

G270.4

RECOVERY FROM DISASTER: THE LOCAL GOVERNMENT ROLE

Instructor Guide

United States Fire Administration
Emergency Management Institute



Table of Contents

Course Introduction

- Purpose
- Course Goal
- Course Objectives
- Target Audience
- Course Structure/Strategy
- Duration/Delivery
- Instructor Qualifications
- Materials/Equipment
- Suggested Course Schedule
- Suggested Agenda

Lesson 1: Recovery Overview

Lesson 2: Leadership

Lesson 3: Recovery Task Force

Lesson 4: Emergency Management

Lesson 5: Building Inspection

Lesson 6: Public Works

Lesson 7: Planning and Community Re-Development

Lesson 8: Administration

Lesson 9: End of Course Activity

REFERENCES: None

Purpose

FEMA, via the Emergency Management Institute, has identified a need to assist our State and local partners in developing the knowledge and skills required to prepare for the disaster recovery process.

As a result, G270.4 is designed as an EMI field course for delivery by State or Tribal Training Offices.

Course Goal

The goal of ***Recovery From Disaster: The Local Government Role*** is to explain recovery process roles and responsibilities at the local government level and thus facilitate the development of a Disaster Recovery Plan.

Course Objectives

At the conclusion of this field course, participants should be able to:

- ***Increase*** local government awareness of issues involved in disaster recovery.
- ***Identify*** the types of local government official who serve on the disaster recovery teams (DRTs).
- ***Identify*** the roles and responsibilities of disaster recovery team members.

Target Audience

The course is best suited for a mixed audience of emergency managers and allied professionals who normally are involved in ***local*** recovery operations. These allied professionals include public works directors, building inspectors, housing officials, and community planners.

Course Structure/Strategy

This course includes lectures, facilitator led discussions, and small group and individual activities. Participants will have opportunities throughout the course to apply concepts learned through problem-solving activities and case studies.

Course Duration/Delivery

This course is designed as a ***two-day***, field course. It may be modified by the Lead Instructor/Course Manager to fit the needs of the target audience, time constraints, and budget. Units may be omitted based on the needs of the audience.

Instructor/Facilitator Qualifications

The course instructors should have the following qualifications:

- Experience in local emergency management.
- Familiarity with federal/state/local disaster recovery operations.
- Skills to manage the classroom, operate audio-visual equipment, facilitate group process and exercises

Since this course is intended to increase awareness of the roles and responsibilities of professionals who make up a local disaster recovery team, the instructors should be familiar with the roles that are covered. For example, it's best for a public works director to present the public works section. If this is not possible, the instructor who does present the different roles should be familiar with the course content and recovery theory and practice as well as the normal "peacetime" roles of the respective disciplines.

VIII. Required Materials

The basic course materials required to deliver this course are:

1. Instructor Guide
2. Student Manual
3. Power Point (overhead transparencies can be made from this electronic file)

IX. Course Supplies/Equipment

- Computer
- Projector (PowerPoint/overhead transparencies)
- Video tape player (for use with Optional videos instructors may wish to use)
- Easel pads and markers (for x groups of 6 people)
- Note: Recommend 24-30 students per class; or 4-5 tabletop groups.
- Felt tipped markers
- Name tents

X.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual "war stories" with the class and asking the participants to share theirs.

VIII. Suggested Course Schedule - (1.5 days)

	DAY ONE	DAY TWO
0830 AM	Course Introduction (50 minutes)	Unit 8: Administration (50 minutes)
BREAK	10 minutes	10 minutes
0930 AM	Unit 1: Recovery Overview (50 minutes)	Unit 9: End of Course Activity (2.0 hours)
BREAK	10 minutes	
1030 AM	Unit 2: Leadership (30 minutes)	Unit 9 - Continued
1100 AM	Unit 3: Recovery Task Force (30 minutes)	Unit 9 – Continued
1130 AM	Unit 4: Emergency Management (60 minutes)	Adjourn: End of Day 2
1200		
1230–1:30	LUNCH	LUNCH
1:30 PM	Unit 5: Building Inspection (50 minutes)	
BREAK	10 minutes	
2:30 PM	Unit 6: Public Works (50 minutes)	
3:20	10 minutes	
3:30	Unit 7: Planning and Community Re-Development	
4:30 P.M.	Adjourn: End of Day 1	

