment" with a list of five bullet points. Below the list is a decorative banner featuring the FEMA logo on the left, the word "FEMA" in the center, and a blue and red wavy pattern on the right. The text "Visual 10.4" is visible in the bottom right corner of the banner.

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**Key Points**

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Damage Assessment:

- Establishes a picture of the scope and impact of the incident or disaster.
- Supports the application for a disaster declaration. Each State has a reporting process in place to detail and record this information. It is imperative that emergency managers and other personnel become familiar with their State's requirements.
- Requires trained staff and a damage assessment plan or procedure.
- Requires cooperation with other agencies and private sector.
- Makes use of technology where possible.

**Are any of you familiar with and have experience using your State's damage assessment process?**

Visual 10.5

**Trained Staff**

- Reporting methods and structure
- Uniform standards and report format
- Uniform marking code
- Lines of responsibility and communication

FEMA Visual 10.5

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**Key Points**

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A trained staff is essential for timely and appropriate completion of this process for “peacetime” and disaster applications. Training should cover the following areas:

- **Reporting methods and structure:** Inspection personnel should be familiar with the damage assessment methodology and reporting structure.
- **Uniform standards and report format:** This will ensure familiarity with the forms being used and the information being requested. The method of the inspection also should be uniform and clearly understood. This could include in what order an inspection will occur as well as what information will be collected.
- **Uniform marking code:** The code should be used to indicate to followup staff whether the structure has been initially inspected, detail inspected, determined safe for entry, or approved for occupancy. This can be done by color coded tags, decals, stickers, or forms.
- **Lines of responsibility and communication:** These are critical to the efficient inspection and reporting process. Who is responsible, who reports to whom, and what is reported are key points that everyone involved in the process must be familiar with.

This will most likely involve coordination and cooperation with other agencies and utilities. Pre-planning this coordination and information gathering will save valuable time in the reporting process.

Geographic Information Systems (GIS) and Geographic Positioning Systems (GPS) can be effective tools for mapping and defining damage patterns. These systems can be used to create an electronic file of GPS coordinates, photos of the damage and condition, and other information that will assist the community in reporting.

**Topic**

**Damage Assessment**

**Visual 10.6**

### Rapid Damage Assessment

- Conducted immediately post event.
- Provides general information to officials.
  - Answers questions: How bad is bad?  
How big is it?
- Utilizes rough estimates and limits of damage.
- Can be accomplished through either single resources, task force, or strike team concepts.



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**Key Points**

- Rapid damage assessment is intended to provide local officials with an early estimate of the scope and limits of damage, including:
  - Define the areas of damage.
  - Estimate extent of damage in rough terms (structures in the area have an average market value of \$200,000. Damage to a structure is estimated at 50 percent. The damage estimate for the structure is \$100,000).
- Field forces determine the extent of damage. Cost estimates may be applied in the field or back in the office area.
- It is conducted as soon as possible post event and, depending on severity, may take 1 to 2 days to complete.
- It provides the local officials with the key answers of:
  - How bad is it?
  - How big is it?
- Utilizing the concept of incident management, this work can be accomplished through the use of inspectors functioning as:
  - **Single Resources:** Each inspector works independently and reports directly back to a reporting center.
  - **Task Force:** Inspectors from different disciplines or utilities are teamed together and complete inspections in a comprehensive manner.
  - **Strike Team:** Inspectors from each discipline or utility work together but independent of other disciplines with information compiled at the reporting center.
- The role in incident management will be determined based upon incident specific conditions.

**Visual 10.7**

**Detailed Damage Assessment**

- May overlap in timeline with rapid damage assessment.
- Provides more extensive information.
- Inspections involve more physical presence.
- Costs are based upon more detailed estimates than rapid damage assessment.
  - Contractor estimates, staff experience
- Helps determine actual losses and helps in mitigation and recovery planning.



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**Key Points**

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Detailed damage assessment is a more thorough, detailed reporting of the conditions identified in the rapid damage assessment.

- The timelines may overlap (as final rapid damage assessment is completed, initial detailed damage assessment may be underway). These do not have to be linear in form. Overlap is okay if sufficient personnel or resources are available to accomplish it. This may also take time as it may require services of engineers, architects, contractors, as well as other professionals.
- Information gathered will be far more extensive and detailed (e.g., not just “the bridge is damaged,” but “the bridge deck is damaged, but structure is intact, estimated repairs are \_\_\_ dollars”).
- The process provides estimates of actual repairs based upon previous experience, actual estimates from contractors, or other sources.
- This work requires the presence of personnel on the ground, evaluating the damage and providing substantial estimates of needed repairs.
- This information can be transformed into a detailed document for the purposes of reviewing and identifying potential mitigation projects, as well as long-term recovery needs.

**Topic**

**Re-Entry and Access Policy**

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**Visual 10.8**

**Re-Entry and Access Policy**

- **Critical part of emergency planning.**
- **Potential conflict between officials, citizens, and businesses.**
- **Necessary for public safety and security.**
- **Should establish who, when, where, and how long.**
- **Access routes and perimeter security.**
- **Planning can avoid conflicts between debris/public recovery and private recovery.**



The visual includes the FEMA logo on the left and a decorative banner with a blue and red gradient and a white star on the right. The text 'Visual 10.8' is located in the bottom right corner of the banner.

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**Key Points**

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- The question of re-entry and access is one that must be addressed in pre-event planning. It can greatly impact how local government is viewed by the public during recovery.
- The control of access is an important consideration for safety of the general public, as discussed in the Public Works unit. Basic sanitation and utility services must be present in order to prevent additional health and safety issues. There are also obvious concerns about leaking natural gas or propane lines and tanks, electrical lines partially energized, and hidden areas of damage caused by flood or washout. The question of who is involved in the recovery is critical to the discussion, and often different in each situation.

**Topic**

**Re-Entry and Access Policy**

- The questions below may prove contentious, especially between local officials and citizens and business leaders who want to “know what’s damaged” and to “do something” about it.
  - Who is allowed in? Are residents only allowed in? Are contractors? Is there a curfew?
  - When are they allowed in? How soon to allow is a difficult decision. There will be pressure to make it as soon as possible.
  - Where can they go? Can they go beyond their own neighborhood? Do they need a pass or escort?
  - How long can they stay? Are they only allowed in during daylight? What if they stay?
  - This has been handled in many different ways, for example:
    - During both the Oakland and San Diego, California, wildland fires, residents were collected at a central point and officials used buses to move them to their homes. They were dropped off and allowed a given period of time before being picked up and transported back to their vehicles. This not only controlled access, but reduced the congestion of the roads. This gradually was modified as debris removal and utility operations allowed for better access and traffic flow. Control points were maintained for property protection purposes for quite a while after the event.
    - Contractors can also be processed at a central point, authorized or licensed as needed, and provided a pass into the area specifying address, and the type of work to be performed.
    - Traffic control and clearly communicated routes in, around and out of the impacted area will greatly ease the burden of managing this process. While potentially different for each event, general routes can be determined in advance for your community as whole, as well as each neighborhood. This allows for improved traffic flows and efficient transportation of materials and debris.
    - After Hurricane Ike, officials of a Gulf Coast community issued a return home instruction before all was made safe. As thousands drove toward the bridges to go back home, they realized that they were not ready. They canceled the return invitation, but not before thousands of vehicles were crowding the roadways. Those residents caught in the resulting traffic jam were highly critical of the officials for not being prepared and not being clear in their instructions.

**Topic**

**Temporary Protection vs. Reconstruction**

**Visual 10.9**

**Temporary Protection vs. Reconstruction**

- Does temporary protection work require permits?
- What is the threshold between temporary and permanent repairs?
- How will local officials handle requests for exemption of code and ordinance requirements?
- For what timeframe?

FEMA Visual 10.9

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**Key Points**

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It will greatly ease conflict with residents and contractors if they know in advance what actions you will allow without permits being needed.

- Does temporary protection work require permits? These could include installing “blue roof” tarps or boarding up windows. Would patching a roof hole with plywood be considered a temporary protection or a permanent repair? Residents want to return home quickly, and waiting for permits will delay this and add to frustrations. Planning early for these questions will ease the stress after the event.
- What is the threshold for permanent repairs? As noted above, is a plywood patch on the hole temporary or permanent? Is a tar paper overlay to waterproof the patch allowed? Can a hole in a wall be patched? When will that be a repair? Pre-planning will enable the building inspection department to identify the possibilities and develop answers.
- One question that always arises after an event is whether codes will be relaxed (i.e., exempted from enforcement). This is especially prominent in flood-prone areas or in areas where older, existing structures do not comply with newer zoning or building codes. Public officials must be mindful of the potential impact of providing code exemptions because such approvals could affect liability, insurance coverage and cost, and public safety in the affected area. The local government legal department should be consulted on these issues.
- A separate issue is whether the local government will require applicants to pay for building permits. In this case, a permit is still required and all regulations must be adhered to; however, the applicant is provided some relief by not being required to pay for a permit.

<b>Topic</b>	<b>Contractor Licensing and Approvals</b>
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**Visual 10.10**

### Contractor Licensing and Approvals

- Plan for the inevitable influx of contractors.
- Licensing vs. approved lists.
- Publicizing your process and protections to the public.



 **FEMA**  Visual 10.10

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### Key Points

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- The influx of repair people which follows any major event can be very challenging for local officials. Many contractors and repair workers may appear without being requested. Tales of persons taking deposits and not returning, or taking money, starting the job, and not finishing it, are often reported.
- Develop a plan on how to deal with this, including provisions to direct contractors and other incoming repair workers to one central processing point. Develop in advance procedures and guidelines to help determine worker qualifications and how you will identify them as such. If a community does not currently license contractors, how will this be done in these circumstances?
- Publicize the process and the protections that are being established. Provide this information when residents begin the re-entry process so they and any potential repair workers have it as soon as possible.

**Topic**

**Code Adequacies**

**Visual 10.11**

**Code Adequacies**

- Pre-event best time to review codes.
  - Are they current and appropriate?
  - What changes are needed?
- Post-event changes take time.
  - Repairs may be delayed.
  - Citizens and businesses may complain.
- General overhaul may be necessary.



