

Unit 12

Recovery Issues

Portal Questions

Answer Key

1. What are the steps to take when preparing the After-Action Report?
 - = *Review documentation for actions, issues, and solutions.*
 - = *Solicit information from management staff on issues identified in the program section.*
 - *Identify problems and solutions that were innovative.*
 - *Identify unsolved problems.*
 - = *Identify problems that have policy implications.*
 - = *With the FCO, select issues that are focal points for the After-Action Report. Note new or unusual items.*
 - = *Develop recommendations on the key issues for the main body of the report.*
 - = *Allow management review and comment.*
 - = *Complete the After-Action Report with FEMA before DFO closes.*
2. What is the role of a State Recovery Task Force?
 - = *The State Recovery Task Force is designed to support the needs of disaster victims as well as business and community redevelopment in the aftermath of a disaster.*
3. List five examples of documentation vital for the After-Action Report.
 - = *Records of the incident period:*
 - *Official date and time of start.*
 - *Official date and time of end.*
 - = *All Situation Reports*
 - = *Documentation of injuries and fatalities*
 - = *All news files*
 - = *All damage assessment files*
 - = *A copy of the event log*
 - = *A picture and video log*
 - = *Records of . . .*
 - *Staffing*
 - *Expenses*
 - *Training*
 - *Personnel issues*
 - *Documentation of actions*

Objectives

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

1. Identify and explain the elements of a Transition Plan.
2. Describe the State's role in the development of After-Action Reports.
3. Explain the State's role in the disaster Recovery Task Force.

Topics

Recovery Issues

After-Action Report

Recovery Task Force

Learning Check

Supplemental Materials

Recovery Issues

It is time for the Disaster Field Office (DFO) to close and for FEMA personnel to return to their normal duty stations. The State bears the responsibility for managing the rest of the recovery process.

The preparation for this change begins with the opening of the DFO and continues through its operation. The Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) work together with other key State and FEMA staff to prepare a Transition Plan.

Review the checklists that follow:

- ◆ Transition Checklist
- ◆ Transition Plan Elements

Transition Checklist

At the beginning of the disaster:

- Hold joint strategy session with State and Federal staff to:
 - = Set transition goals
 - = Discuss State-specific issues:
 - Previous problems
 - Political factors
 - Philosophy and priorities
 - = Discuss critical issues with FEMA Regional Director
- Draft Transition Plan
- Start preparation for After-Action Report

Through the disaster response:

- Maintain all documentation
 - = Records of the incident period:
 - Official date and time of start
 - Official date and time of end
 - = All Situation Reports
 - = Documentation of injuries and fatalities
 - = All news files
 - = All damage assessment files
 - = A copy of the Event Log
 - = A picture and video log
 - = Records of . . .
 - Staffing
 - Expenses
 - Training
 - Personnel issues
 - = Documentation of actions
- Keep information on issues as they occur
- Prepare recommendations for improved management of issues
- Solicit issues and solutions from all staff sections

During Transition:

- Implement Transition Plan
- Complete and distribute After-Action Report
- Transfer recovery operations from FEMA to the State

When FEMA leaves:

- Determine a method to access:
 - = FEMA computer records such as:
 - Establishing a link with your State system
 - Setting up remote access
 - Receiving paper copies
 - = Public Assistance (PA) project records
- Establish a method to remain updated on:
 - = Congressional constituent requests
 - = Media coverage related to the disaster
- Determine key Points of Contact (POC) for ongoing activities.
- Review reports and accounting to ensure:
 - = Federal and State records show the same costs and reimbursements
 - = Project records are recorded properly for future closeout activities

Transition Plan Elements

When

Transition time schedule by function

Who

Roles of management and staff

What

Equipment and supplies

Facility needs and closures

- = DFO
- = Joint Information Center
- = Disaster Recovery Centers (when used)

Consultation

With all partner agencies – Local, Nonprofit, Federal, and State – on transition issues

Identification

Pending issues

Critical needs

Partner involvement as recovery continues

Communication

Notify all partner agencies when transition will begin

After–Action Report

What have you learned while managing this disaster?

How can it help in future disaster response operations?

The After-Action Report is the mechanism to give you – and FEMA – the answers. The State participates by sharing its assessment of the disaster operations and making recommendations to improve future operations.

The process of writing the After-Action Report really begins when the disaster is declared. Documents are generated, incidents occur, problems are solved, and lessons are learned. All become part of the After-Action Report. These elements must be recorded and maintained as they happen.

Remind your staff to keep track of needed information by using a letter such as the sample included in the Supplemental Materials section.

Review the After-Action Report Checklist on the following page. An After-Action Report template and Sample After-Action Report can be found in the Supplemental Materials section. Use these documents to help determine what you can do to improve the quality and usefulness of After-Action Reports.

After-Action Report Checklist

- Review documentation for actions, issues, and solutions.
- Solicit information from management staff on issues identified in the program section.
 - = Identify problems and solutions that were innovative.
 - = Identify unsolved problems.
- Identify problems that have policy implications.
- With the FCO, select issues that are focal points for the After-Action Report. Note new or unusual items.
- Develop recommendations on the key issues for the main body of the report.
- Allow management review and comment.
- Complete After-Action Report with FEMA before DFO closes.

Recovery Task Force

After-Action Reports include suggestions for change that will enhance the disaster response capabilities of the agencies involved. The report is useful only if the suggestions are implemented. To do that, and to manage other aspects of both short-term and long-term recovery, States may develop a Recovery Task Force. This entity will have working representation from many State agencies involved in recovery.

The State Recovery Task Force is designed to support the needs of disaster victims as well as business and community redevelopment in the aftermath of a disaster.

This task force will have a plan as an annex to the State EOP.

A sample State Recovery Task Force plan is included for your review.

Compare this approach to your current State recovery procedures.

For more information on recovery issues, attend the FEMA resident training course E-210, *Recovery from Disaster*.