IX. Suggested Course Agenda – (1.5 DAYS)

UNIT	UNIT TITLE	EXERCISES/ ACTIVITIES	TIME ALLOTMENTS (lecture/activities/breaks)
0	Course Introduction <ul style="list-style-type: none"> • Welcome/Introductions • Administrative Information • Course Overview 	None	60 minutes
1	Recovery Overview <ul style="list-style-type: none"> • Activity Introduction • Tabletop group activity • Feedback, reports, and conclusions 	Activity 1.1.	60 minutes
2	Leadership	Activity 2.1	30 minutes
3	Recovery Task Force	None	30 minutes
4	Emergency Management	None	60 minutes
5	Building Inspection	None	60 minutes
6	Public Works	None	60 minutes
7	Planning and Community Re-Development	None	60 minutes
8	Administration	Activity 8.1	60 minutes
9	End of Course Activity	Activity 9.1- Recovery Matrix Activity 9.2 - Optional	120 minutes
	Course Summary <ul style="list-style-type: none"> • Evaluations • Certificates • Closing Remarks 		30 minutes
			530 minutes

UNIT 0 – COURSE INTRODUCTION

TIME ALLOTTMENT: 60 minutes (includes 10 min break)

SCOPE

- Purpose
- Course Goal
- Course Objectives
- Target Audience
- Structure/Strategy
- Duration/Delivery
- Instructor Qualifications
- Materials/Equipment
- Suggested Course Schedule
- Suggested Agenda

MATERIALS

- Visuals
- Overhead projector or electronic output device
- Easel, easel pad, and markers

REFERENCES

- None

INSTRUCTOR QUALIFICATIONS

The Course Manager/Lead Instructor should deliver this unit. This person should have disaster recovery knowledge or experience and should be a qualified instructor who possesses adult instructional skills.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual “war stories” with the class and asking the participants to share theirs.



COURSE INTRODUCTION

The Lead Instructor or Course Manager will:

- Initiate** the training
- Welcome** the participants.
- Introduce** special guests/welcome speakers who should address the participants before the Course Administrative announcements are made or the delivery of this course begins.
- NOTE:** Provide sufficient time in your course schedule for the Special Guest(s) and/or Welcome Speaker(s).

Course Objectives

- **Increase local government awareness of issues involved in disaster recovery.**
- **Identify the types of local government officials who serve on the disaster recovery teams (DRTs).**
- **Identify the roles and responsibilities of disaster recovery team members.**

G270.4 – February 2004

Intro-2

COURSE OBJECTIVES

60 MINUTES

Site the objectives of this course to include:

At the conclusion of this field course, participants should be able to:

- **Increase** local government awareness of issues involved in disaster recovery.
- **Identify** the types of local government official who serve on the disaster recovery teams (DRTs).
- **Identify** the roles and responsibilities of disaster recovery team members.

Disaster Recovery Functions

- Administration
- Building Inspection
- Emergency Management
- Planning and Community Re-Development
- Public Works
- Recovery Task Force & Unmet Needs Committee

G270.4 – February 2004

Intro-3

MAJOR CATEGORIES OF DISASTER RECOVERY ACTIVITIES COULD BE DEFINED IN MANY WAYS. FOR THE SCOPE OF THIS COURSE, WE HAVE IDENTIFIED SIX CATEGORIES, CALLED **DISASTER FUNCTIONS**.

BRIEFLY DISCUSS THE FOLLOWING DISASTER FUNCTIONS

- Administration
- Building Inspection
- Leadership
- Emergency Management
- Planning and Community Re-Development
- Public Works
- Recovery Task Force & Unmet Needs Committee

These are not the only functions involved in recovery, however, they are the ones we have chosen to cover in this course. Additional functions, not covered, include:

- Housing
- Public Health and Safety
- Public Information
- Developing a Disaster Recovery Plan.

Note: These additional functions, along with more detailed coverage of all disaster recovery functions, can be obtained by enrolling in EMI's E210, Recovery from Disaster: The Local Government Role (a 4-day course).

Course Scope

- Recovery Activities
- Roles and Responsibilities
- End of Course Activity

G270.4 – February 2004 Intro-4

FEATURES OF THE COURSE: **SCOPE**

- This course covers the activities usually performed by local governments after the emergency response to a disaster has peaked and the long long-term activities (called recovery) begin.
- Recovery may commence while the emergency response is still ongoing. However, recovery activities usually require different knowledge, skills and abilities than response activities and are usually performed by a different team of people.
- We have included a slide of a typical “life cycle” of a disaster response, short-term recovery and long-term recovery.
- This course identifies the types of local government official who may serve on a disaster recovery team and describes their roles and responsibilities as members of that team.
- At the end of this course, students will complete an end of course activity designed to assist the student in identifying who may serve on their own local government disaster recovery team.

Administrative Announcements

- Course Materials
- Agenda and Schedule
- Breaks
- Facilities
- Lunch Schedule
- Restrooms
- Cell Phone use, etc.

G270.4 – February 2004

Intro-5

ADMINISTRATIVE ANNOUNCEMENTS

Review the following plus any other pertinent announcements:

- Course Materials:
 - **Tell** students that their Student Manual (9SM) has copies of course slides, and lesson presentations.
 - **Review** the course agenda/schedule, etc.
 - **Make** the necessary administrative announcements regarding the items below that are pertinent to this class.
- Agenda and schedule
- Breaks
- Facilities
- Lunch Schedule
- Restrooms
- Cell Phone use
- Telephone messages
- Other Administrative issues, etc.

