

Unit 11
Transition and Closeout
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 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 JFO closes.*
2. 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*
3. List the three things that must be performed by the SCO and FCO when closing out the JFO.
 - *The closeout strategy determined during the transition planning must be followed.*
 - *All necessary records, files, and equipment get transferred to the State field office.*
 - *Disaster workers are appropriately recognized.*

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. Discuss key elements of the Disaster Closeout.

Topics

Transition Issues

After-Action Report

Closeout Procedures

Learning Check

Supplemental Materials

Transition Issues

It is time for the Joint Field Office (JFO) 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 JFO 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 Administrator
- 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
- Prepare final Transition Plan

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 that:
 - 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
 - JFO
 - 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 to become familiar with the steps to take when preparing the After-Action Report. 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 JFO closes.

Closing Procedures

The JFO closes when the remaining disaster recovery assistance can be provided by the FEMA Regional Office. The FEMA Regional Office will relocate personnel and resources to the State Disaster Recovery Center, State Emergency Operations Center (EOC), or other state field office.

When closing out the JFO, the SCO works closely with the FCO to make sure that the following are performed:

- The closeout strategy determined during the transition planning is followed.
- All necessary records, files, and equipment are transferred to the State field office.
- Disaster workers are appropriately recognized.

Keep in mind that the JFO closeout is different from a grant closeout. The State will notify FEMA when all applicants have been closed out and all eligible grantee funding has been reconciled; the State then will request FEMA to close the program for the disaster.

For longer-term events, Transition Recovery Operations may be required.

Unit 11 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 that: <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 Administrator. 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.17, 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 on 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 JFO, 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 JFO, or an interim report with preliminary issues, no later than 6 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. IMAT 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 Topic: *Issue #1*

Statement:

Issue Description:

Issue Recommendation:

Issue Topic: *Issue #2*

Statement:

Issue Description:

Issue Recommendation:

SAMPLE AFTER-ACTION REPORT EXCERPTS

October 8, 1998

SUBJECT: AFTER-ACTION REPORT

1. FEDERAL COORDINATING OFFICER:

Michael J. Wolf

2. STATE COORDINATING OFFICER:

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 miles per hour, and produced a storm surge of 8 feet that affected 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 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 Administrator 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 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 Administrator'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 Response Control Center (RRCC) was activated by order of the Regional Administrator on August 11, 1998, and staffed with all Emergency Support Functions (ESFs) as well as FEMA Regional staff. The RRCC 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 Incident Management Assistance Team (IMAT) 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, First Army, and Small Business Administration (SBA) to support RRCC, IMAT, and (if required) JFO 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 Preliminary Damage Assessments (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 RRCC 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 4:00 p.m. August 15, the RRCC 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 Administrator 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 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 10:00 a.m. on August 21, and the JFO was officially opened on Tuesday, August 24, 1998.