The slide features a decorative banner at the bottom with the FEMA logo on the left, the word 'FEMA' in the center, and 'Visual 10.11' on the right. The banner has a red and blue wavy background with a white star.

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**Key Points**

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- In the aftermath of disasters, communities often find it necessary to review the adequacy of their building codes. It's from such events that we see fire suppression sprinklers and alarms mandated in structures, earthquake resistant codes adopted in earthquake-prone communities, and wind/water protection measures upgraded in coastal areas. Code changes may be controversial and time consuming.
- If the code review is conducted in the post-event timeframe, this may delay repairs and rebuilding, raise costs, and be very unpopular with residents and businesses alike. Increased delays and costs are two things which are not well received after a disaster.
- Sometimes, a general review of codes is necessary to mitigate future events and better prepare the community. If that is the case, do not hesitate to do this while the memory of the event is fresh. Within just a couple of years the urgency is gone and the event is a historical event, not a pressing issue.

**Topic**

**Mitigation Activities**

**Visual 10.12**

**Mitigation Activities**

- Information from assessments can be key component of mitigation reviews.
- Public support often higher after event.
- Coordination with community planning department.

FEMA Visual 10.12

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**Key Points**

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- Mitigation serves an important role in protecting and preserving the cultural and socio-economic qualities of a community.
- Public interest in and support for issues such as property buyouts and rezoning of at-risk properties may be higher after an event, and chances of making an impact may be greater. Also, when structures are damaged, it is a much better time to acquire them than after they have been repaired.
- The Building Department usually works in tandem with the Community Planning and Development Department, either at the local or at the county level, to achieve mitigation projects. Together, these two departments can review development or rebuilding projects and proposals and determine whether mitigation opportunities exist. In cases where special building methods and techniques must be applied in recognition of hazards, the two departments can work together to identify and enforce the requirements. The role of the Community Planning and Development Department will be covered later in this course.
- Disasters may actually provide opportunities for mitigation improvements in the community's infrastructure as well as residences. Pre-disaster and post-disaster hazard mitigation plans will identify priority areas for attention and, in the event of a Federal Disaster Declaration, may provide resources to accomplish them. In these cases, Federal and State agencies will be coordinating their actions to help achieve mitigation goals. As mentioned in the ESF #14 presentation, a Recovery Task Force can also help leverage various sources of funding to achieve recovery and mitigation.

**Topic**

**Demolition of Private and Public Properties**

**Visual 10.13**

**Demolition of Private & Public Properties**

- Always a contentious issue.
- Authority to approve demolitions.
- Criteria to be applied:
  - Extent of damage (\$ vs. %)
  - Public safety vs. community safety
  - Prior notification of property owners



 **FEMA**  Visual 10.13

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**Key Points**

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- In most events involving natural disasters, some level of demolition of structures will most likely be necessary. Who will demolish and when is often an issue of great debate. Can the local government demolish a structure without the owner's approval? Under what guidelines? Who can authorize it? These are the type of questions which will arise.
- Can a structure be demolished just because it is beyond financial repair, even if it is not currently a safety hazard? What is the definition of a safety hazard?
- Who would have the authority to order demolitions? Is this clearly defined in plans, codes, or ordinances? Documentation of these actions should be maintained and supported by photographic evidence as to why the demolition was undertaken.
- What criteria will need to be met? Will it be mostly a financial issue? What threshold will be used to move from repair to demolition?
- Public safety or community safety issues may present themselves in decisions about demolition. Community safety may involve sanitation or disease-related issues, while public safety may involve the structure being used when it is not habitable or by unauthorized persons.
- Some State and local codes require written notification of the property owner prior to demolition.

The community legal department should be involved in all decisions relating to demolition. Examples of demolition ordinances and procedures can be found in the Building Inspection folder of the Toolkit CD.

**Topic**

**Building-Related Debris Management**

**Visual 10.14**

**Building-Related Debris Management**

This debris may be managed in various ways:

- Segregate from storm debris
- Disposal vs. recycled
- Property owner vs. contractor
- Publicize requirements to avoid problems



The image shows a slide with a blue and red decorative banner at the bottom. On the left is the FEMA logo, which includes the text 'FEDERAL EMERGENCY MANAGEMENT AGENCY' around a central emblem. To the right of the logo is the word 'FEMA' in large, bold, white letters. Further right is a blue star on a red background. On the far right of the banner, the text 'Visual 10.14' is written in small white font.

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**Key Points**

- Debris clearance and disposal is one of the most challenging recovery issues for local governments and in terms of cost, may actually be the greatest challenge. Debris related issues account for approximately 60 percent of Federal disaster funding for local governments.
- The Emergency Management Institute (EMI) provides training on debris management and enrollment, and is highly encouraged for public works, building inspection, and other local government officials who will be assigned these tasks during recovery.

**Have you taken the Debris Management Course offered by EMI?**

- Local government officials need to be familiar with the FEMA regulations for reimbursement of debris costs and debris management guidelines. In general, construction debris must be segregated from storm debris prior to collection.

**Topic**

**Building-Related Debris Management**

- As with storm debris, separating and recycling construction debris will minimize the impact on landfills or other disposal options. If the local government currently does not require recycling of construction debris, this may need to be added to current codes and regulations for reconstruction activities.
- If the property owner is doing the work, will they be held to the same standards of disposal as a contractor would be? How will property owners respond to this? Will the local officials support it?
- Again, all debris management regulations should be publicized and the legal department should review such codes and regulations.

**Topic**

**Toolkit CD**

**Visual 10.15**



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**Key Points**

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Access the Building Inspection folder on the Toolkit CD.

**Topic**

**Critical Issues Summary**

**Visual 10.16**



**Critical Issues Summary**

- Damage Assessment
- Re-Entry and Access Policies
- Temporary Protection vs. Reconstruction
- Contractor Licensing and Approvals
- Code Adequacies
- Mitigation Activities
- Demolition of Private and Public Properties
- Building-Related Debris Management

FEMA

Visual 10.16

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**Key Points**

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The key issues covered in this unit include:

- Damage Assessment
- Re-Entry and Access Policies
- Temporary Protection vs. Reconstruction
- Contractor Licensing and Approvals
- Code Adequacies
- Mitigation Activities
- Demolition of Private and Public Properties
- Building-Related Debris Management

**Topic**

**Unit Summary**

**Visual 10.17**

**Unit Summary**

Are you now able to:

- Describe building inspection issues that typically arise in disaster recovery?
- Identify how the inspection process interacts with other disciplines and recovery activities?
- Describe how pre-planning can assist the community in addressing inspectional issues in a timely manner?



Visual 10.17

---

**Key Points**

---

Are you now able to:

- Describe building inspection issues that typically arise in disaster recovery?
- Identify how the inspection process interacts with other disciplines and recovery activities?
- Describe how pre-planning can assist the community in addressing inspectional issues in a timely manner?

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## Unit 11: Business Sector Recovery

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**Topic**

**Unit Introduction**

**Visual 11.1**



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**Key Points**

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Recovery of a community's business sector is an essential element in the overall picture of a community's health and vitality. When citizens can see businesses reopen and people returning to work, the result is the beginning of a "return to normalcy."

**Topic**

**Unit Objectives**

**Visual 11.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Describe the similarities and differences between recovery of the business sector and other sectors of the community.
- Identify steps that businesses can take to help plan for recovery.
- Identify sources of recovery assistance for the business sector.



Visual 11.2

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**Key Points**

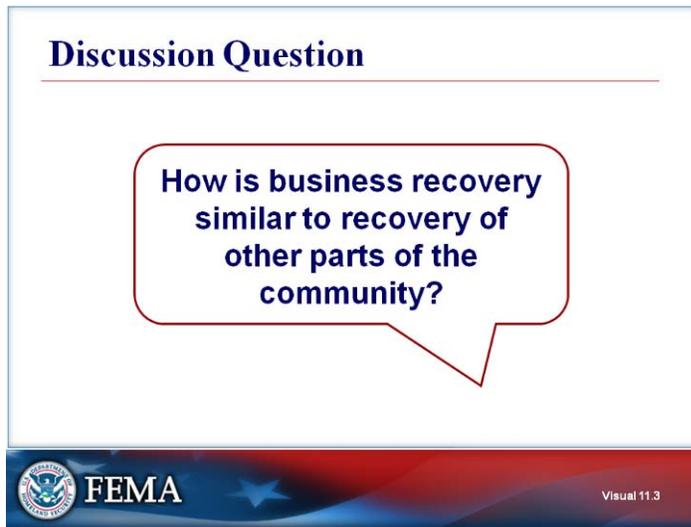
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After completing this unit, you will be able to:

- Describe the similarities and differences between recovery of the business sector and other sectors of the community.
- Identify steps that businesses can take to help plan for recovery.
- Identify sources of recovery assistance for the business sector.

<b>Topic</b>	<b>Business Recovery Similarities</b>
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Visual 11.3



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**Key Points**

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How is business recovery similar to recovery in other parts of the community?
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**Topic**

**Business Recovery Similarities**

**Visual 11.4**

**Business Sector Similarities**

**The Business Sector:**

- Is a community stakeholder in recovery.
- Depends on the community infrastructure for survival.
- Depends on its workforce for survival.
- Complies with the same rebuilding rules and regulations as others.