Introductions

- Name and Job Title
- Organization
- Expectations for this Course

G270.4 – February 2004

Intro-6

INTRODUCTIONS

Ask students to briefly introduce themselves. To control the time allotted to this section, ask students to follow the established format.

- Name and position held in your community.
- Organization
- Expectations for this course.

NOTE:

- **Briefly** introduce the Instructional Staff.
- **Ask** Instructors to describe themselves in more detail when they deliver their first lesson.

Questions

G270.4 – February 2004

Intro-7

INSTRUCTOR NOTES:

G270.4

LESSON 1: RECOVERY OVERVIEW

Instructor Guide

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LESSON 1: RECOVERY OVERVIEW

TIME ALLOTMENT:

60 MINUTES

OBJECTIVES:

At the end of this lesson, students will be able to:

- Describe disaster recovery issues.
- Identify recovery issues that would most affect jurisdictions.

SCOPE

- Introduction
- Activity 1.1: Coping in a Disaster Environment

Materials

- Visuals
- Exercise: "Coping in a Disaster Environment" by Roy C. Price
- Overhead projector or electronic output device
- TV and VCR (optional)
- Easels, easel pads, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 1 should be taught by a lead administrative staff member, a local emergency manager with disaster recovery experience and should be a qualified instructor.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual "war stories" with the class and asking the participants to share theirs.

LESSON 1 – RECOVERY OVERVIEW

OBJECTIVES

- Describe disaster recovery issues.
- Identify recovery issues that would most affect your jurisdiction

G270.4 – February 2004

1-1


LESSON 1 – OVERVIEW

60 MINUTES

OBJECTIVES:

At the end of this lesson, students will be able to:

- Describe disaster recovery issues.
- Identify recovery issues that would most affect their jurisdictions.



ACTIVITY 1.1 –

Coping in a Disaster Environment

INTRODUCTION

— Roy C. Price

G270.4 – February 2004 1-2

INSTRUCTOR NOTES:

This course is designed to allow students to focus on their area or jurisdiction. For that reason, it is recommended that students be grouped from the same area/jurisdiction so they can work in tabletop groups throughout the week.



Divide students into table groups; group as much as possible by jurisdiction.


ACTIVITY INTRODUCTION.....HURRICANE INIKI, HAWAII, 1992

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

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

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

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



ACTIVITY 1.1 – Continued

Coping in a Disaster Environment

DISCUSSION

— Roy C. Price

G270.4 – February 20041-3

ACTIVITY PURPOSE:**60 MINUTES**

This activity is designed for students to relate recovery functions to a description of the environment following a disaster.

**CONDUCTING THE ACTIVITY**

Background: This activity is based on an article written by Roy C. Price, Hawaii Emergency Management Director, who dealt with a difficult recovery following Hurricane Iniki.

**15 minutes**

1. Ask students to **read** the article on the following page and **discuss** the following questions.

- What was the most important advice or lesson learned. **?**
- How might the lesson apply in your community. **?**

- What additional advice would you provide, based on your disaster experience.



..... 5 minute reporting

- 3. Choose** a spokesperson to report the group's findings to the class. The spokesperson may use the easel pad to outline the presentation.
- 4. Ask** if their conclusions were Response or Recovery-related. Each group should have 5 minutes to report.

Activity 1.1 – READ and DISCUSS the following article.

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

POPULATION

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

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

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

SCHOOLS ARE IMPORTANT

They care for, educate, and can provide counseling services to the students and faculty who often do not understand the dynamics of change and impact on their families. "Why have my friends left?" "Why are mom and dad so sad?" "What will happen to us?" are some of the concerns expressed. Schools often underestimate the significant role they play in most communities. Schools serve

as shelters, sources of community gatherings by people with common interests, social and community sources of information impacting everyone, and are often the only place to rally people resources when needed. Disasters magnify the role of schools not only as shelters, but as a focal point where a community can mobilize for the common good. ***Every priority should be given to reopening schools as soon as possible in the community.***

FACILITIES

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

REGULATIONS

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

COSTS

Nothing can be built for what it cost 10 years ago. Billion dollar disasters are routine. All major rebuilding and repairs must consider special needs, new zoning laws, new code standards, new space standards, etc. So, in addition to

higher costs for labor and materials, increased standards will modify the construction requirements. This results in the need for careful analysis and planning before contracts and funding arrangements can be developed. It also places a premium on the ability of the owner of the damaged facilities to design, procure, or contract the desired services.