Unit 12 Learning Check



1. Match the letter of the phase with the transition actions taking place.

PHASE		ACTIONS
A: At the beginning of the disaster		<ol style="list-style-type: none"> 1. Determine a method to access: <ul style="list-style-type: none"> = FEMA computer records such as: <ul style="list-style-type: none"> – Establishing a link with your State system – Setting up remote access – Receiving paper copies = PA project records 2. Establish a method to remain updated on: <ul style="list-style-type: none"> = Congressional constituent requests = Media coverage related to the disaster 3. Determine key POC for ongoing activities. 4. Review reports and accounting to ensure: <ul style="list-style-type: none"> = Federal and State records show the same costs and reimbursements = Project records are recorded properly for future closeout activities
B: Through the disaster response		<ol style="list-style-type: none"> 1. Implement Transition Plan 2. Complete and distribute After-Action Report 3. Transfer recovery operations from FEMA to the State
C: During Transition		<ol style="list-style-type: none"> 1. Hold joint strategy session with State and Federal staff to: <ul style="list-style-type: none"> = Set transition goals = Discuss State specific issues: <ul style="list-style-type: none"> – Previous problems – Political factors – Philosophy and priorities = Discuss critical issues with FEMA Regional Director 2. Draft Transition plan 3. Start preparation for After-Action Report
D: When FEMA leaves		<ol style="list-style-type: none"> 1. Maintain all documentation 2. Keep information on issues as they occur 3. Prepare recommendations for improved management of issues 4. Solicit issues and solutions from all staff sections 5. Prepare final Transition Plan

Please see Appendix A, page A.20, to check your answers.

Supplemental Materials

SAMPLE INDIVIDUAL AFTER-ACTION REPORT MEMO

STATE
COORDINATING
OFFICER LETTERHEAD

September 20, 1998

MEMORANDUM FOR: All Staff

FROM: Luisa Ramirez, State Coordinating Officer

SUBJECT: After-Action Reports

As we begin our operations, I would like all employees to begin compiling information that can be used to develop an After-Action Report for this disaster.

The After-Action Report will summarize major coordination, management, and policy issues related to this operation. In order to capture the essence of “lessons learned” so that they might be applied to future operations, two forms are provided as attachments to this memorandum.

- ◆ Attachment 1 - Comments Form: This form provides you with an informal vehicle to help you document your experiences during this operation. Completion of this form, which may be submitted with no name, is voluntary. You may submit this form to the Reports Officer at any time during the operation and for as many issues as you feel necessary.
- ◆ Attachment 2 - Individual After-Action Report: This form is to be completed and submitted to your supervisor prior to your release or reassignment. The format is designed for more specific issues such as those that impact delivery of assistance, legislative or policy issues, resource deficiency issues, or issues that have any impact on the budget.

Your input to our review process is critical and your attention to this matter is appreciated. If you have any questions, please contact the Reports Officer.

COMMENTS FORM

Instructions: Complete this form to highlight those aspects of this operation that have worked well and/or to identify issues or procedures that need corrective action. You may complete this form as often as you wish and for each issue you identify. Please consider all areas of this assignment including operations, logistics, and administration. Your input is appreciated.

CONSIDERATIONS:

RECOMMENDATIONS:

(USE ADDITIONAL SHEETS IF REQUIRED)

NAME IS NOT REQUIRED - RETURN TO _____

Attachment 1

INDIVIDUAL AFTER-ACTION REPORT – FEMA-XXXX-DR-ST

The purpose of this report is to solicit input from employees concerning the operational aspects of their disaster assignment. Information will be used to refine operations and/or build upon successful experiences and procedures.

NAME: _____

SECTION: _____

BRANCH/TEAM: _____

PRIMARY POSITION: _____

PERIOD OF ASSIGNMENT: _____

Primary Responsibilities: _____

INTERFACE WITH OTHER AGENCIES (Federal/State/Local):

ISSUE: _____

DISCUSSION: _____

RECOMMENDATION: _____

ISSUE: _____

DISCUSSION: _____

RECOMMENDATION: _____

(Continue on reverse side if needed)

Attachment 2

Sample After-Action Report Template

DISASTER OPERATIONS

AFTER-ACTION REPORT

Introduction

After-Action Statement of Purpose:

The report identifies and analyzes critical operational issues from the current disaster that may impede future operations if left unresolved. The report highlights ideas and approaches that merit national consideration. The After-Action Report is designed to contribute to the future success of disaster operations. This report provides analysis rather than documentation.

After-Action Statement of Scope:

This is an analytical report, dealing only with those issues that have an important bearing on future operations. It complements other reports, such as Situation Reports, Action Plans, and detailed chronologies. Contributions are considered from organizations that were most directly involved in the disaster operation, including FEMA elements outside the DFO, other Federal agencies, volunteer organizations, and States. Final decision on selection of issues for the report is the responsibility of the FCO/SCO.

Timing of After-Action Reports:

Please submit this report before the close of the DFO, or an interim report with preliminary issues, no later than six months after the disaster declaration date. If an interim report is submitted, an updated After-Action Report must be provided once a year until close-out, with a final report submitted at that time. If the issues are not significantly different from previous reports or there are no new issues since the last submission, the FCO/SCO may elect to indicate so in lieu of submitting a full report.

This report does not preclude the FCO/SCO submitting issues for consideration at any point in the operation.

1) Federal Coordinating Officer: _____

2) State Coordinating Officer: _____

3) FEMA Disaster Number: _____

4) Summary of Incident/Operation:

Magnitude, Scope, and Other Characteristics of this Disaster: *(Please include a brief description, in the space provided, detailing the relevant characteristics of this disaster, focusing on those factors that contributed to the listed critical issues.)*

5) Fact Sheet:

A. Date of Declaration _____

B. Incident Type _____

C. Incident Period _____

D. Number of Declared Counties:
_____ Individual Assistance _____ Public Assistance

E. Geography of Event:

F. Types of Assistance, i.e., IA, PA, CC, DUA, etc.

G. FEMA _____ DR _____

H. Human Services \$ _____ Mitigation \$ _____
Infrastructure Support \$ _____

I. Total Registrations _____

J. ERT Activated? Yes _____ No _____

K. Number of DRCs _____

L. RPAs _____

6) Critical Issues:

The remainder of this report is concerned with identification of the most critical or unique issues encountered, recommendations for resolving listed issues, and discussions of new or innovative approaches that were particularly effective during this disaster. While there is no specific limit to the number of critical issues, you are encouraged to include only the most critical or unique issues in this report. Instructions for including other, less critical but still significant issues and concerns are provided in the Attachment Section at the end of this report.

Discussions of innovations and unusually effective approaches are highly encouraged. Please include innovations as part of the critical issues. Please identify new ideas/approaches in policy and/or operations that were particularly effective during this disaster.

Please consider including issues that you believe have important implications for future operations or those that uncover the source of a difficult operational or policy problem. Issues that are national in scope should also be emphasized. The following list suggests categories of issues for the FCO/SCO to consider in identifying critical issues.