 **FEMA**  Visual 11.4

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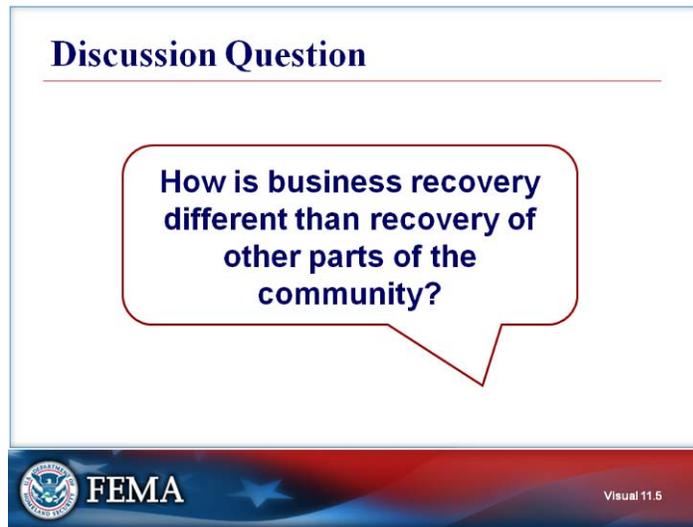
**Key Points**

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- The business sector is a community stakeholder in recovery. Businesses are an integral part of the community. Successful businesses participate in community events and coordinate with other businesses and organizations for the betterment of the community as a whole. Many businesses sponsor or support fundraisers for various purposes or band together in associations to promote various community projects. For example, businesses may form an association to improve a deteriorating business section of the community. Organizations, such as the local Chamber of Commerce, are usually active in supporting recovery goals and programs.
- The business sector depends on the community infrastructure for survival. Businesses are no different than residences and public-sector organizations in their dependence on the community infrastructure for survival. If roads, bridges, electricity, garbage collection, and other utilities and services are disrupted, businesses suffer. Even if a business is only slightly damaged from an incident, if the infrastructure is not operable, the business cannot function.
- The business sector depends on its workforce for survival. Like other sectors of the community, businesses can operate with a reduced workforce; however, business vitality will suffer and may eventually have to cease if the workforce cannot return.
- The business sector has to comply with the same rebuilding rules and regulations as other sectors of the community. Building codes and regulations may be slightly different than those that apply to residences; however, for the most part, business properties are subject to a community's regulatory powers for repair and rebuilding.

<b>Topic</b>	<b>Business Recovery Differences</b>
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Visual 11.5



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**Key Points**

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<p>How is business recovery different than recovery in other parts of the community?</p>
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**Topic** Business Recovery Differences

Visual 11.6

**Business Sector Differences**

- Private ownership
- Profit focus
- Dependence on suppliers and customers
- Eligibility for Federal assistance programs
- Codes and ordinances



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**Key Points**

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- Most businesses have private ownership. Although there are exceptions for nonprofit entities, businesses generally are under private ownership. Recovery decisionmaking is usually controlled by the small business owner, group of investors, or board of directors. As a community stakeholder, a business owner or board of directors will probably keep the community's interests in mind. If, however, a business has been severely damaged and has a chance to survive only if it relocates, that may be the final decision regardless of a desire to stay at the pre-disaster site.
- Businesses have a profit focus and will take actions to maintain or improve their profit performance. Consequently, if a business venture has been damaged or disrupted and Federal or other assistance is available, a business owner may still not choose to accept it.
- Businesses are dependent on suppliers and customers for their survival. If a business survives a disaster unscathed, yet its suppliers and/or customers are impacted, that business will suffer and may eventually close.

**Topic**

**Business Recovery Differences**

- Eligibility for Federal Assistance Programs differs for businesses. The Small Business Administration (SBA) is the principal provider for Federal assistance to businesses. SBA assistance may be available for small and large incidents, with or without a Presidential Disaster Declaration. This will benefit many small businesses that rely on such assistance. However, as mentioned previously, even the availability of low interest loans may not be sufficient to keep a business afloat.
- Generally, businesses must comply with the same codes and ordinances as other sectors of the community when reconstruction is considered. However, business codes may differ slightly or businesses may have additional options for reconstruction. For example, businesses may be able to flood proof a building, whereas a residential building may not have that option. A business may require the placement of large generators to provide electricity during recovery, whereas, that option may not be available for a residence.

**Topic**

**Business Recovery Planning**

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**Visual 11.7**

**Business Recovery Planning**

Businesses are encouraged to develop their own disaster recovery plans.



 **FEMA**  Visual 11.7

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**Key Points**

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- Businesses are encouraged to develop their own disaster recovery plans.
- Training and orientations on business recovery are available through the private sector. These training programs focus on measures that businesses can take to prepare for, mitigate, and recover from emergencies and disasters that may occur at their particular location and for their particular type of business.

**Have you participated in a business planning or recovery training event or have been asked to deliver a presentation on emergency preparedness for a business or association?**

**Topic**

**Business Recovery Planning**

**Visual 11.8**

**Planning Considerations**

- Hazards and Risks
- Business Impact Analysis
- Preservation of Records
- Employee Training
- Emergency Supplies
- Coordination with Emergency Management



 **FEMA**  Visual 11.8

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**Key Points**

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Business disaster recovery plans typically address the following topics and issues:

- Hazards and Risks: What hazards and risks are associated with the business site or sites?
- Business Impact Analysis: What are the possible impacts on the business operation if an emergency or disaster were to occur? Topics may include:
  - Protection of the building or campus
  - Disruption of business suppliers or customers
  - Alternate business locations
- Preservation of Records: What measures should a business take to protect its vital records? For example, are backup systems and protocols available?
- Employee Training: Employees need to know emergency plans and procedures.
- Emergency Supplies: What supplies are required to keep the business in operation during an emergency or disaster? If supply lines, availability of the workforce, and other disruptions occur, what measures can be taken to provide the necessary supplies?
- Coordination with Emergency Management and other organizations – Businesses are encouraged to make their plans known to Emergency Management, Emergency Services, and other community organizations. Businesses may also participate in community drills and exercises to test their plans and coordination.

**Have you directed or participated in drills or exercises that included the business sector?**

**Topic**

**Business Recovery Reconstruction**

**Visual 11.9**

**Recovery Assistance**

Options for business recovery include:

- Insurance
- Private Loans
- State Assistance
- Federal Assistance
- Special programs, such as business alliances and foundations



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**Key Points**

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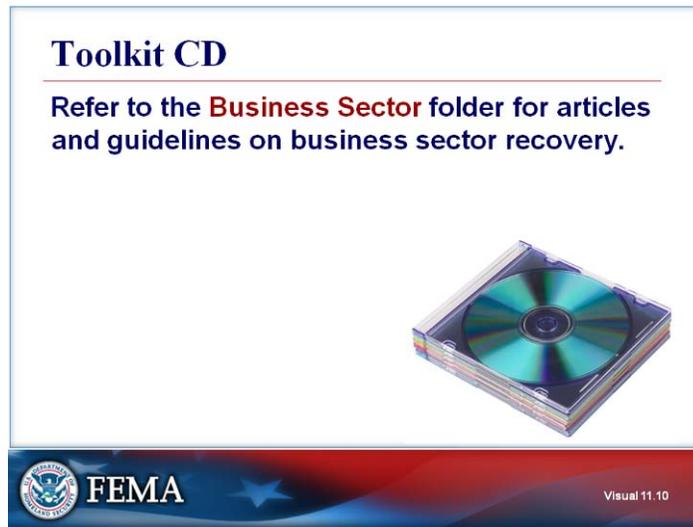
- Businesses rely on different mechanisms than the public sector for their disaster recovery. Generally, businesses must rely on private insurance or federally subsidized insurance such as the National Flood Insurance Program, as their first recourse for disaster recovery.
- Small businesses may also seek loans to repair, rebuild, or relocate. Larger regional or national “chain stores” may relocate to or combine with other chain franchises.
- States may enact special business recovery assistance programs for impacted areas.
- Federal assistance may be limited to low-interest loans from the Small Business Administration, Economic Development Administration, or Department of Agriculture (for agriculture-related businesses) and, in some cases, Housing and Urban Development Community Development Block Grants.
- Special programs such as small business alliances and foundations may also provide technical and financial support for struggling businesses in impacted communities. For example, the Chamber of Commerce and several foundations are assisting business owners in the flood-damaged areas of Cedar Rapids, Iowa.
- In many cases, private small businesses may not be able to assume additional debt burden, even at low interest, and may terminate operations.

**Topic**

**Toolkit CD**

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**Visual 11.10**



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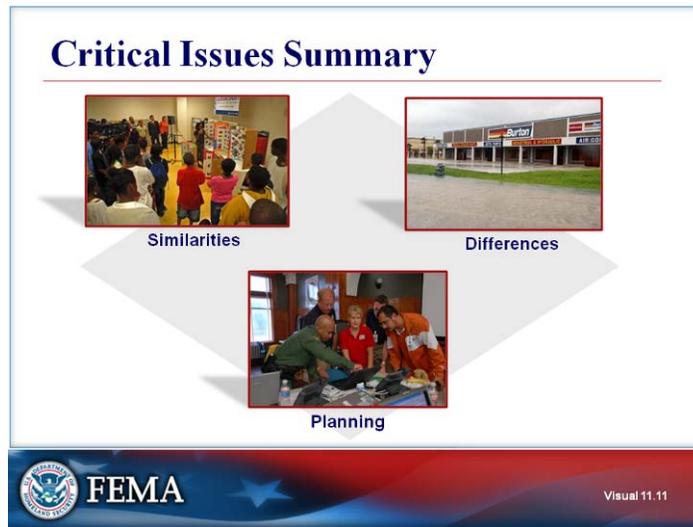
**Key Points**

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Access the Business Sector folder on the Toolkit CD.

<b>Topic</b>	<b>Critical Issues Summary</b>
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Visual 11.11



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### Key Points

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The key issues covered in this unit include:

- Similarities and differences between recovery in the business sector and other sectors of the community.
- Planning considerations.

**Topic**

**Unit Summary**

**Visual 11.12**

**Unit Summary**

Are you now able to:

- Describe the similarities and differences between recovery of the business sector and other sectors of the community?
- Identify steps that businesses can take to help plan for recovery?
- Identify sources of recovery assistance for the business sector?



Visual 11.12

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**Key Points**

---

Are you now able to:

- Describe the similarities and differences between recovery of the business sector and other sectors of the community?
- Identify steps that businesses can take to help plan for recovery?
- Identify sources of recovery assistance for the business sector?