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

ECONOMY

An urgent need is to provide for the sustainment of the economy within a region or community. Many factors impact the actions required. National, state, and local economies have many variables that can make this seem like an impossible task. During disaster recovery operations, government and construction employment will post increases, while basic private sector industries and small business will decline. The reality of this situation is that the disaster recovery increases are generally temporary and a gap between unemployment benefits and improvement in the economy to permit an increase in jobs will result. Who fills this gap?

Most of the time, state and local government will show an increase in welfare and serious unmet needs. Victims will normally deplete most available savings and seek assistance from other family members, especially in living expenses and housing. The final reality is that families could find themselves homeless, living on the beach or out of a car.

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

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

Availability and affordability of insurance, for all situations, are major casualties of a disaster event. ***Generally, the insurance industry tries to manage catastrophic disaster damage in the same manner that they would settle a house fire.*** Most companies merely increase the size of the staff and

provide additional cash to make initial emergency payments. By far, the largest bill payer of any recovery effort is insurance. The impact this area has on rentals, real estate, financial management, business, and lifestyle cannot be overstated. The reality is, as the cost of insurance increases, the participation by many residential property owners decreases. Financial solvency of insurance companies in the aftermath of disasters is important. Bankruptcies, shoddy settlements, lack of settlements, shoddy claim procedures, and outright fraud have major impact on a community trying to recover and survive the impact of disasters.

SUBSEQUENT EMERGENCIES

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

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

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

DISPOSAL OF DEBRIS

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

SEWER SYSTEMS

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

WATER

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

TAXES

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

MITIGATION

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

ECONOMIC RECOVERY

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

Questions

G270.4 – February 2004

1-4

INSTRUCTOR NOTES:

G270.4

LESSON 2: LEADERSHIP

Instructor Guide

United States Fire Administration
Emergency Management Institute



LESSON 2- LEADERSHIP

TIME ALLOTMENT:

30 MINUTES

LESSON OBJECTIVES

At the end of this lesson, you will be able to:

- Explain the importance of involving community leaders in the recovery process.

SCOPE

- Represent the community
- Support for recovery initiatives
- Community future

MATERIALS

- Visuals
- Activity 2.1 - "Like the River"
- Overhead projector or electronic output device
- TV and VCR (optional)
- Easels, easel pads, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 2 should be taught by a lead administrative staff member or by a local emergency manager with disaster recovery experience and should be a qualified instructor.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual "war stories" with the class and asking the participants to share theirs.

LESSON 2 – LEADERSHIP

OBJECTIVES

- Explain the importance of involving community leaders in the recovery process.

G270.4 – February 2004

2-1

LESSON 2 –LEADERSHIP

60 MINUTES

LESSON OBJECTIVES

At the end of this lesson, students will be able to:

- Explain the importance of involving community leaders in the recovery process.

Critical Issues

- Represent the community
- Support for recovery initiatives
- Community future

G270.4 – February 2004

2-2

CRITICAL ISSUES

The following critical issues will be addressed in the Community Leadership unit of this manual:

- Represent the community
 - These are actions and responsibilities that are taken as the primary representative of a community.
- Support for recovery initiatives
 - This involves supporting the recovery actions and initiatives of a disaster recovery team.
- Community future
 - This involves having a vision of a community's future and how that community wants to recovery from disaster.

Represent the Community

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

G270.4 – February 2004


2-3

Critical Policy Issue

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

GENERAL DISCUSSION:

The primary role of leadership is to represent the community as a whole during the recovery process.



ACTIVITY 2.1–
“Like the River”




G270.4 – February 2004 2-4

Activity 2.1 - “Like the River”

Ask students to:

- **Read** the 3 questions below and the article on the following page.
- **Discuss** the 3 questions, as they pertain to the article.
- **Discuss** in tabletop groups.
- **Provide** feedback to the class.

Ask students to discuss the following in tabletops:

1. **Why** do you believe the mayor received such favorable comments in this article 
2. **What** are the pro's and con's of this type of leadership 
3. **Share** a local event for this discussion if you wish to do so 

Activity 2.1- "Like the River"

If the City of Harrisburg were a football team, Stephen R. Reed would be coach, quarterback, and head cheerleader.

Heck, Reed would own and manage the team, and probably sell hot dogs at halftime.

And no matter who plays hardest or gets hit the most in Sunday's Super Bowl XXX, no player will be so weary as Mayor Reed.

He's been everywhere these past few weeks. Directing snow removal, on the scene of a fatal shooting by a cop, monitoring rising floodwaters, standing in ice and water as fire raged in Shipoke, and leading politicians on tours of ravaged areas.

On Monday, he stood in City Hall before a handful of reporters and cameras updating the public on what has become the winter of his discontent. The floodwaters were receding, the fire in Shipoke was out and a massive cleanup lay immediately ahead.