- Issues that impede delivery of services*
- Issues that affect coordination among disaster response partners*
- Resource deficiency issues*
- Budget impact issues*
- Issues that are viewed by the media as highly visible in a negative or positive manner*
- Issues that are viewed by Congressional players as highly visible in a negative or positive manner*
- Legislative authority issues (Stafford Act, National Flood Insurance Act, etc.)*
- Issues that inhibit ability to meet our collective program customer service standards*
- Issues that inhibit our ability to mitigate future damage from natural hazards*

Attachments

Recommended attachments include: a) a map of declared counties, b) an organizational chart of lead staff, and c) a listing of issues not included in the body of this report.

Issue #1

Issue Topic:

Statement:

Issue Description:

Issue Recommendation:

Issue #2

Issue Topic:

Statement:

Issue Description:

Issue Recommendation:

SAMPLE AFTER-ACTION REPORT EXCERPTS

October 8, 1998

SUBJECT: AFTER-ACTION REPORT

1. FEDERAL COORDINATING OFFICER:

Mr. Michael J. Wolf

2. STATE COORDINATING OFFICER:

Mr. Joseph F. Smith

3. FEMA DISASTER NUMBER:

DR-1300-CL and EM-1300-CL

4. SUMMARY OF INCIDENT/OPERATION:

On August 12, 1998, at approximately 8:00 a.m., Hurricane Eva made its first landfall on the State of Columbia in Deep River County near the City of Vita Beach. The storm was a Category 1 hurricane at landfall with an impact area extending over 150 miles to the northeast and northwest. This resulted in major impacts in Bright County, the northern neighboring county to Deep River. The storm had sustained winds of 90 miles per hour with gusts up to 110 miles per hour. The storm proceeded inland, dumping more than 7 inches of rainfall on central and northern Columbia, areas already heavily saturated with water from more than 30 inches of rainfall deposited by numerous weather systems during the preceding year.

Downgraded to a tropical storm shortly after landfall, Eva then progressed across the State with ensuing heavy rainfall, and exited approximately 50 miles north of Tanner at the City of Bayport (Pass County) moving into the Gulf of Mexico. The storm produced a tornado in Pass County that struck an apartment complex, making it temporarily uninhabitable.

Once it moved onto the warm waters of the Gulf, the storm regained strength and was upgraded to a Category 1 hurricane again. The storm tracked west-northwestward until it reached a point due south of Apple, Columbia. At that point, it changed to a northwesterly direction of movement and proceeded toward Pennyfield (Cain County). At approximately 1:00 p.m., August 13, Eva made its second landfall at Pennyfield with sustained winds of 80 miles per hour gusting to 110, and produced a storm surge of 8 feet that impacted several structures on the barrier islands.

4. SUMMARY OF INCIDENT/OPERATION (continued)

Governor Larry Childs activated the State of Columbia Emergency Plan on August 11 and, through two Executive Orders, declared a State of Emergency for the State of Columbia, particularly the western Panhandle counties. The Columbia National Guard was activated to assist in response operations, three Rapid Impact Assessment Teams (RIATs) were deployed to assess the immediate needs of the south and central Columbia counties, a Rapid Response Team was mobilized and sent to Bright County, and the State Emergency Operations Center was activated.

On August 13, the Governor, through Mr. Kent Hatch, Region IV Director of the Federal Emergency Management Agency, requested a Presidential Declaration of Emergency for the 13 Columbia counties of Bay, Bright, Cain, Dixon, Franklin, Gulf, Hampton, Jackson, Pass, Sand, Wade, Waller, and Washington. The Regional Director forwarded the Governor's request to Washington, D.C., with a recommendation of approval, but limiting the Declaration to specific emergency assistance, a cost share of 75 percent Federal/25 percent State, and an incident period of August 12 through August 18, 1998. The Emergency Declaration was subsequently issued by the President on August 13 for the 13 counties requested.

Before the end of the day on August 13, Governor Childs submitted a second Declaration request, this one asking for a Major Disaster Declaration including Individual and Public Assistance for the seven Columbia counties of Bay, Bright, Cain, Deep River, Pass, Sand, and Waller. Due to the minimal amount of qualifying damage for Individual Assistance and the coverage of Category B in the Emergency Declaration (EM-3116-CL), the Regional Director's recommendation excluded Deep River County. The Declaration of Major Disaster was issued by the President on the morning of August 20, 1998, with the following inclusions: Bright, Cain, and Pass Counties were declared eligible for Individual Assistance, Public Assistance in Category A (debris removal) ONLY, and Hazard Mitigation. On August 21, the Declaration (DR-4567-CL) was amended to include Bay, Sand, and Waller Counties for Individual Assistance, and all six counties for Category E Public Assistance. The Declaration was again amended on August 25 to extend the additional Public Assistance Categories of C, D, F, and G to all six declared counties. (All six counties were previously declared eligible for Category B funding under EM-3116.)

5. FEDERAL GOVERNMENT ACTIONS:

The FEMA Region IV Regional Operations Center (ROC) was activated by order of the Regional Director on August 11, 1998, and staffed with all ESFs as well as FEMA Regional staff. The ROC monitored the movement and track of the storm and remained in contact with the FEMA State Liaison Officer in the Columbia EOC in Taylor. A modified version of the ERT-A had been deployed earlier and was also operational in the Columbia EOC. Additional FEMA personnel had been mobilized and were staged in Orange to accompany the State RIATs following landfall.

5. FEDERAL GOVERNMENT ACTIONS (continued)

Mission Assignments were issued to ESFs 1-4, 7, 8, 10-12, 1st Army, and SBA to support ROC, ERT-A, and (if required) DFO operations. Six FEMA IA and PA teams were placed on standby to deploy into the State of Columbia to team up with State personnel to perform PDAs if requested. Military support activities included activation of the First U.S. Army and Forces Command EOC, dispatching of Joint Service Emergency Preparedness Liaison Officers to the FEMA ROC and the Columbia State EOC, and the undertaking of preparatory measures to appoint a Defense Coordinating Officer upon the issuance of a Presidential Disaster Declaration. All ESFs established communication links and made contact with the necessary units and agencies needed to support the emergency operation as it progressed.

On August 12, at the request of the State of Columbia, two FEMA Region IV State Liaison Officers were dispatched to the State EOC in Clanton, CL. A similar request was received from the State of Mississippi, and two Liaison Officers were sent to the Mississippi EOC on August 13. On August 14, a staging area was established at Scott Turner Airport in Crest, Columbia. At 4 p.m. August 15, the ROC was deactivated; the Alabama and Mississippi EOCs had returned to normal operational status, but the Columbia State EOC remained in an Emergency Operations status. PDA teams were scheduled to submit their reports from the State of Columbia by Monday, August 16.