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## Unit 12: Planning and Community Development

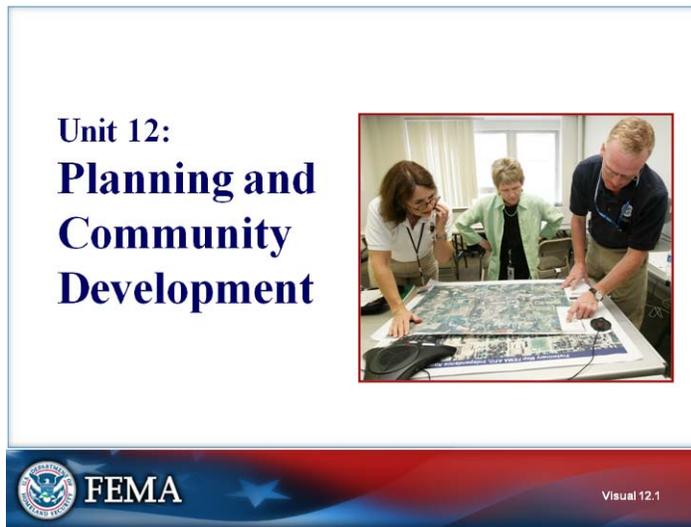
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**Topic**

**Unit Introduction**

**Visual 12.1**



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**Key Points**

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Successful disaster recovery often requires the application of community planning and administrative skills, knowledge, and resources. Community planning provides many options for restoring and improving the socio-economic and environmental framework of the community.

**Topic**

**Unit Objectives**

**Visual 12.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Describe the role and responsibilities of community planners in disaster recovery.
- Identify the six community planning tools and techniques that can be applied in disaster recovery.



Visual 12.2

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**Key Points**

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At the completion of this unit, you should be able to:

- Describe the role and responsibilities of community planners in disaster recovery.
- Identify the six community planning tools and techniques that can be applied in disaster recovery.

**Topic**

**Community Planning**

**Visual 12.3**

**The Role of Community Planning**

- Analyze existing community development problems and issues.
- Identify options and solutions.
- Develop a vision for the community's future.



 **FEMA**  Visual 12.3

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**Key Points**

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- The Planning and Community Development department has an important role in disaster recovery. Not all communities are large enough or have sufficient resources to have their own planning department but many counties do provide this function of government.
- Local government planning and community development departments specialize in reviewing problems and issues involving the community's socio-economic and environmental framework. Housing, transportation, infrastructure, parks and recreation, and environmental concerns are examples of the types of issues within this department's purview.
- Community planners identify options and solutions for the identified problems and issues; however, they cannot adopt them. Rather, it is their job to formulate proposals that are subject to public review and comment and to adoption by the local governing board.
- Community planners also help establish a vision of the community's future—what it could look like, how it could change, and what measures could be taken to achieve that change.
- The disaster recovery phase provides ample opportunity for the community planning department to apply its tools and techniques to identify solutions and options for the community's future. The following are examples:
  - Participating in damage assessment and situation analysis.
  - Reviewing proposals for rebuilding damaged areas.
  - Reviewing development proposals and building permits for compliance with Federal, State and local requirements.
  - Coordinating hazard mitigation projects.
  - Participating on the Recovery Task Force.

**Topic**

**Community Planning**

**Visual 12.4**

**Six Planning Tools**

- General Plan and Elements
- Zoning Ordinance
- Subdivision Regulations
- Capital Improvements Programming
- Transfer of Development Rights
- Mapping



 **FEMA**  Visual 12.4

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**Key Points**

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These are local powers that can have a major impact on a community's recovery from a disaster. The planning tools will be described in detail in the remainder of this unit.

<b>Topic</b>	<b>Planning Tools and Techniques</b>
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Visual 12.5

**General Plan and Elements**

The Land Use or General Plan and Elements sets goals for these uses:

- Land Use
- Transportation
- Safety
- Public Utilities
- Open Space

FEMA Visual 12.5

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**Key Points**

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- The General Plan and Elements are used to describe and guide existing and future social, economic, and environmental features of a community. They describe the direction and pace of community development, usually in 5-year increments or forecasts.
- The following elements are usually contained in the General Plan. Additional or different elements may be included, depending on the nature and priorities of the community (e.g., history, environmental concerns).
  - Land Use
  - Transportation
  - Safety
  - Public Utilities
  - Open Space
- Because it is a guidance document, the General Plan and Elements can be used to guide disaster recovery discussions and, ultimately, decisions. For example, the General Plan and Elements may reveal that a recovery proposal conflicts with the land use, open space, or historic preservation goals of the community.

**Topic**

**Planning Tools and Techniques**

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**Visual 12.6**

**Zoning Ordinance**

A zoning ordinance identifies allowable land uses within the community.



 **FEMA**  Visual 12.6

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**Key Points**

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- A zoning regulation and map designates permitted uses of land based on mapped zones which separate one set of land uses from another. Zoning may be use-based (regulating the uses to which land may be put), or it may regulate building height, lot coverage, and similar characteristics, or some combination of these.
- A zoning regulation may, for example, stipulate that only single-family housing is permitted in a given area of a community. A proposal to replace destroyed single-family housing with apartment buildings in such an area would not comply with the zoning ordinance. In this case, the proposal would either be denied or a variance might be proposed. In either case, the Planning and Community Development Department would coordinate the review and make recommendations on the proposal.
- Zoning regulations and maps are an important part of the guidelines for participation in the National Flood Insurance Program (NFIP). Zoning regulations are cross-referenced with Special Flood Hazard Areas identified on the community's flood maps and studies and specify permitted land uses within these areas.

<b>Topic</b>	<b>Planning Tools and Techniques</b>
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Visual 12.7



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**Key Points**

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- Subdivision is the process by which a tract of land is divided into smaller parcels, lots, or building sites.
- States grant “police powers” to local governments to allow regulation of land use for health, environmental, safety, and similar purposes.
- Subdivision regulations enable a community to ensure that new neighborhoods and other land divisions are properly designed.
- Planning and Community Development departments coordinate the review of subdivision proposals to ensure that hazard areas, storm water management, soil erosion, water quality, environmental impacts, landscaping, safety and other issues are addressed.
- During disaster recovery, subdivision regulations may provide an opportunity for a community to rebuild with recognition of hazard and environmental concerns.

**Topic** Planning Tools and Techniques

**Visual 12.8**



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**Key Points**

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- Capital improvements are the “engine” of local development. The location and type of improvements often determine the direction and type of community growth.
- Following a disaster, decisions sometimes have to be made about repairing or replacing utilities, roads, bridges, and other infrastructure. Sometimes, recovery and mitigation goals can be accomplished by consolidating, relocating, or eliminating these capital investments.
- For example, following a disastrous wildfire, a community may decide to consolidate three destroyed police stations into a single new structure while still serving the same area.
- Planning and Community Development departments are also adept at “grantsmanship” since many of their plans and proposals rely on Federal and State programs and funding. These departments may be especially effective in identifying outside funding sources for disaster recovery and mitigation projects.

**Topic**

**Planning Tools and Techniques**

**Visual 12.9**

**Transfer of Development Rights**

Transfer of Development rights (TDR) may provide options during disaster recovery.



 **FEMA**  Visual 12.9

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**Key Points**

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- Transfer of Development Rights (TDR) allows landowners to sell or trade their development rights to other landowners, usually so that the second landowner can increase the density of their development.
- Local governments may also use TDR to preserve open space or historic structures, or to prevent development of hazard-prone areas.
- For example, a local government might own a piece of land that is not hazard-prone and wish to trade development rights with another property owner whose land is hazard-prone. The local government might be willing to do this in order to remove the development potential of the hazard-prone property. If the two pieces of land were traded, the local government would preserve its new piece of land as open space; the other property owner would be able to develop his/her property. This situation becomes a “win/win” for both parties.

**Topic** Planning Tools and Techniques

**Visual 12.10**

**Mapping**

The Planning Department's Geographic Information System (GIS) and mapping resources are valuable tools for recovery planning.



 **FEMA** Visual 12.10

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**Key Points**

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- Hazard mapping is an important part of disaster recovery operations.
- The Planning and Community Development Department develops and uses maps on a daily basis as part of its “peacetime” local government role. In disaster situations, the mapping capabilities can be used to display damage assessment, recovery, and hazard mitigation information. GIS will be used extensively by building inspection and public works personnel as they execute their recovery and mitigation responsibilities.
- Mapping is also a useful tool for displaying information from the Assessor’s Office. For example, property valuation data from the Assessor’s Office could be overlaid on maps of damage areas. The resulting information on damage areas and the value of property within those areas could be a useful tool for recovery planning. A Recovery Task Force or local government departments might find this information useful for their operations.

**Topic**

**Toolkit CD**

**Visual 12.11**



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**Key Points**

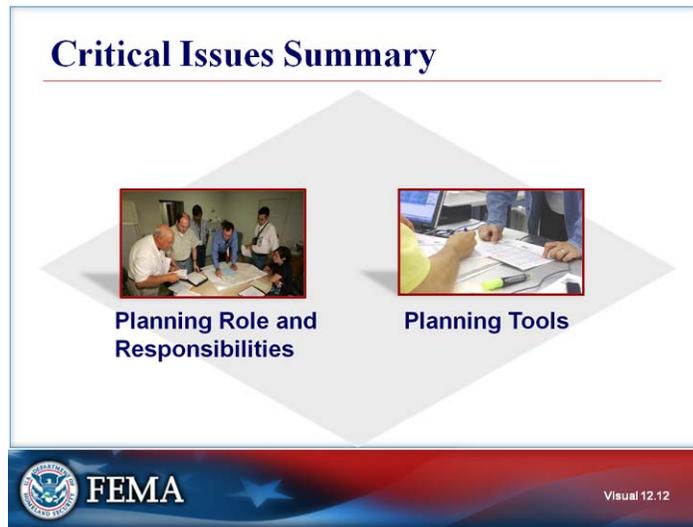
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Access the Planning and Community Development folder on the Toolkit CD.

**Topic**

**Critical Issues Summary**

**Visual 12.12**



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**Key Points**

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The key issues covered in this unit include:

- The role and responsibilities of Planning and Community Development.
- Planning tools.

**Topic**

**Unit Summary**

**Visual 12.13**

**Unit Summary**

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Are you now able to:

- Describe the role and responsibilities of community planners in disaster recovery?
- Identify the six community planning tools and techniques that can be applied in disaster recovery?



 **FEMA**  Visual 12.13

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**Key Points**

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Are you now able to:

- Describe the role and responsibilities of community planners in disaster recovery?
- Identify the six community planning tools and techniques that can be applied in disaster recovery?