He looked like his city — down but not out. His striped shirt hadn't been near an iron in a long time. His jeans, frayed at the right front pocket, were ripped behind the right knee. Caked mud collected where pant legs met stained work boots.

He looked and sounded exhausted.

"We're all very tired," he said, spewing a list of city employees. He said he had averaged 2 hours of sleep a night the previous 17 days.

And if you define a meal as something that comes from a place

that doesn't have a drive-through window, then he hasn't had one in a long, long time.

"It's beginning to take its toll," he admitted, "and at the moment I have no emotions whatsoever."

But even an unemotional Reed can be emotional. Ask anyone who has gotten on his wrong side.

"I am not shy . . . and I have been a bear on wheels," he said.

Friday may have tested him the most. He knew the flood was coming; others were less than quick to believe him.

He called the Governor's staff and told them to get the Ridges out of the Front Street residence. They were hesitant, he said.

Same situation at the Farm Show, where he feared 6,000-plus fans would become stranded at a Harrisburg Heat soccer game.

"It was like cattle prodding," he said of unsuccessful efforts to get team officials to call off the game.

On Saturday, another spectator sport got his gall. When hordes of gawkers clogged streets and endangered themselves, "I wanted to take a baseball bat to them," he said.

Even an exhausted Reed can be charming and ever-so-cooperative, given a chance to promote his city. When a reporter for an out-of-town newspaper began asking questions, he invited her to his office to pick up brochures, newsletters, and news

releases about "Harrisburg's renaissance."

His staff groaned; local reporters chuckled. They knew she'd need a big briefcase to lug away what Reed would offer.

He also keeps his sense of humor.

When had he taken office? She asked.

"Five centuries ago," he replied. "When was it, 1512?"

No, your honor. It's been just 14 years, a decade after the flood that earned Mayor Harold A. Swenson a lasting reputation as a take-charge kind of guy who kept residents optimistic through the agony of Agnes.

In this flood, it's Reed who is leading the charge. For those who doubt he puts Harrisburg before everything else, as of Monday he had no idea if his own home had flood damage. He hadn't had time to check.

If it does, "I'll deal with that in the same tactless manner I deal with so many other things," he said.

And when this crisis ends, when some semblance of normalcy returns, will Reed, like some Super Bowl star, go on TV and proclaim that he's "going to Disney World?"

Heck, no, the mayor said.

"I'm going to bed."

—HARRISBURG PATRIOT NEWS, SUNDAY, 21 JANUARY 97

- Support Recovery Initiatives
- Support disaster recovery planning

G270.4 – February 2004

2-5

Critical Policy Issue

Support disaster recovery planning process.

GENERAL DISCUSSION:

Leaders who sponsor disaster recovery planning before a disaster will guide their communities in a direction that few others have taken. Only 5 to 10 percent of all Presidential disasters triggered recovery plans, most of which were put together ad hoc as areas struggled to recover.

Different groups within the community may resist disaster recovery planning for many reasons. They may not consider it a priority. Conflicts may arise over such issues as the scope of the plan, the extent of the ordinance, the composition of the Recovery Task Force, participation in the National Flood Insurance Program (NFIP), and historic preservation. Mitigation initiatives included in recovery plans carry long-term implications; some groups may view the process as government interference or as anti-development.

Providing support for disaster recovery initiatives is not an easy task; however, successful recovery often depends on the strong support of community leaders.

KEY ISSUES

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

G270.4 – February 2004

2-6

KEY ISSUES TO CONSIDER:

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

Support Recovery Initiatives

Involve all community segments, including marginalized groups.

G270.4 – February 2004

2-7

Critical Policy Issue

Involve all community segments, including marginalized groups.

GENERAL DISCUSSION:

Most major problems that emerge in the aftermath of disasters result from a breakdown between the community leadership and one or more segments of the community. To involve all groups in the recovery process, leadership needs to know all the people and local institutions.

Marginalized groups include those with little visibility or political and economic power. Groups may be isolated geographically or have customs that separate them from the community mainstream. For example, immigrants may face language and cultural barriers and the elderly may not be adequately represented.