The Regional Disaster Summary and the Analysis and Recommendations were submitted by Region IV Director Hatch on August 17. In the Analysis and Recommendations, Mr. Hatch recommended approval of six counties—Bay, Bright, Cain, Pass, Sand, and Waller—for Individual Assistance, excluding Deep River County because there were only two homes damaged and they were covered by insurance; the same six counties for Public Assistance, with Deep River County again excluded because only \$100,000 in Category B damage was observed and these costs would be funded through the Emergency Declaration (EM-3116-CL); and the same six counties for the Hazard Mitigation Grant Program under Section 404 of the Stafford Act. It was also recommended by the Regional Director that Michael J. Wolf be named as the Federal Coordinating Officer for the declaration.

On August 20, 1998, President Clinton issued a Disaster Declaration (FEMA-DR-1300-CL) for three counties—Bright, Cain, and Pass—approving them for Individual Assistance, Public Assistance Category A, and Hazard Mitigation, and additionally approving Bay, Sand, and Waller for Public Assistance Category A and Hazard Mitigation. On August 21, Bay, Sand, and Waller counties were declared eligible for Individual Assistance, and all six counties were declared for Public Assistance Category E. Michael J. Wolf was named Federal Coordinating Officer.

Immediately after receiving notification of the Disaster Declaration, Region IV initiated actions to activate a Disaster Field Office in Tailor, Columbia, for both Emergency 3116 and Disaster 1300. A FEMA/State meeting was held in Tailor at 10 a.m. on August 21, and the DFO was officially opened on Tuesday, August 24, 1998.

5. FEDERAL GOVERNMENT ACTIONS (continued)

The Tailor DFO operated until October 8, when it was officially closed. During the period of operation, a total of 6,772 registrations were received by the NTC, and a total of \$7,120,325 in Individual Assistance, including \$3,740,000 in Small Business Administration loans, was delivered. In the area of Infrastructure Support, a total of \$7,093,973 in assistance was rendered to 82 grantees and one subgrantee. (A detailed breakdown is provided in the attached Disaster Fact Sheet.)

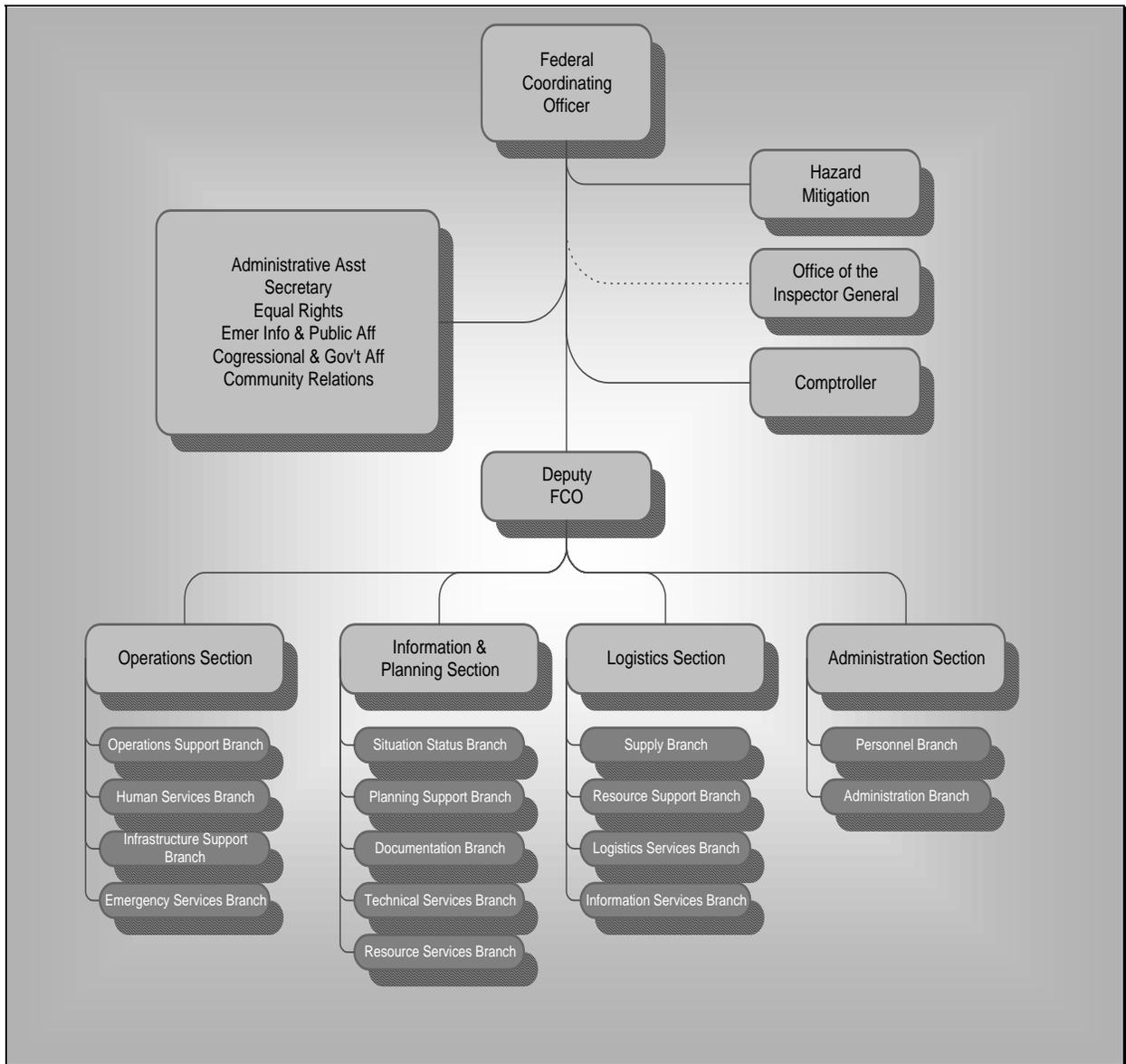
In a joint effort between the State and FEMA, a Mitigation Strategy Plan was developed to form the basis of the State of Columbia's prioritization of mitigation projects to be funded through the Federal Hazard Mitigation Grant Program (HMGP). In addition, the State Mitigation Coordinator was tasked to work closely with the State Infrastructure program to insure that mitigation options were considered during the Project Worksheet (PW) preparation process.