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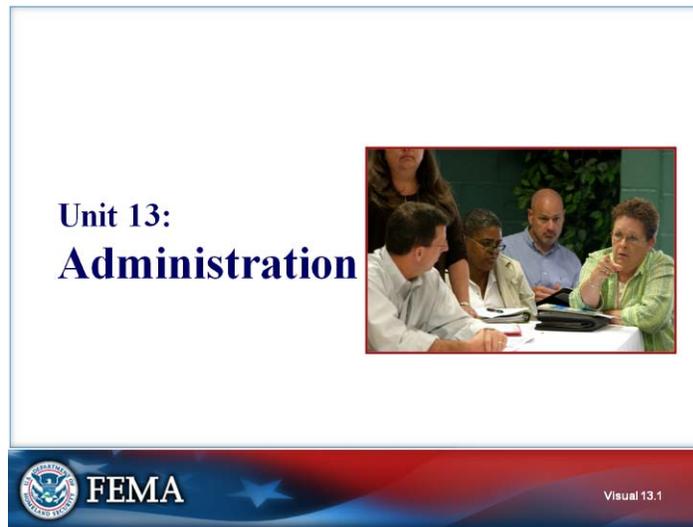
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## Unit 13: Administration

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Visual 13.1



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**Key Points**

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Administration involves taking care of your staff, keeping track of what happened during the disaster, and making full use of disaster assistance and other resources to help the community recover.

**Topic**

**Unit Objectives**

**Visual 13.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Describe legal, financial, and staffing issues that occur at the local government level in disaster situations.
- Identify sources of financial and technical assistance available to local governments for disaster recovery.
- Describe the benefits of developing and implementing documentation and recordkeeping procedures for disaster recovery.



Visual 13.2

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**Key Points**

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After completing this unit, you will be able to:

- Describe legal, financial, and staffing issues that occur at the local government level in disaster situations.
- Identify sources of financial and technical assistance available to local governments for disaster recovery.
- Describe the benefits of developing and implementing documentation and recordkeeping procedures for disaster recovery.

**Topic**

**Legal Issues**

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**Visual 13.3**

**Legal Issues**

Ensure all legal documents are approved by your legal department.



The image contains two main visual elements. On the left, there is a gavel resting on a stack of three books, with the top book being blue. On the right, there is a photograph of two men in business suits. One man is pointing at a document held by the other man, who is looking at it intently. The background of the photograph shows a window with some greenery outside.

 **FEMA** 

Visual 13.3

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**Key Points**

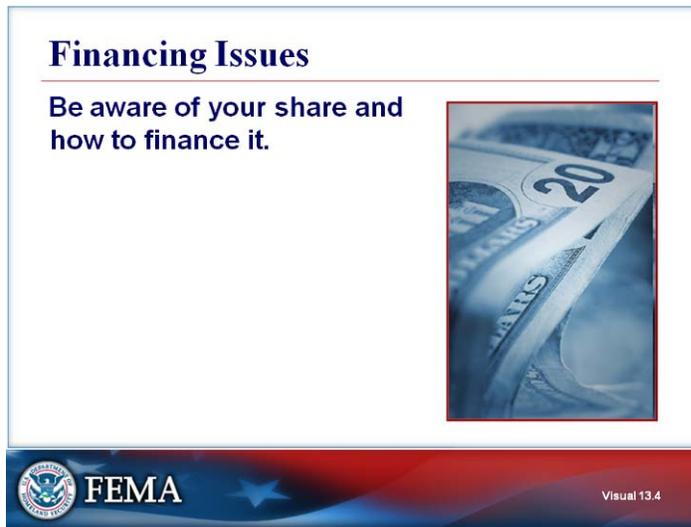
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- It is very important to develop a recovery plan before the disaster happens. This plan, plus all ordinances, policies and procedures, must be reviewed by your legal department in order to ensure consistency with local, State, and Federal laws and regulations. The legal department may review or comment on the following issues:
  - Have ordinances been reviewed for clarity and legality?
  - Have local responsibilities been reviewed for items, such as:
    - Mutual aid?
    - Emergency declarations?
    - Line of succession and continuity of government?
    - Price controls—price gouging?
    - Contracting procedures?
    - Pay for emergency work?

**Topic**

**Finance Issues**

**Visual 13.4**



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**Key Points**

- A local government must be aware of its share of disaster recovery costs and how it will be financed.
- The local share of the cost of recovery will depend on the size of the disaster and State regulations.

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**What is the cost share for your State?**

- The Federal portion of disaster assistance is to help communities recover to safe, sanitary, and secure conditions—not to make the community whole again. Local government generally does not get involved in individual recovery needs other than providing public information and coordinating emergency management or unmet needs. Local government responsibilities are primarily focused on public infrastructure such as public works, building inspection, public housing, community planning, and health and safety issues.
- According to the Stafford Act, a maximum of 75 percent of eligible recovery costs are reimbursed to State and local governments. Some States pay all the local share of recovery; others vary between zero percent and 25 percent. This is only if there is a Presidential declaration, all the costs are eligible, and all the documentation has been completed properly.
- Your jurisdiction may get some help even if there is no declaration. Sometimes, State money can be accessed and some Federal assistance may be available even without a Presidential disaster declaration.

**Topic**

**Finance Issues**

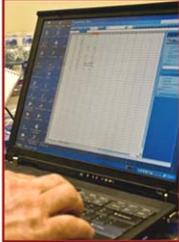
- At the same time, your community may lose some of its tax base due to loss of residences, businesses, and jobs.
- Eligibility is critical. Know what is eligible and what is not. Your community's Applicant Agent should be familiar with FEMA's Public Assistance Program rules and regulations. Tell the participants that information about the Public Assistance Program can be found at the following Web site: <http://www.fema.gov/government/grant/pa/forms.shtm> located in the Disaster Resources folder of the Toolkit CD.

**Visual 13.5**

**Financing Recovery**

Sometimes it is necessary for local governments to obtain funding from a variety of sources such as:

- Arrangements with local banks
- General obligation bonds
- Revenue bonds
- Restructuring the local budget



 **FEMA**  Visual 13.5

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**Key Points**

---

- Sometimes local governments find it necessary to obtain funding from a variety of sources.
- The primary ways local governments borrow money are through bond issues and tax programs. Most, if not all, local governments have authority to finance bond issues, but may have to enact legislation for tax programs.
- Even with disaster assistance and insurance, a local government might not recover 100 percent of the recovery cost. Some ways that help ease the burden are:
  - Arrangements with local banks—short-term loans.
  - General obligation bonds could cover road repair.
  - Revenue bonds.
  - Restructuring the local budget to address new priorities.

**Are you aware of arrangements your local governments have had to make to obtain short-term funding after disasters? How will you finance your share of the disaster recovery?**

**Topic**

**Finance Issues**

**Visual 13.6**

**Insurance is the First Option**

Insure vulnerable properties against potential loss.



The image shows a close-up of a hand holding a pen and signing a document. The document has the heading "INSURANCE LIABILITY" and some text below it. The background is a light-colored surface.

 **FEMA** 

Visual 13.6

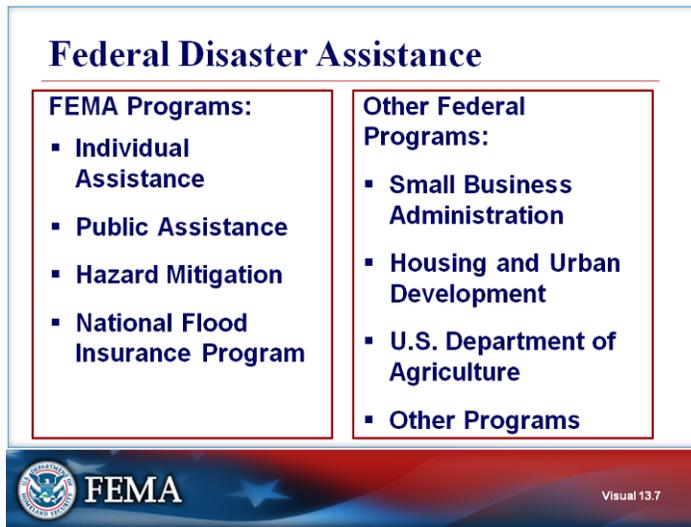
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**Key Points**

- Federal disaster assistance is supplemental to that assistance provided by local and State sources and insurance.
- Local governments can expedite recovery through disaster assistance if they insure properties that are insurable. A determination of insurance coverage is a primary consideration for Public Assistance Program eligibility.

**Is your local government aware of insurable properties and are they insured?**

Visual 13.7



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**Key Points**

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- When local and State capabilities and resources are unable to meet the needs of communities and their citizens, Federal disaster assistance may be made available through a presidential declaration of emergency assistance or major disaster assistance.
- For purposes of this course, Federal assistance is divided into two categories: FEMA disaster assistance programs, and Other Federal disaster assistance programs.
- FEMA disaster assistance programs include Individual Assistance (IA), Public Assistance (PA), Hazard Mitigation, and the National Flood Insurance Program (NFIP).
- Other Federal disaster assistance programs include the Small Business Administration (SBA), Housing and Urban Development (HUD), U.S. Department of Agriculture (USDA), and other programs.

**Topic**

**Activity: Federal Programs Review**

**Visual 13.8**

**Activity: Federal Programs Review**

**Purpose:** To locate information about Federal disaster assistance programs.

**Instructions:** Working in your table group, complete the following:

- Access the Disaster Recovery Resources folder on your Toolkit CD and disaster assistance manuals in the classroom.
- On an easel pad, summarize the disaster assistance programs assigned to your table group using the format provided.
- Select a spokesperson and be ready to report in 15 minutes.



The image shows a decorative banner at the bottom of the activity box. On the left is the FEMA logo, which includes the text 'FEDERAL EMERGENCY MANAGEMENT AGENCY' around a central emblem. To the right of the logo is the word 'FEMA' in large, bold, white letters. Further right is a blue star on a red and white background. On the far right of the banner, the text 'Visual 13.8' is written in a small font.

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**Key Points**

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**Purpose:** To locate information about Federal disaster assistance programs.

**Instructions:** Working in your table group, complete the following:

- Access the Disaster Recovery Resources folder of your Toolkit CD and disaster assistance manuals in the classroom.
- On an easel pad, summarize the disaster assistance programs assigned to your table group by stating: (1) Federal Agency, (2) Type of disaster assistance provided, and (3) Eligible parties (individuals, organizations, communities).
- Select a spokesperson and be ready to present your report in 15 minutes.