KEY ISSUES

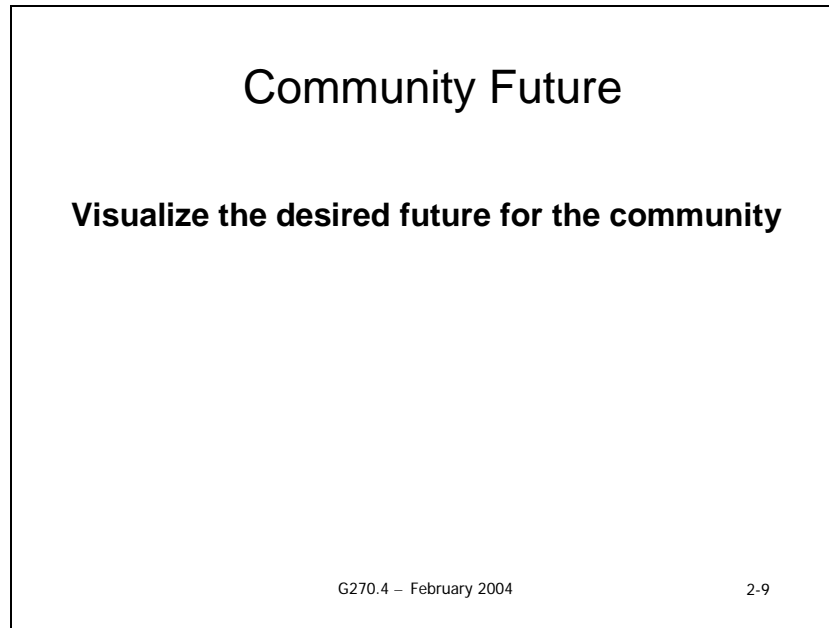
- Who may be overlooked?
- How can you include them?

G270.4 – February 2004

2-8

KEY ISSUES TO CONSIDER:

- What segments of your community might be overlooked?
- What strategies might you use to reach different groups?
- Community service organizations may be an excellent resource for reaching marginalized groups and including them in the disaster recovery process.
- Community leaders may want to contact these organizations and solicit their involvement in disaster recovery planning.
- Community leaders can also be strong advocates for all groups by making an effort to communicate with them, visit all neighborhoods, and invite their representatives to participate in recovery planning.



Critical Policy Issue

Visualize the desired future for the community.

GENERAL DISCUSSION:

Leaders need to visualize the community's future as they move through the recovery process.

While managing an emergency, leaders naturally tend to be most concerned with the community in the here-and-now. During recovery, decision-makers need to look at more than the current slice in time. The history of the community and the directions the community was heading before the disaster must be considered.

There may be customs, landmarks or institutions, neighborhood, and ethnic or religious traditions that are integral to community character.

Leadership based on solid understanding of the community's heritage can paint a picture of the future, using recovery planning as a bridge. Mitigation and sustainability should be key parts of that picture.

KEY ISSUES

- What will our community look like when recovery has been achieved?
- How do you define “recovery?”

G270.4 – February 2004

2-10

KEY ISSUES TO CONSIDER:

- What will your community look like when recovery has been achieved? Will it be the same as it was prior to the disaster? Will it encompass changes and improvements to the business sector, infrastructure, housing, and the environment?
- How will the community leadership define “recovery.” This definition may be something like...“Recovery will be achieved when.....”

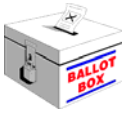
Critical Issue Policy Summary

G270.4 – February 2004

2-11

POLICY

POLICY ISSUE DESCRIPTION



Support for recovery initiatives

Pre-disaster: Supporting passage of a recovery ordinance and planning process.



Community future

Visualizing the desired future for the community.

Questions

G270.4 – February 2004

2-12

INSTRUCTOR NOTES:

G270.4

LESSON 3: RECOVERY TASK FORCE

Instructor Guide

United States Fire Administration
Emergency Management Institute



LESSON 3: RECOVERY TASK FORCE (RTF)

TIME ALLOTTMENT

30 MINUTES

LESSON OBJECTIVES:

At the end of this lesson, you will be able to:

- Identify the purpose and role of a Recovery Task Force.
- Design a Recovery Task Force for your own jurisdiction.

SCOPE

- Recovery Task Force Issues
- Members of the Recovery Task Force

Materials

- Visuals
- Activity: None
- Overhead projector or electronic output device
- TV and VCR (optional)
- Easels, easel pads, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

This lesson of the course should be taught by the course manager, lead instructor, or by a local emergency manager with disaster recovery experience and should be a qualified instructor.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual “war stories” with the class and asking the participants to share theirs.

**LESSON 3 –
RECOVERY TASK FORCE
(RTF)
OBJECTIVES**

- Identify the purpose and role of a Recovery Task Force.
- Design a Recovery Task Force for your own jurisdiction.