Following the closing of the DFO, further processing of Infrastructure Support documents was transferred to the Regional Processing Center in Atlanta. Processing for the Individual and Family Grant Program remained with the State in Tailor, and the temporary housing responsibility remained with the National Processing Service Center, in coordination with the FEMA Regional Office. Any additional required reports will be prepared and submitted by the Response and Recovery Division from the Regional Office.

6. DISASTER FACT SHEET

- A. Date of Declaration: August 20, 1998
- B. Incident Type: Hurricane Eva; high winds, tornadoes, and flooding
- C. Incident Period: August 12-13, 1998
- D. Number of Designated Counties: Three (3) on August 20, three (3) additional added on August 21, 1998
- E. Geography of Event: Bay, Bright, Cain, Pass, Sand, and Waller Counties of Columbia
- F. Types of Assistance: Individual (DH, IFG, SBA) and Public (Category A and Category E)
- G. FEMA-DR-1300-CL and EM-3116-CL
- H. Individual Assistance (as of 9/26/98): \$7,120,325.31
 - Disaster Housing: \$2,299,687.31
 - Individual and Family Grant: \$1,080,638.00
 - Small Business Administration Loans: \$3,740,000.00
 - Public Assistance: \$7,093,973.00
 - Category A \$ 5,214,902.00
 - Category B \$ 0.00
 - Category C \$ 232,684.00
 - Category D \$ 4,052.00
 - Category E \$ 235,021.00
 - Category F \$ 638,916.00
 - Category G \$ 521,386.00
 - Hazard Mitigation: \$ 0.00
- I. Total Registration (NTC): 6,772
- J. ERT Activated? Yes
- K. Number of Recovery Centers: Six (6)
- L. RPAs received: 82

DR-1300-CLICK DFO ORGANIZATION CHART



SAMPLE ISSUE NO. X

PROGRAM OFFICE:

Infrastructure Support

ISSUE STATEMENT:

Applicant's Briefings

ISSUE DESCRIPTION:

An in-depth briefing of all applicants, whether they are from an Emergency designated county or a Major Disaster designated county, is necessary for the applicants to be adequately prepared for the visits of the inspection teams. Otherwise, an inordinate amount of time is required on the part of the inspection teams to complete their inspections.

ISSUE RECOMMENDATION:

Applicant's Briefings should involve all designated counties regardless of the type of declaration issued for a particular county or counties. This should be established as a matter of policy for future disaster recovery operations.

SAMPLE ISSUE NO. X

PROGRAM OFFICE:

Logistics

ISSUE STATEMENT:

National Help Desk

ISSUE DESCRIPTION:

Difficulties and delays were encountered in utilizing the National Help Desk to obtain telecommunications and computer resources for the disaster operation. We were advised to contact the Help Desk for all resources. However, personnel staffing the Desk did not appear to have the necessary information to adequately support operations in the field. This could be due to a lack of training or due to the personnel not being provided with the proper points of contact to obtain the types of support we required.

State Recovery Task Force Sample Strategy Statement

Purpose

The State Recovery Task Force is designed to support the needs of disaster victims as well as business and community redevelopment in the aftermath of a disaster. Federal disaster assistance programs provide for “basic” recovery and are not designed to make individuals, businesses, or communities “whole” following an event. The Recovery Task Force may consist of State, Federal, and private-sector groups that can assist in meeting the unmet needs. The assistance may be supported by existing programs administered by member agencies or by initiatives created by the task force. In many ways, the State Recovery Task Force “rounds out” the disaster recovery process in a major event.

Recovery from disasters can be categorized in terms of short-term and long-term activities.

Short-Term Activities

The Department of Emergency Services will work with Federal agencies such as the Federal Emergency Management Agency, Small Business Administration, Farm Service Agency, and Natural Resources Conservation Service, and State agencies as well as other relief groups, to coordinate the implementation of traditional disaster assistance and other programs. These programs provide for the basics of recovering from a disaster, such as:

- ◆ Housing assistance for impacted individuals in terms of money for temporary relocation or basic repair of homes lacking insurance coverage.
- ◆ Individual and Family Grants to help meet necessary disaster-related expenses or serious needs when other assistance is not available.
- ◆ Small Business Administration low-interest loans to assist in the repair of homes and businesses.
- ◆ Other aid programs such as disaster unemployment assistance, crisis counseling, and legal services.
- ◆ Funding to cover costs of State and local government in responding to disasters and rebuilding damaged, publicly owned facilities. Some private nonprofit groups that

provide essential government-type services are included in this category of assistance.

- ◆ Agriculture programs, such as those provided by the Natural Resources Conservation Service, to remove debris from streams and re-channel waterways that are threatening structures.

Short-Term Activities (continued)

Other programs coordinated include:

- ◆ Efforts of volunteer agencies such as the Volunteer Organizations Active in Disasters (VOAD). This is an umbrella structure of the wide range of charitable and religious organizations that come together to assist victims in the aftermath of a disaster.
- ◆ The efforts of the American Red Cross in providing basic assistance to disaster victims.
- ◆ Donations Coordination, which is being staffed by member groups of the VOAD. Donations to this hotline announced by the Governor (1-800-XXX-XXXX) will be funneled to the above noted volunteer groups, the American Red Cross, and locally based recovery groups to address the needs that are not met by government-based recovery programs.

Long-Term Activities

The State Recovery Task Force will assist with supporting the longer-term strategies related to economic and community restoration. During past events, a number of strategies have been used to accomplish this.

- ◆ The Housing Development Authority (HDA) and the State's banking industry have made low-interest loans available to assist disaster victims. In declared areas, the Small Business Administration can make low-interest loans. However, affected individuals in communities without sufficient damage to warrant Federal disaster assistance may have a need for financial assistance. This is where the HDA and banking industry programs have been most helpful.
- ◆ The banking industry has offered such strategies as delayed loan payments to provide all disaster victims the time necessary to get back on their feet.
- ◆ The Department of Housing and Community Development has worked on a case-by-case basis to make Community Development Block Grant funds available to assist in

home restoration, provide the non-Federal share for Federal disaster assistance, and support mitigation efforts.

- ◆ The agricultural community, including the Farm Service Agency, Natural Resources Conservation Service and Rural Development, have a wide range of aid programs to address issues from debris clearance to crop loss to home and equipment repair. Recommend that the Department of Agriculture and Consumer Services and Cooperative Extension Service coordinate agricultural recovery efforts for the Task Force.
- ◆ The development of locally based recovery groups, similar to the State Recovery Task Force, that will coordinate the efforts of long-term recovery and volunteer support in the affected areas. These groups are staffed with locally based State, Federal, and voluntary agency representatives (as noted above) in the affected area and serve as a coordination group for local activities. Establishment of these groups should be encouraged in hard-hit areas. The Departments of Emergency Services and Housing and Community Development should work to facilitate these activities.
- ◆ Other possible strategies include State tax breaks for impacted individuals and businesses.