**Topic**

**Documentation**

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**Visual 13.9**

**Documentation Supports Reimbursement**

Documentation of activities and costs is an essential part of disaster recovery.



 **FEMA**  Visual 13.9

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**Key Points**

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- Documentation supports reimbursement. Accurate and complete documentation of disaster recovery expenditures will help ensure that the maximum level of State and Federal reimbursement is received. Although there is no guarantee of State and Federal recovery assistance, local governments should document their activities and expenses as if there will be a Presidential disaster declaration.
- Make sure that your finance department and other departments with administrative responsibilities are aware of State and Federal audit requirements.
- Be proactive by establishing documentation policies and procedures before disaster strikes. Train local government personnel in these policies and procedures.

**How are your local government documentation procedures administered and are personnel trained and exercised in using them?**

**Topic**

**Documentation**

---

**Visual 13.10**

**Documentation Questions**

Does your jurisdiction have:

- Documentation procedures?
- Coordination among departments?
- Wage rate policies and procedures?
- Forms?



 **FEMA**  Visual 13.10

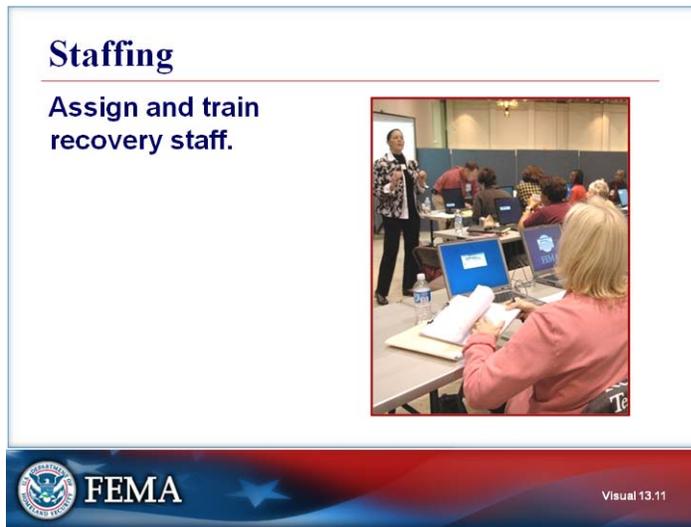
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**Key Points**

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- Does your jurisdiction have procedures for documenting expenses?
- Who coordinates the documentation in your jurisdiction?
- How will your procurement system operate?
- Have you decided on overtime wage rates, policies and procedures? Have they been documented?
- Have you documented the force account labor rates and fringe benefit rates?
- Are you aware of any State requirements, such as prescribed policies and forms, to be used for disaster recovery documentation?

Visual 13.11



### Key Points

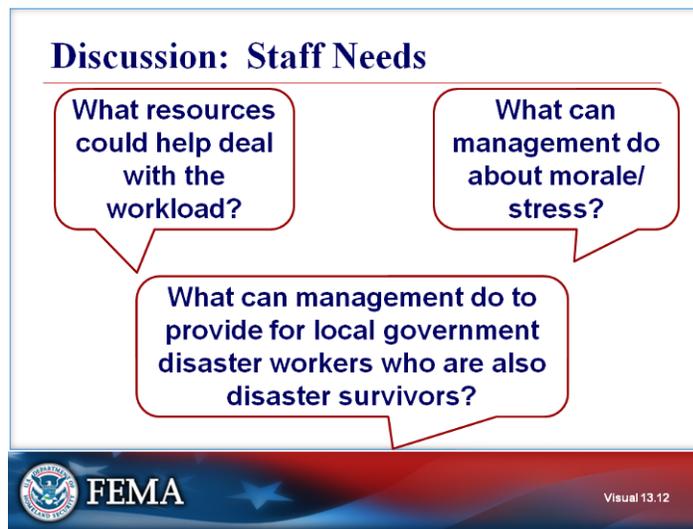
- Local government will need adequate numbers of trained staff with places to work during the recovery period.
- The number of staff required for recovery operations depends on the disaster, size of the community, available outside resources, and organizational structure.
- Your staff also needs a place to work. If government facilities are damaged or destroyed, alternative facilities must be established. A recovery-based hazards and vulnerability analysis should help to pre-identify these needs.
- Remember, staff members may themselves be disaster survivors or become adversely affected by their disaster work. Don't overlook the needs of your local government workers in your zeal to help everyone else!

The following actions may help in planning your disaster recovery staffing needs:

- Anticipate which government activities may be adversely affected by disaster and include this information in your hazard and vulnerability analysis.
- Determine your staff requirements, based on your recovery organizational structure.
- Train your staff in their disaster recovery roles, responsibilities, policies and procedures.
- Plan and conduct recovery exercises for your staff.

**What additional actions have your communities taken to address staffing issues in disaster situations?**

Visual 13.12



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**Key Points**

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**What resources could help deal with the workload?**

**What can management do about morale and stress?**

**What can management do to provide for local government disaster workers who are also disaster survivors (i.e., they need time to take care of their families and damaged property)?**

**Topic**

**Applicant Agent**

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Visual 13.13



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**Key Points**

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- If your community is included in an area receiving a Presidential disaster declaration, it is essential that an Applicant Agent be identified to represent your community's interests.
- The Applicant Agent:
  - Serves as the local point of contact for public assistance issues.
  - Coordinates all local activities with State and FEMA Public Assistance programs.
  - Represents local government in all meetings.
  - Maintains or coordinates project files and documentation.
  - Should be trained in and be knowledgeable about FEMA's Public Assistance Program.

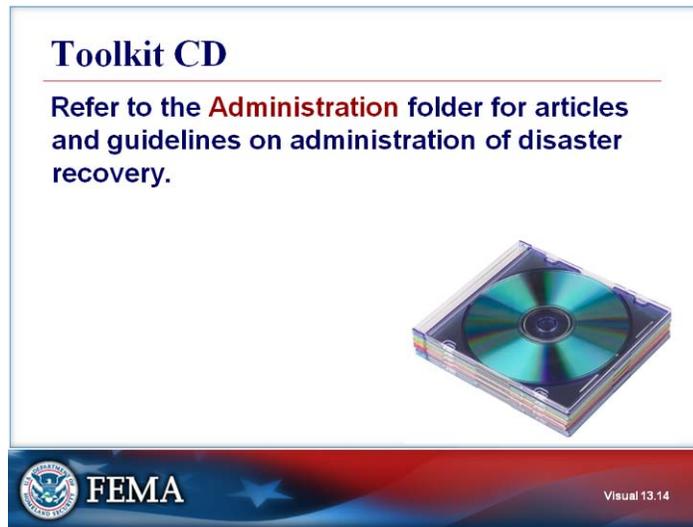
**Do you know who your local government Applicant Agent is or who it would be?**

**Topic**

**Toolkit CD**

---

**Visual 13.14**



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**Key Points**

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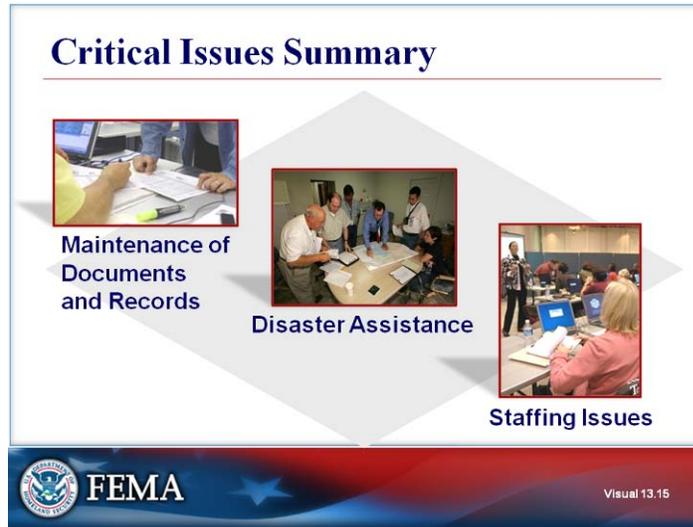
Access the Administration folder on the Toolkit CD.

**Topic**

**Critical Issues Summary**

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Visual 13.15



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**Key Points**

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The key issues covered in this unit include:

- Maintenance of Documents and Records
- Disaster Assistance
- Staffing Issues

**Topic**

**Unit Summary**

**Visual 13.16**

**Unit Summary**

Are you now able to:

- Describe legal, financial, and staffing issues that occur at the local government level in disaster situations?
- Identify sources of financial and technical assistance available to local governments for disaster recovery?
- Describe the benefits of developing and implementing documentation and recordkeeping procedures for disaster recovery?



Visual 13.16

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**Key Points**

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Are you now able to:

- Describe legal, financial, and staffing issues that occur at the local government level in disaster situations?
- Identify sources of financial and technical assistance available to local governments for disaster recovery?
- Describe the benefits of developing and implementing documentation and recordkeeping procedures for disaster recovery?

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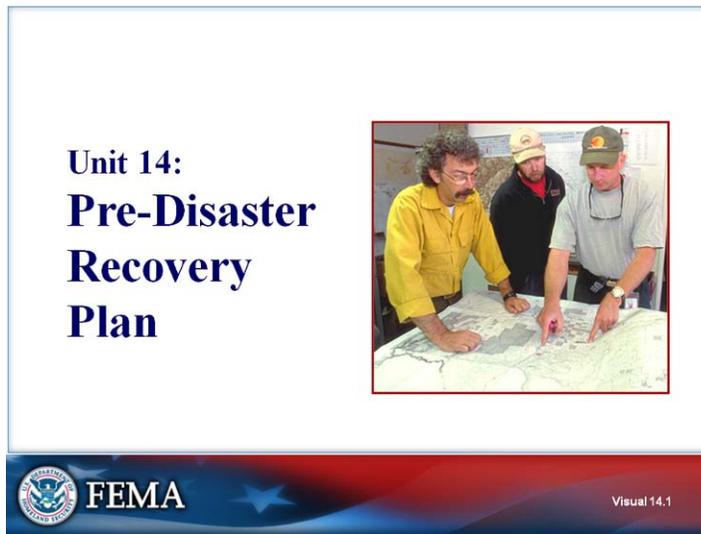
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## Unit 14: Pre-Disaster Recovery Plan

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**Visual 14.1**



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**Key Points**

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The focus of this unit is on the components, process, and design of a pre-disaster recovery plan. In a capstone activity for the course, you will have the opportunity to review your jurisdiction's pre-disaster recovery plan and identify needed improvements. Those whose jurisdiction does not have a pre-disaster recovery plan will develop an outline of what a plan might look like for their jurisdiction.