G270.4 – February 2004

3-1

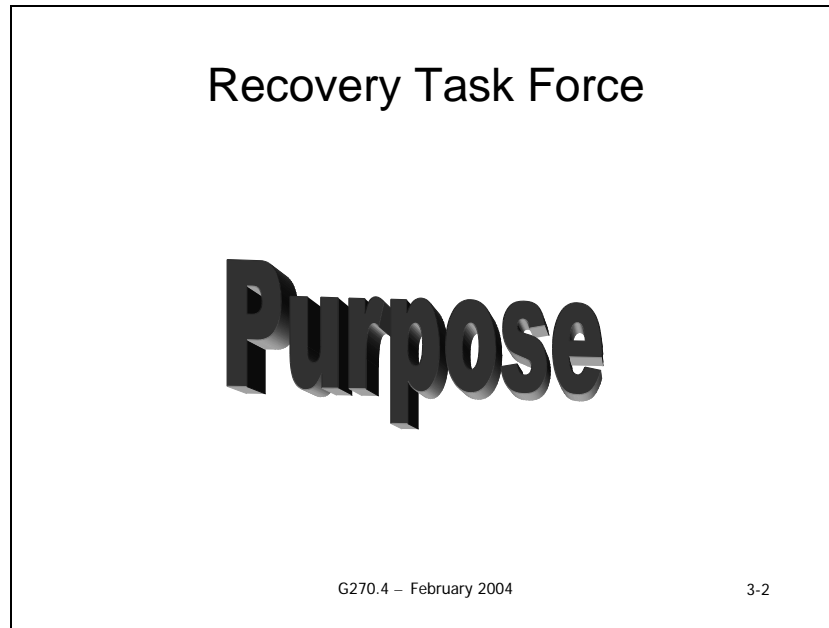
LESSON 3 – RECOVERY TASK FORCE

30 MINUTES

LESSON OBJECTIVES:

At the end of this lesson, students will be able to:

- Identify the purpose and role of a Recovery Task Force.
- Design a Recovery Task Force for your own jurisdiction.



GENERAL DISCUSSION:

A Recovery Task Force (RTF) is established to oversee the recovery and reconstruction process and serve as an advisory committee to local government officials responsible for recovery activities.

Recovery Task Force Issues

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

G270.4 – February 2004

3-3

GENERAL DISCUSSION:

- The Recovery Task Force (RTF) is established to oversee the recovery and reconstruction process.
- It is made up of individuals representing a broad range of disciplines and interests in the community.
- It serves as an advisory committee to the leadership in the community.
- The task force meets after an in-depth damage assessment has been completed and emergency response activities are over.
- Management or oversight of the RTF may be assigned to Planning, Community Development, Public Works, Emergency Management, or Leadership.

Recovery Task Force Issues – Continued

- Review damage reports.
- Initiate recommendations for ordinances, moratoriums, and resolutions.
- Recommend economic recovery program.
- Recommend zoning changes.
- Recommend procedural changes for non-vital regulations.
- Initiate recommendations for relocation and acquisition of property in damage areas.

G270.4 – February 2004

3-4



Share local stories or information on any element of Recovery Task Force responsibilities.

Ask students may wish to provide examples from their communities.

Recovery Task Force Issues – Continued

- Initiate property owner notification program.
- Evaluate damaged public facilities.
- Participate in community redevelopment planning.
- Recommend new ordinances, plans, and codes.
- Identify funding sources for mitigation.

G270.4 – February 2004

3-5

INSTRUCTOR NOTES:

Members of the Recovery Task Force

- Local manager or administrator (Chair)
- PIO
- Attorney
- Public Safety
- Community Services
- Community Development
- Public Works
- Human Services
- Utilities
- Mayor
- Finance
- Visitor and Convention Bureau
- Port Authority
- Planning department
- Business community
- Primary community groups
- School district
- Emergency managers
- City Council

G270.4 – February 2004 3-6

GENERAL DISCUSSION:

The Recovery Task Force should include a Disaster Recovery Coordinator, an Economic Recovery Coordinator, and a Hazard Mitigation Coordinator, as well as a Chairperson (who would normally be the local Manager or Administrator).

Members of the RTF will be dependent upon recovery issues and needs as well as the preference of jurisdiction leaders.

Questions

G270.4 – February 2004

3-7

INSTRUCTOR NOTES:

G270.4

LESSON 4: EMERGENCY MANAGEMENT

Instructor Guide

United States Fire Administration
Emergency Management Institute



LESSON 4 – EMERGENCY MANAGEMENT

TIME ALLOTMENT:

60 MINUTES

LESSON OBJECTIVES

At the end of this lesson, students will be able to:

- Identify the Emergency Management role during recovery.
- Explain the importance of providing an overview of recovery status for the community.
- Describe the coordination and liaison role of Emergency Management.
- Discuss how the quality of response affects recovery.
- Describe the need for an orderly process to transfer responsibilities as recovery proceeds.

SCOPE

- Recovery role of Emergency Management
- "Big picture" source
- Coordination and liaison
- Response/recovery relationship and transition: response to recovery

MATERIALS

- Visuals
- Activity: None
- Overhead projector or electronic output device
- Easel, easel pad, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 4 should be taught by a lead administrative staff member or by a local emergency manager with disaster recovery experience and should be a qualified instructor.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual "war Stories" the class and asking the participants to share theirs.