5. FEDERAL GOVERNMENT ACTIONS (continued)

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

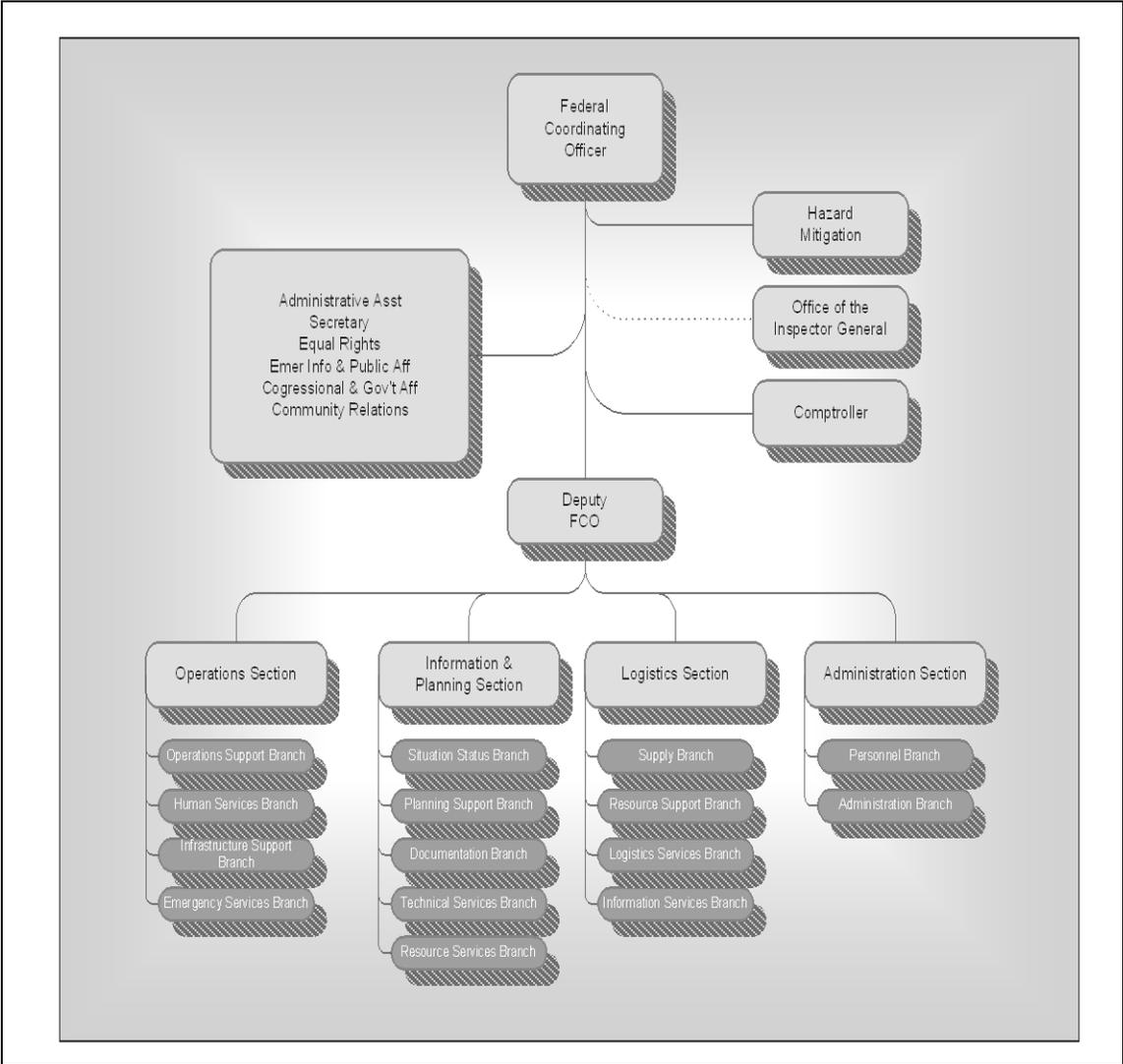
In a joint effort between the State and FEMA, a Mitigation Strategy Plan was developed to form the basis of the State of Columbia's prioritization of mitigation projects to be funded through the Federal Hazard Mitigation Grant Program (HMGP). In addition, the State Mitigation Coordinator was tasked to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

Following the closing of the JFO, 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) others 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. IMAT Activated? Yes
- K. Number of Recovery Centers: Six (6)
- L. RPAs received: 82

**DR-1300-CLICK
JFO 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:

Applicants' 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 using 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 FEMA, SBA, 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 affected 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
- SBA 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 non-profit 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 SBA can make low-interest loans. However, affected individuals in communities without sufficient damage to warrant Federal disaster assistance may need 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, has an array 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, which 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 earlier) 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 affected individuals and businesses.

State Recovery Task Force Sample Emergency Operations Plan (EOP) 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 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** on page 11.38.

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:
 - 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 its 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 JFO, 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 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 sub-functional 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.