**Topic**

**Unit Objectives**

**Visual 14.2**

**Unit Objectives**

After completing this unit, you will be able to:

- Identify the components of a pre-disaster recovery plan.
- Describe the process for adopting a plan.
- Identify needed improvements to an existing pre-disaster recovery plan.



Visual 14.2

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**Key Points**

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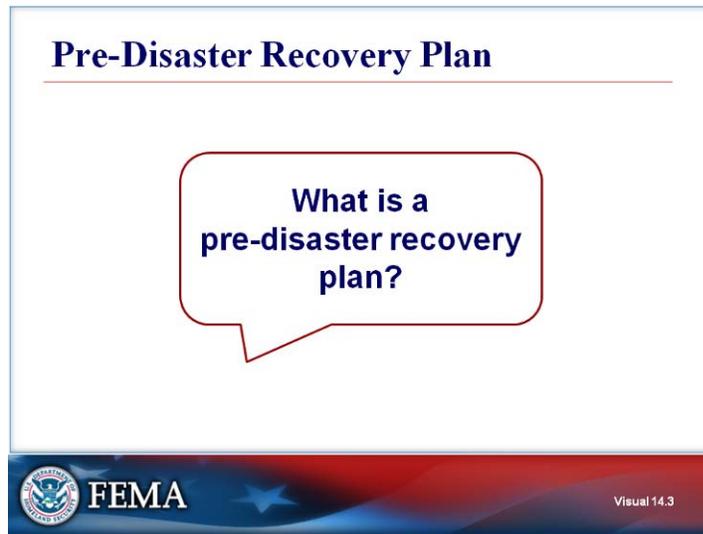
After completing this unit, you will be able to:

- Identify the components of a pre-disaster recovery plan.
- Describe the process for adopting a plan.
- Identify needed improvements to an existing pre-disaster recovery plan.

**Topic**

Pre-Disaster Recovery Plan

Visual 14.3



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**Key Points**

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What is a pre-disaster recovery plan?

**Topic**

**Activity: Review Sample Plan**

**Visual 14.4**

**Activity: Review Sample Plan (1 of 2)**

**Purpose:** To assess the applicability of the sample plan to participants' communities.

**Instructions:** Work individually or in your community group if other participants are from the same community.

- Answer the following questions:
  - What are the strengths and weaknesses of the sample plan?
  - What elements of the sample plan might be applicable or useful for your community?



The image shows a decorative banner at the bottom of the activity box. On the left is the FEMA logo, which includes the text 'FEDERAL EMERGENCY MANAGEMENT AGENCY' around a central emblem. To the right of the logo is the word 'FEMA' in large, bold, white letters. Further right is a blue star on a red and white background. On the far right of the banner, the text 'Visual 14.4' is written in small white font.

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**Key Points**

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**Purpose:** The purpose of this activity is to assess the applicability of the sample plan to your communities.

You will identify elements of the sample plan that may be useful in revising or developing your own plans. You can then identify elements of the plan that you would like to consider including in your own plans.

**Instructions:** Work individually or in your community group if other participants are from the same community.

- Answer the following questions:
  - What are the strengths and weaknesses of the sample plan?
  - What elements of the sample plan might be applicable or useful for your community?

**Topic**

**Activity: Review Sample Plan**

**Visual 14.5**

**Activity: Review Sample Plan (2 of 2)**

- What changes could you make to strengthen your existing plan?
- If you don't have a pre-disaster recovery plan, what elements would you include in an outline of such a plan for your community?
- Record your responses on an easel pad.
- Select a spokesperson and be prepared to present your group's findings in 20 minutes.



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**Key Points**

- What changes could you make to strengthen your existing plan?
- If you don't have a pre-disaster recovery plan, what elements would you include in an outline of such a plan for your community?
- Record your responses on an easel pad.
- Select a spokesperson and be prepared to present your group's findings in 20 minutes.

**Topic**

**Adopting a Pre-Disaster Recovery Plan**

**Visual 14.6**

**Adopting a Pre-Disaster Recovery Plan**

- Disaster recovery plan or annex may be required by State law.
- Recent events or threats may support development of a plan.
- Successful planning efforts have an advocate or “champion.”

FEMA

Visual 14.6

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**Key Points**

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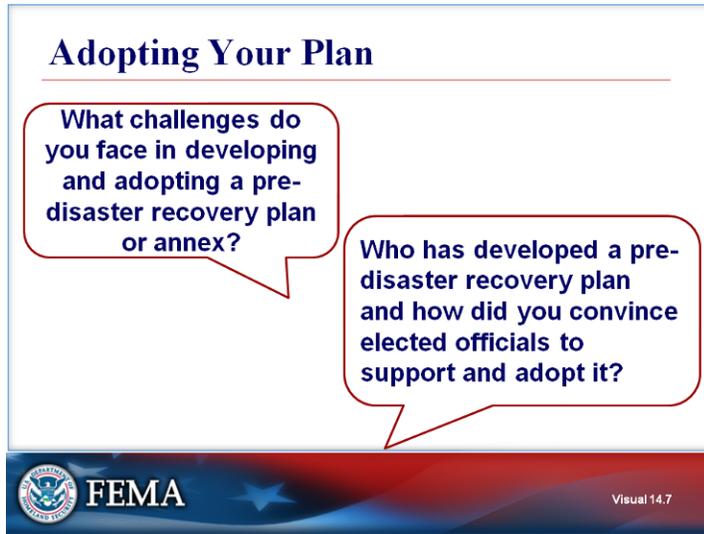
Some States require local governments to develop pre-disaster recovery plans or annexes. If there is such a requirement for your State, procedures for adopting the plan have probably been established.

**Does your State require local governments to develop pre-disaster recovery plans or annexes?**

- Even if your jurisdiction does not currently require a pre-disaster recovery plan, recent disasters or threats in your area may convince community leaders of the need to develop such a plan.
- Successful planning efforts often require an advocate or “champion” who is a catalyst for pre-disaster recovery planning. This “champion” may be an elected or appointed local government official, a non-government community leader, or a private citizen.

<b>Topic</b>	<b>Adopting a Pre-Disaster Recovery Plan</b>
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Visual 14.7



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**Key Points**

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<p><b>What challenges do you face in developing and adopting a pre-disaster recovery plan or annex?</b></p>
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<p><b>Who has developed a pre-disaster recovery plan and how did you convince elected officials to support and adopt it?</b></p>
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<b>Topic</b>	<b>Adopting a Pre-Disaster Recovery Plan</b>
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A common procedure for adopting a pre-disaster recovery plan is as follows:

- A spokesperson for the department (e.g., Emergency Manager) briefs the city or county council on the plan.
- The council places the plan on a docket for a public hearing, if required by local law.
- Following the public hearing, the council places the plan on a docket for discussion and adoption.
- The council adopts the plan.

A plan is formally adopted because provisions within the plan usually require activation of special disaster organizations such as a Recovery Task Force.

<b>Do you have questions about adopting a pre-disaster recovery plan?</b>
---

**Topic** Capstone Activity: Your Recovery Plan

Visual 14.8

### Checklist

Checklist				
Does your recovery plan or annex...	Yes	No	?	Who is Involved?
Contain an Introduction that includes information about your community, hazard assessment, the purpose of the Recovery Plan, legal basis for the plan (such as State law or local ordinance), and how the plan will be adopted and updated?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Define response, recovery, long-term recovery, and mitigation for the purposes of disaster planning and operations?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Describe the concept of operations (how response and recovery operations will unfold and the sequence of events that will trigger activation of your plan)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



**Key Points**

You will use the planning checklist and your jurisdiction’s pre-disaster recovery plan to complete the Your Recovery Plan activity. A copy of the checklist is located at the end of this unit and in the Toolkit CD.

**Topic**

**Capstone Activity: Your Recovery Plan**

**Visual 14.9**

**Overview of Your Recovery Plan Activity**

**Purpose:** To identify improvements to your existing plan or to develop an outline if you do not have a plan.

**Instructions:** Work individually or in your community group and complete these steps:

- Use the checklist to evaluate your plan.
- Note items with “No,” “?,” and “Who Involved” on the checklist.
- If you don’t have a plan, develop a brief outline.
- Be prepared to report out in 60 minutes.



The image shows the FEMA logo on the left and the text 'Visual 14.9' on the right, set against a red and blue background with a white star.

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**Key Points**

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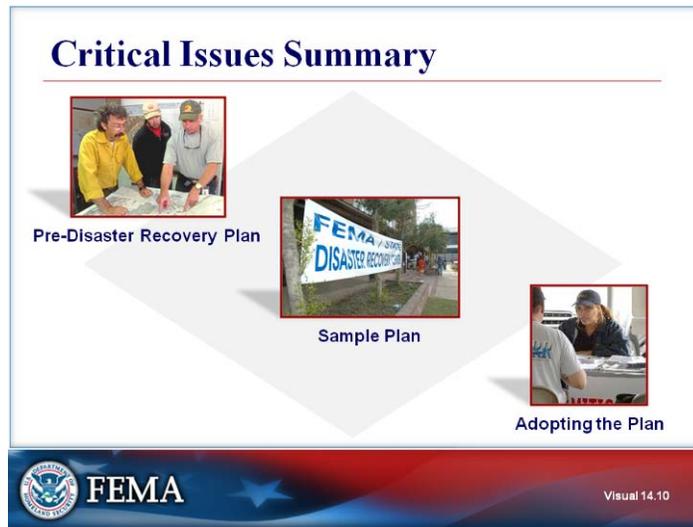
**Purpose:** The purpose of this activity is to identify improvements to your existing plan or to develop an outline if you do not have a plan.