State Recovery Task Force Sample Emergency Operations Plan Appendix

Mission

To establish a State Coordinating Task Force to assist local governments affected by the disaster as they repair their infrastructure, rebuild their housing stock, and restore their economic base. Such an operation is likely to continue for many months, or even longer, until the area has been restored to its pre-disaster condition.

Organization

The Secretary of Commerce and Trade, in coordination with the State Coordinating Officer (SCO), will designate a State Recovery Task Force Coordinator who will establish and operate a State Recovery Task Force office in or near the disaster area. State agencies will provide assistance within their area of expertise upon request. See Figure 1.

Concept of Operations

- A. Recovery efforts focus on community redevelopment and the restoration of economic viability. This period requires a substantial commitment of time and resources by both governmental and non-governmental organizations. Much of this commitment is beyond the scope of traditional emergency management activities and Federal disaster assistance programs. However, it may be required with any disaster. Such activities are most often the result of a significant or catastrophic event that has caused substantial, long-term damages over a very large area. These efforts include, but are not limited to:
 1. Restoration of the public infrastructure, public facilities, and public services to include electric power, water supply, and communications.
 2. Rehabilitation and rebuilding of private residential and commercial structures.
 3. Long-term restoration of the economic base of the disaster area(s).
- B. The major responsibility for managing post-disaster recovery and reconstruction belongs to local governments. Disaster recovery is a predictable process that can be planned for. Each locality should develop and

maintain a recovery part to their local EOP. Such plans have proven to greatly facilitate the recovery process.

- C. For both State and local governments, the primary responsibility for the implementation of an overall recovery plan should rest with community and economic development officials rather than with emergency management officials.
- D. Due to the extreme emergency conditions that are expected to exist for some time, the Secretary of Commerce and Trade, or a designee, will establish a State Recovery Task Force office in or near the disaster area(s). This office, which may be co-located with the State/Federal Disaster Field Office (DFO), will serve as the focal point for the coordination of the long-term recovery activities of private business, industry, and not-for-profit organizations; local governments; State agencies; and Federal agencies.
- E. In the same way that the State EOC provides operational control during the emergency response period, the State Recovery Task Force will provide operational control of State government activities during the long-term recovery period. Close coordination will be required with Federal disaster assistance programs and services. This will be accomplished through the State Coordinating Officer (SCO).
- F. During normal operations, the Department of Housing and Community Development will coordinate the development and maintenance of plans and procedures for the operation of the State Recovery Task Force. A planning process will be used requiring meetings at least annually or more often as needed. Agencies with assigned functional and subfunctional duties and responsibilities will participate as requested.
- G. Within the State Recovery Task Force, the following functions will be provided by the following State agencies. Many of these functional task assignments are simply an extension of regular duties and responsibilities. Each agency is encouraged to develop and maintain a procedures manual explaining how these assigned tasks will be accomplished.

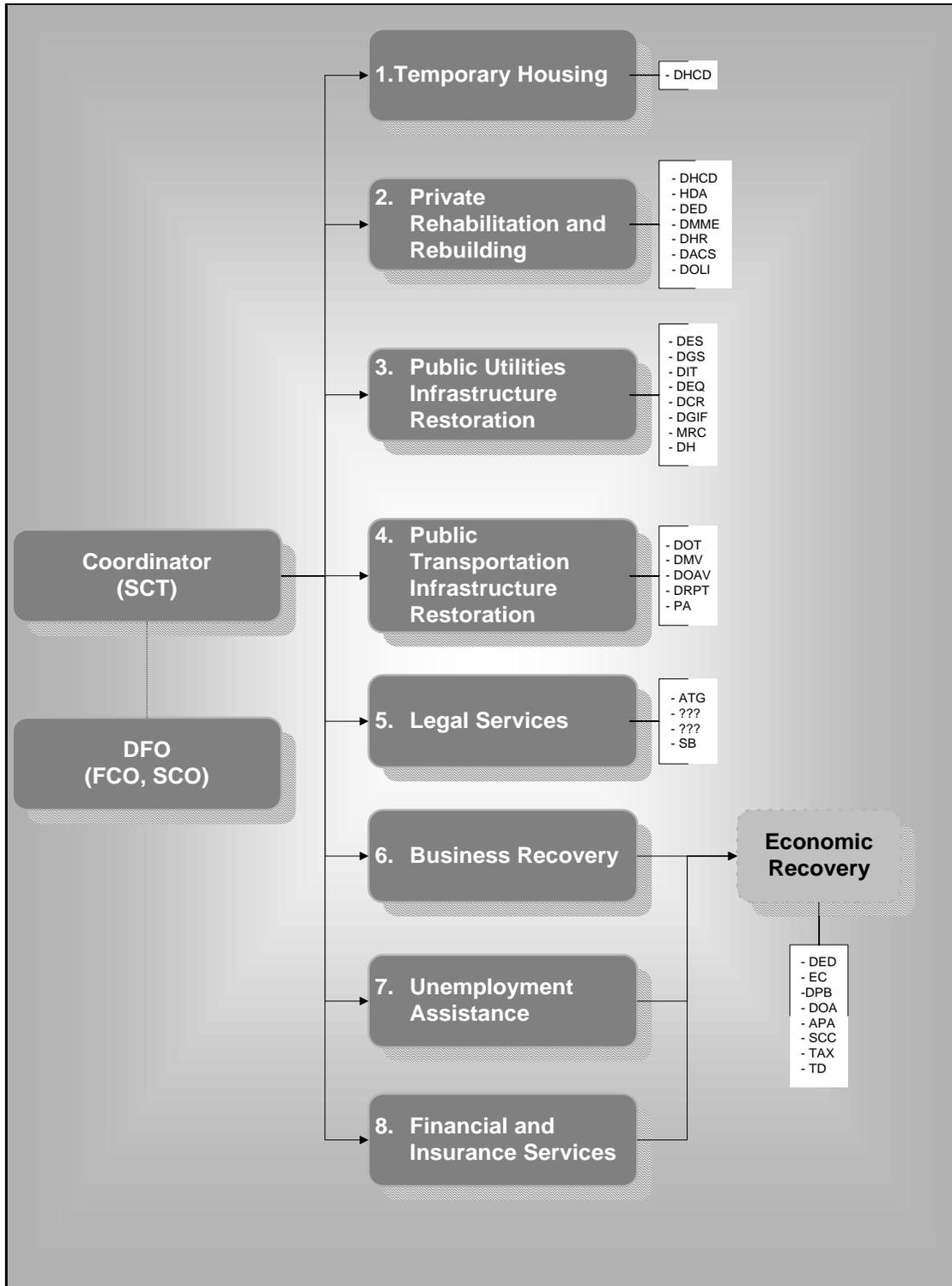
<u>Annex</u>	<u>Function</u>	<u>Responsible State Agency</u>
A	Temporary Housing Assistance	Housing and Community Development (DHCD)
B	Private Rehabilitation and Rebuilding	Housing and Community Development (DHCD)
C	Public Utilities Infrastructure Restoration	Emergency Services (DES) State Corporation Commission (SCC)
D	Public Transportation Infrastructure Restoration	Transportation (DOT)
E	Legal Services	Attorney General's Office (AGO)
F	Business Recovery	Economic Development (DED)
G	Unemployment Assistance	Employment Commission (EC)
H	Financial and Insurance Services	Planning and Budget (DPB) State Corporation Commission (SCC)