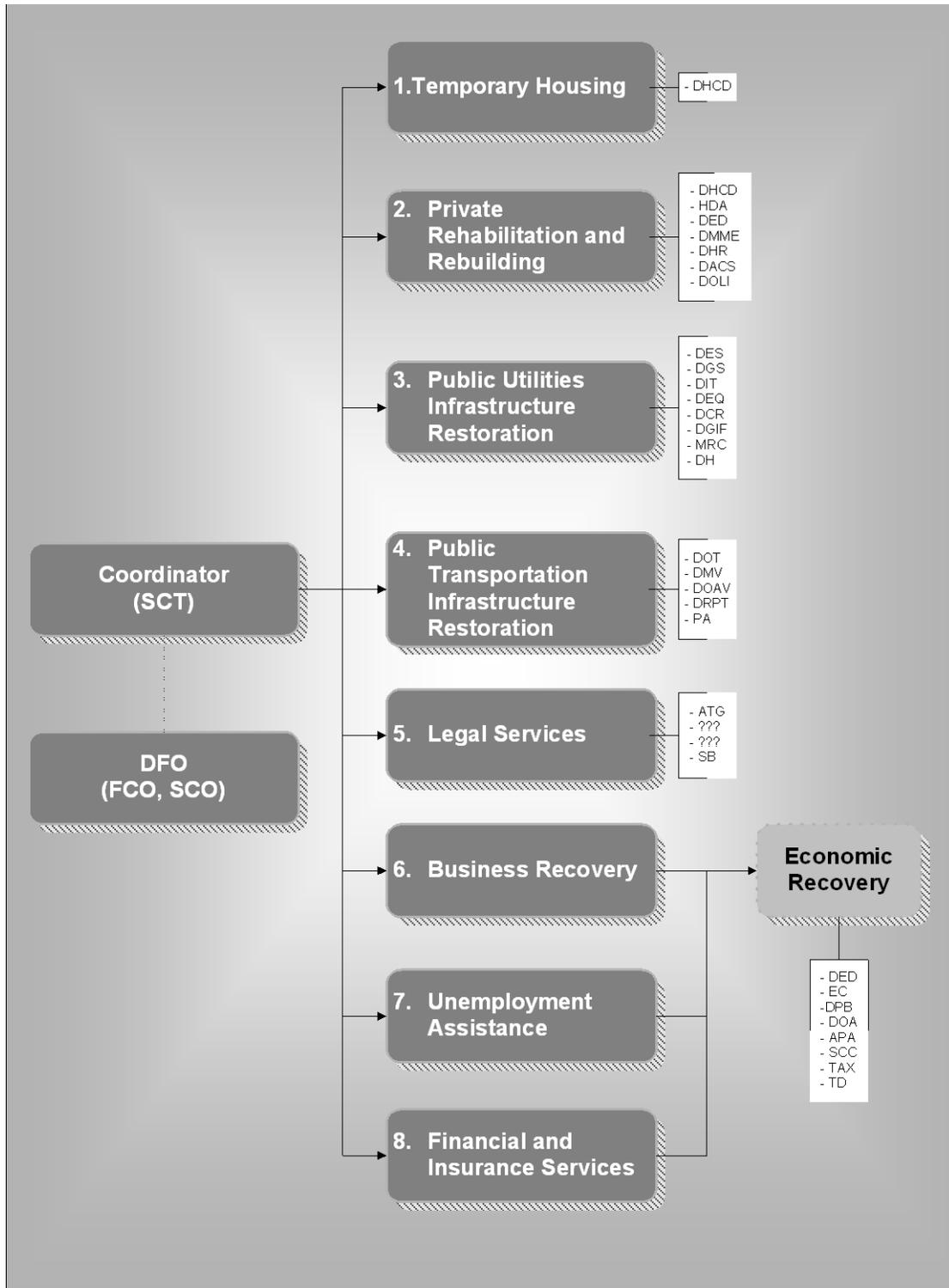
<u>Annex</u>	<u>Function</u>	<u>Responsible State Agency</u>
A	Temporary Housing Assistance	Housing and Community Development (DHCD)
B	Private Rehabilitation and Rebuilding	DHCD
C	Public Utilities Infrastructure Restoration	Emergency Services (DES) State Corporation Commission (SCC)
D	Public Transportation 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) SCC

- H. Federal agencies participating in long-term recovery will include FEMA, Housing and Urban Development, Health and Human Services, the Economic Development Administration, and the SBA.
- 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, sub-functional duty assignments should also be made. Training should be provided for each function and for each sub-function 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 sub-function 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 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 2 years or more, depending on the severity of the disaster.

- a. Select a facility adjacent to or nearby the JFO 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 2 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 complement, 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 JFO 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.