**Instructions:** Work individually or in your community group and complete the following steps:

- Use the planning checklist to evaluate your pre-disaster recovery plan.
- Record the results of your evaluation on the planning checklist.
- Be prepared to report on the items for which you indicated “No,” “?,” and “Who Involved” on your checklist, along with the persons or departments in your jurisdiction who might be responsible for addressing those items. If your jurisdiction does not have a pre-disaster recovery plan, develop a brief outline of what a plan might look like for your jurisdiction instead of completing the checklist. You may wish to review the Edmonds, Washington, pre-disaster recovery plan for ideas to incorporate into your plan or outline.
- You have 60 minutes to complete the evaluation.
- Be prepared to summarize the results of your evaluation when called upon by the instructor. If working in a community group, select a spokesperson for your group and be prepared to summarize your results when called upon.

<b>Topic</b>	<b>Critical Issues Summary</b>
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Visual 14.10



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**Key Points**

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The key issues covered in this unit include:

- Pre-Disaster Recovery Plan
- Sample Plan
- Adopting the Plan

**Topic**

**Unit Summary**

**Visual 14.11**

**Unit Summary**

Are you now able to:

- Identify the components of a pre-disaster recovery plan?
- Describe the process for adopting a plan?
- Identify needed improvements to an existing pre-disaster recovery plan?

FEMA

Visual 14.11

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**Key Points**

---

Are you now able to:

- Identify the components of a pre-disaster recovery plan?
- Describe the process for adopting a plan?
- Identify needed improvements to an existing pre-disaster recovery plan?

## Checklist

### Recovery Planning Assessment

This self-assessment guide may assist you in determining the status of your community’s recovery planning. The items listed in the matrix are key activities involved in disaster recovery that should be addressed in a recovery plan or annex. Place a checkmark (✓) in the “Yes” or “No” column if you know whether your recovery plan or annex includes each item. If you are not sure whether the item is included in your plan or annex, use the “?” column to indicate your response to each item.

It is recommended that you explore adding those items with a “No” or “?” to your recovery plan or annex when you return to your jurisdiction.

In the “Who Involved?” column, indicate which departments will be involved in reviewing and updating each element of your recovery plan or annex:

- A = Administration
- B = Building Inspection/Code Enforcement
- C = Community Planning/Economic Development
- E = Emergency Management
- ES = Emergency Services
- HC = Health Care (Hospitals, Public Health, Nursing Homes)
- PW = Public Works/Utilities
- S = Special Needs
- SC = Schools
- V = Voluntary Agencies

Checklist				
Does your recovery plan or annex . . .	Yes	No	?	Who Involved?
Contain an Introduction that includes information about your community, hazard assessment, the purpose of the Recovery Plan, legal basis for the plan (such as State law or local ordinance), and how the plan will be adopted and updated?				
Define response, recovery, long-term recovery, and mitigation for the purposes of disaster planning and operations?				
Describe the concept of operations (how response and recovery operations will unfold and the sequence of events that will trigger activation of your plan)?				
Include disaster declaration procedures (local emergency declaration, requesting assistance from the Federal Government or State governments)?				
Identify community recovery goals?				

Checklist				
Does your recovery plan or annex . . .	Yes	No	?	Who Involved?
Identify community recovery priorities?				
Identify recovery roles and responsibilities assigned to various departments, including: <ul style="list-style-type: none"> <li>▪ Administration (elected &amp; appointed officials)?</li> <li>▪ Emergency Management?</li> <li>▪ Emergency Services (Fire, Law Enforcement, EMS)?</li> <li>▪ Public Works (including private utilities)?</li> <li>▪ Community Planning/Economic Development?</li> <li>▪ Building Inspection/Code Enforcement?</li> <li>▪ Voluntary Agencies?</li> <li>▪ Health Care?</li> <li>▪ Special Needs?</li> <li>▪ Schools?</li> <li>▪ Other:</li> </ul>				
Identify a Recovery Task Force and its role and responsibilities?				
Include a matrix showing primary and support roles of all departments?				
Identify recovery functions (Emergency Support Functions (ESFs) or Recovery Functions (RFs)) to include: <ul style="list-style-type: none"> <li>▪ Impact Assessment (Damage Assessment)?</li> <li>▪ Continuation of Government, including alternate facilities?</li> <li>▪ Public Information and Media Relations?</li> <li>▪ Community Relations?</li> <li>▪ Volunteers?</li> <li>▪ Donations?</li> <li>▪ Unmet Needs (Unmet Needs Committee)?</li> <li>▪ Debris Management?                             <ul style="list-style-type: none"> <li>○ Clearance?</li> <li>○ Disposal?</li> <li>○ Contracting?</li> </ul> </li> <li>▪ Re-entry to and Security for Damaged Areas?</li> </ul>				

Checklist				
Does your recovery plan or annex . . .	Yes	No	?	Who Involved?
Identify recovery functions (Continued) <ul style="list-style-type: none"> <li>▪ Health?</li> <li>▪ Safety?</li> <li>▪ Repair and Restoration of Public Infrastructure and services)?</li> <li>▪ Building Inspection and Permitting Procedures?</li> <li>▪ Rebuilding, construction, repairs, restoration?</li> <li>▪ Housing (shelter, temporary housing)?</li> <li>▪ Planning and Community Development?</li> <li>▪ Environmental Concerns?</li> <li>▪ Hazard Mitigation?</li> <li>▪ Administration and Finance?                             <ul style="list-style-type: none"> <li>○ Documentation policies and procedures?</li> <li>○ Pay for work?</li> <li>○ Administrative leave and personnel impacted by the disaster?</li> <li>○ Price gouging?</li> </ul> </li> </ul>				
<ul style="list-style-type: none"> <li>▪ Federal Assistance Programs                             <ul style="list-style-type: none"> <li>○ General Guidelines and Sequence of Events</li> <li>○ Individual Assistance</li> <li>○ Public Assistance</li> <li>○ Hazard Mitigation</li> <li>○ SBA Assistance</li> <li>○ Community Development Block Grants and other sources of funding assistance</li> </ul> </li> <li>▪ State Assistance Programs</li> </ul>				
<ul style="list-style-type: none"> <li>▪ References, Terms and Definitions, Acronyms and Abbreviations Used in the Plan</li> </ul>				
<ul style="list-style-type: none"> <li>▪ Other Items Pertinent to Your Community:</li> </ul>				

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## Unit 15: Course Summary

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**Topic**

**Unit Introduction**

**Visual 15.1**



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**Key Points**

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This unit will serve as a review of the material covered in the course to help prepare you for the post-test.

Topic	Unit Objectives
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Visual 15.2

**Unit Objectives**

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After completing this unit, you will be able to:

- Review the course goals and objectives.
- Complete the course post-test.
- Provide feedback on and evaluation of the course.



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**Key Points**

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After completing this unit, you will be able to:

- Review the course goals and objectives.
- Complete the course post-test.
- Provide feedback on and evaluation of the course.

**Topic**

**Review Course Goals and Objectives**

**Visual 15.3**

**Course Goals**

- Increase local government awareness of issues involved in disaster recovery.
- Provide a forum for discussion of “lessons learned” in disaster recovery at the local level.
- Promote the development of a pre-disaster recovery plan.

**Did we meet the goals of the course?**



The slide features a decorative banner at the bottom with the FEMA logo on the left, the text 'FEMA' in the center, and a blue star on the right. The text 'Visual 15.3' is located in the bottom right corner of the slide.

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**Key Points**

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**Did we meet the goals of the course?**

**Topic**

**Review Course Goals and Objectives**

**Visual 15.4**

**Course Objectives (1 of 4)**

- Describe the purpose and scope of the course and how it can be applied to your disaster recovery role and responsibilities.
- Describe the local government's role and responsibilities in disaster recovery.
- Identify leadership qualities and actions that contribute to disaster recovery at the local government level.
- Explain how a Recovery Task Force can be used to organize local government recovery operations.



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**Key Points**

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Review the course objectives.

**Topic**

**Review Course Goals and Objectives**

**Visual 15.5**

**Course Objectives (2 of 4)**

- Identify needed improvements to your pre-disaster recovery plan.
- Identify methods and techniques for providing public information during disaster recovery.
- Describe options for providing shelter, temporary housing, and replacement housing for disaster survivors.
- Define the role of an unmet needs committee in serving the community during emergencies and major disasters.



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**Key Points**

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Continue to review the course objectives.

**Topic**

**Review Course Goals and Objectives**

**Visual 15.6**

**Course Objectives (3 of 4)**

- Identify the components of the health care system and the role of each component in disasters.
- Describe the role and responsibilities of the local government public works department in disaster recovery.
- Describe the role and responsibilities of the local government building inspection department in disaster recovery.
- Describe the role and responsibilities of the business sector in disaster recovery.



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**Key Points**

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Continue to review the course objectives.

**Topic**

**Review Course Goals and Objectives**

**Visual 15.7**

**Course Objectives (4 of 4)**

- Describe the role and responsibilities of the local government planning and community development department in disaster recovery.
- Describe the role and responsibilities of local government administration in disaster recovery.
- Evaluate how the materials and resources from this course will assist you in your disaster recovery program.



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**Key Points**

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Continue to review the course objectives.

**Topic**

**Activity: Post-Test**

**Visual 15.8**

**Activity: Post-Test**

**When taking the Post-Test . . .**

- Write your name on the test.
- Read each item carefully.
- Circle the letter that corresponds to your answer.
- You have 20 minutes.



 **FEMA**  Visual 15.8

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**Key Points**

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Instructions for taking the course post-test:

- Write your name in the space provided on the test.
- Read each item carefully and circle the letter that corresponds to your answer.
- You will have 20 minutes to complete the test.
- When you are finished, please bring your test to the instructor table, then leave the room and take a break while waiting for the remainder of the class to complete the post-test.
- Please do not talk during the test.
- If you have a question, please raise your hand and an instructor will come to your table.

**Topic**

**Feedback and Closing**

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**Visual 15.9**

**Feedback**

- Please complete the course evaluation form.
- Your comments help us improve the course.



 **FEMA**  Visual 15.9

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**Key Points**

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Please complete your course evaluation form. Your comments are important to us!

**Topic**

**Feedback and Closing**

**Visual 15.10**



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**Key Points**

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Thank you for attending the course.