- H. Federal agencies participating in long-term recovery will include agencies such as FEMA, Housing and Urban Development, Health and Human Services, the Economic Development Administration, and the Small Business Administration.
- I. The Department of Housing and Community Development will be responsible for the overall management and administration of the office of the State Recovery Task Force. The staff of the State Recovery Task Force will consist of full-time State positions and temporary personnel who have the technical knowledge of and access to resources available to aid in the long-term reconstruction and economic recovery effort. Administrative support will be provided by the Department of Housing and Community Development.
- J. The State Recovery Task Force will coordinate the handling of Federal, State, and private funding programs for reconstruction and redevelopment within the disaster area(s); will provide technical assistance to local governments and private not-for-profit organizations to gain access to State and Federal funding programs; and will act as a catalyst for public/private community partnerships to promote redevelopment.

- K. The State Recovery Task Force staff will establish and maintain linkages with key State and local officials, community and business leaders, and Federal officials to ensure effective communications and problem solving.

- L. The State Recovery Task Force office will remain open until public infrastructure and utility services damaged by the emergency have been restored, adequate supplies of housing are available to disaster victims, and the economic base of the disaster area(s) has been restored. Then, the State Recovery Task Force Coordinator, in coordination with the SCO, will recommend to the Governor or his/her authorized representative that the State Recovery Task Force office be closed. Upon concurrence by the Governor, the office will be closed. Permanent State positions assigned to the office will be relocated and the temporary positions will be discontinued. All records will be transferred to the Department of Housing and Community Development.

Figure 1: State Recovery Task Force Organization



State Recovery Task Force Action Checklist

1. Normal Operations

- a. DES, with input from the other four primary State agencies, will maintain and publish this plan. It will be updated and republished annually or as needed.
- b. The DHCD will develop and maintain plans and procedures for the operation of a State Recovery Task Force.
- c. For each agency with one of the eight primary functions, an individual should be designated to serve as the point of contact for the development and maintenance of plans and procedures. Unless otherwise designated, the agency director will be responsible for implementation. If appropriate, subfunctional duty assignments should also be made. Training should be provided for each function and for each subfunction as needed.
- d. DES will include Federal Disaster Assistance and State Recovery Task Force plans and procedures in its training program, as appropriate.
- e. Conduct a vulnerability analysis of the hurricane coastal inundation area or any other area likely to experience the greatest damage from the most likely disasters. The study process should include data collection about building stock, ownership patterns, economics, and demographics.
- f. Require that any alterations to the Statewide building code meet prescribed disaster hazard mitigation standards.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the State.

- a. Review State Recovery Task Force plans and procedures. Update as needed. Identify the organization and the staff positions needed.
- b. Review Federal disaster assistance programs and this plan.
- c. Develop a current list of anticipated resources available Statewide, such as structural engineers, building inspectors, community development planners, and demolition contractors.

3. Emergency Operations

a. *Mobilization Phase*

Conditions continue to worsen, requiring full-scale mitigation and preparedness activities.

(1) Alert all function and subfunction chiefs to review their plans and procedures and to be on standby.

(2) Determine, in conjunction with the SCO and FCO, facilities in the potential disaster area for use as the State Recovery Task Force office, if needed.

b. *Response Phase*

Disaster strikes or is imminent. An emergency response is required to save lives and protect property. Needs assessments surveys are conducted.

Assist with Needs Assessment surveys as requested by the State EOC.

c. *Emergency Restoration Phase*

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

(1) Organize the State Recovery Task Force. Identify the functions, sub-functions, and staffing requirements. Prepare a training workshop for each function.

(2) Assist localities, as requested by the State EOC, as they inspect damaged buildings and set priorities for their demolition, repair, or continued use with temporary safety measures such as shoring and bracing.

4. Recovery

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. “Normal” conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending on the severity of the disaster.

- a. Select a facility adjacent to or nearby the DFO for the State Recovery Task Force office.
- b. Provide training workshops for the staff of the State Recovery Task Force. Additional training should be provided for each major function.
- c. Open the State Recovery Task Force office within two weeks of the disaster.
- d. Set up a special unit to monitor, in coordination with the State EOC and the EOCs of affected localities, the activities of public utility companies as they work to restore essential services. Help to ensure that the activities of one serve to compliment, or avoid problems with, others.
- e. Provide a daily staff report for the Governor and, if requested, to the news media about the activities of the State Recovery Task Force.
- f. In coordination with local governments, send letters to each affected business operator and to each affected tenant in the disaster area, advising them of available assistance programs. Provide a point-of-contact for each program from whom additional information is available. Revise and reissue these letters as needed. In public service announcements, encourage displaced families to notify the Postal Service and the DFO of their forwarding address.
- g. Keep the area’s State and Federal legislators informed and request their assistance to expedite the restoration and recovery process as appropriate.

DISASTER RECOVERY TASK FORCE PLAN

COMMONWEALTH OF VIRGINIA

**VIRGINIA DEPARTMENT OF HOUSING AND COMMUNITY
DEVELOPMENT**

**VIRGINIA DEPARTMENT OF EMERGENCY SERVICES
IMPLEMENTATION OF DISASTER RECOVERY TASK FORCE PLAN**

BACKGROUND

The disaster recovery plan is an effort to bring structure and organization to the business of recovery from a natural disaster in the commonwealth. The Virginia Department of Emergency Services (DES) began this process after witnessing and analyzing the recovery efforts from hurricanes Andrew and Hugo. At the time Hurricane Fran hit the Commonwealth, the plan was still in draft form. This storm will however, provide us and opportunity to put the draft plan into action, see what works and make modifications to those areas that do not work well.

In the draft plan the Virginia Department of Housing and Community Development (DHCD) is charged with taking a role both in managing the recovery process and also participating through our programs in the recovery effort. DHCD has always been actively involved in utilizing our resources for disaster recovery efforts. However, the role of managing the overall recovery process is a new one for the agency. We are not aware of any other states which have attempted to put together this type of post disaster recovery structure, so our efforts will truly be charting new territory. We will be working closely with DES to ensure that the recovery process is as smooth and efficient as possible.

It is also important that we make clear to those affected by the hurricane the mission of the State Disaster Recovery Task Force. We view the mission of the task force as being able to ensure that no one falls through the cracks in the recovery process. We want to ensure that unmet needs reported to the local and state task force groups are addressed. As we have learned from previous disaster situations, there will be requests for assistance that we will not, for one reason or another, be able to fulfill. We will attempt to satisfy the individuals and businesses who request our help, but we want to make sure that we don't create the false expectation that all requests for assistance will be satisfied. We will be flexible enough in the review of unmet needs to assist victims that would otherwise not receive assistance.

While we are presently focused on the recovery effort from Hurricane Fran, many procedures and concepts that we will be using are applicable to other types and levels of natural disasters. Recovery from disaster situations which are geographically smaller with fewer victims will benefit from the same type of local organization and structure we are stressing in this situation. Our efforts to recover from Hurricane Fran will assist the State Disaster Recovery Task Force in being ready for future large scale disasters, and begin to put into place a local recovery task force structure to deal with the aftermath of both large and small scale natural disasters.

ORGANIZATION AND STRUCTURE

With DES's input we have begun to put together a structure to address the various types of assistance we anticipate will be requested. To assist in this effort we have brought in, on a temporary basis, a disaster recovery manager and an assistant disaster recovery manager to oversee the day to day recovery operations. They will be working through a regional structure to better facilitate communication with the affected localities and to help ensure that those who have requested assistance are identified and their situations reviewed.

In setting up this structure and our relief efforts, we want to make sure that we work within the frame work already established to address federally declared disasters. To that end we are working closely with the Federal Emergency Management Agency (FEMA) to ensure that their programs to assist victims move forward, and that we do not impede their process. We view the FEMA and initial DES activity as the "phase one" response to the disaster. The "phase two" response is the active participation in the recovery effort by the state and local disaster Recovery Task Force groups. There will certainly be overlap of the two phases, and we will be working with FEMA and DES to ensure that both of our programs work together to help meet the needs of the disaster victims.

The "phase one" disaster response is allowing the FEMA and DES process to address the immediate need of victims of the hurricane. It is critical that anyone who has sustained a loss related to Hurricane Fran tele-reigister with FEMA as soon as possible. The assistance FEMA can provide will hopefully meet many hurricane victims' needs. In the federally declared disaster areas, the disaster recovery task force will be working only with those individuals and businesses which have tele-registered with FEMA. So, we strongly encourage anyone who has damage related to Hurricane Fran to tele-register as soon as possible. In the non-federally declared disaster areas we will be working on a case by case basis with individuals and businesses to address hurricane related needs.

We are attempting, with this structure, to ensure that any disaster related needs that still exist after going through the FEMA process are addressed. As guidance we will be providing to local recovery groups a list of the categories of assistance used by other disaster relief programs. A list of some of the applicable categories is attached. However, we will be flexible enough to review all cases and make assistance available in those situations where it is appropriate.

LOCAL RESPONSIBILITIES

We will be relying heavily on locally organized and administered disaster recovery groups to initially process and screen requests for need brought to their attention. Hopefully, many requests for assistance can be met by the local recovery groups. The local groups should include those individuals in the community who might best be able to

address the needs presented to them or refer the individual to a source to help find a solution. We would encourage the groups to include representatives of:

- Local government
- Banks
- Churches
- Businesses
- Non-profit groups
- Local Red Cross

and other local groups that can screen and address the needs in a locality. The size of the group should be manageable so that a consensus on the various issues that the group will address can be easily reached. The ideal size would probably be 10 to 12 people. If a locale determines that a larger group is needed, a solution might be to involve subcommittees that could be utilized to address certain aspects of the recovery.

As previously stated, we would like the local disaster recovery groups to initially review and attempt to solve, with local resources, the requests for assistance brought to them. If a need cannot be met with local resources, and the local group determines that it should be met, the situation could then be referred for action to the regional disaster recovery task force. The regional task force group is structured so that if a private sector organization or state agency can assist an individual, we can put that agency or group in contact with that individual, family or business. If assistance from the regional task force is not available, the situation will be referred to the State Disaster Recovery Task Force Coordinator to review and to determine if other resource should be utilized.

It is important that the local disaster recovery groups take certain steps in processing requests from disaster victims that have unmet needs. First, it is important to ensure that the person has tele-registered with FEMA and to obtain their FEMA control number. Next, is to determine what assistance, if any, the person has received or will be receiving from FEMA. This will be accomplished by using the FEMA control number and a waiver signed by the client allowing the recovery task force access to information the victim has provided to FEMA. Once it is determined what assistance FEMA and SBA are going to provide, the unmet needs may be addressed by the local recovery task force. Because of restrictions under the privacy act, without the FEMA control number and the signed waiver it will be impossible to receive information about the assistance the person has applied for from FEMA. The ability to receive individual case information from FEMA and SBA is very important to ensure that resources to meet unmet needs are efficiently and properly utilized. It will also quicken our response to victims by not having to reconstruct basic information the person has already filed with FEMA and SBA.

COMMUNICATION

It will be important for both disaster victims and the local recovery organizations, that disaster victims with unmet needs understand the purpose of the state and local Disaster Recovery Task Force groups. To inform disaster victims about the local task force it is suggested that information be distributed possibly as public service announcements through local media outlets. The information should contain the purpose of the local and state task force, the information the task force will request, the process it will follow to determine what needs the local group can meet, and telephone numbers to contact the local group. This information will help ensure that victims with unmet need will be aware of the options they have to receive further assistance.

It is important that we keep the lines of communication open between the state disaster recovery task force and the local disaster recovery groups. Time sensitive communication can be done with phone calls and faxes. We will also use a regular newsletter to communicate information, success stories, and case studies to the local recovery groups. We welcome and encourage input and ideas for the newsletter from the individual local recovery groups that may be of assistance to all the recovery groups.