LESSON 4 – EMERGENCY MANAGEMENT OBJECTIVES

- Identify the Emergency Management role during recovery.
- Explain the importance of providing an overview of recovery status for the community.
- Describe the coordination and liaison role of Emergency Management.
- Discuss how the quality of response affects recovery.
- Describe the need for an orderly process to transfer responsibilities as recovery proceeds.

G270.4 – February 2004

4-1

LESSON 4 – EMERGENCY MANAGEMENT

60 MINUTES

OBJECTIVES

At the end of this lesson, students will be able to:

- Identify the Emergency Management role during recovery.
- Explain the importance of providing an overview of recovery status for the community.
- Describe the coordination and liaison role of Emergency Management.
- Discuss how the quality of response affects recovery.
- Describe the need for an orderly process to transfer responsibilities as recovery proceeds.

Critical Issues

- Recovery role of the EM
- “Big picture” source
- Coordination and liaison
- Response/recovery relationship
- Transition: response to recovery

G270.4 – February 2004

4-2

CRITICAL ISSUES

The following critical issues will be addressed in this lesson:

- Recovery role of the Emergency Manager (EM)
- “Big picture” source
- Coordination and liaison
- Response/recovery relationship
- Transition: response to recovery

Recovery Role of the Emergency Manager

Decide the role of Emergency Management during recovery.

G270.4 – February 2004

4-3

Critical Policy Issue

Decide the role of Emergency Management during recovery.

GENERAL DISCUSSION:

Emergency Management has a function with a clear role during the response phase of a disaster. The model used for Emergency Management is experience-based. Each disaster response experience results in adjustments and refinements for the next response.

However, there is no laundry list of responsibilities for the recovery role of Emergency Management. Often, Emergency Managers are unsure of their recovery role. The role is reinvented each time based on local circumstances.

Although it is often considered useful for the Emergency Manager to be an integral part of the community's leadership, it is equally or perhaps more important that the city/county manager, elected officials, department heads, and key business and civic leaders have confidence in the Emergency Manager and rely on that person to provide information and coordination during both response and recovery.

Do you have an example that demonstrates the need for confidence in the Emergency Manager?

The role of Emergency Management should be to help others realize that:

- Short-term recovery may often be accomplished at the expense of the long-term well-being and sustainability of the community.
- For the long-term interest of the government and the community the emergency manager can help explain why long-term goals such as risk reduction should be included in the recovery process.

KEY ISSUES

- What's the role of emergency management
- What lessons learned/decisions were learned?
- Are there clear expectations?

G270.4 – February 2004

4-4

KEY ISSUES TO CONSIDER:

- In past disasters in your community, has Emergency Management played a role in recovery?
- What lessons were learned or decisions made based on experience?
- Are there clear expectations for Emergency Management responsibilities during future recoveries?

“Big Picture” Source

Provide overview information about the disaster and community efforts.

G270.4 – February 2004

4-5

Critical Policy Issue

Instructor will provide overview information about the disaster and community efforts.

GENERAL DISCUSSION:

The Emergency Operations Center (EOC) is the central location of management decision guidance during the response phase, and in most communities this arrangement continues into the recovery process. Working with this organizational arrangement, an effective Emergency Manager:

- Clarifies issues and helps guide decisions about recovery.
- Provides information addressing the management of resources for the ongoing event and recovery efforts.
- Hopefully, the effective Emergency Manager will have the depth of expertise and the cross-disciplinary knowledge, as well as coordination capability and liaison skills, to manage and effectively perform resource tracking throughout the recovery process.
- Assists and works with “new” partners as the need for response actions diminishes and the need for timely and efficient recovery action planning increases.

- ❑ Recovery actions tend to occur almost as soon as the crisis of the event has begun to subside. Because of improved disaster management and planning in recent years, the recovery phase of Emergency Management begins before the response phase ends. Response and recovery, and the information base needed to coordinate and guide each, are compressed, so that the decisions made in responding to a disaster also are shaping the recovery.

KEY ISSUES

- How can the EM foster communication and decision-making process?
- How can the EM serve as liaison between governments?

G270.4 – February 2004

4-6

KEY ISSUES TO CONSIDER:

- How can the Emergency Manager (EM) help foster communications and decision-making among local government staff and departments involved in disaster recovery?
- How can the Emergency Manager (EM) serve as a liaison between his or her local government and the State or Federal governments?

GENERAL DISCUSSION:

The coordination and liaison responsibilities of Emergency Management are among the most important responsibilities of the function. The Emergency Manager is the key liaison for the community leadership team in its efforts to effectively work with other jurisdictions, State and Federal organizations, non-governmental organizations, and the general business community.

Successful community recovery depends on the productive use of the existing organizational capabilities of the local government and the timely employment of the available expertise in the community. The Emergency Manager often is the central focus of this coordinated leadership and management effort. He or she tends to have specialized expertise and awareness of the decisions and actions that need to be addressed to yield quality outcomes.

In most communities, governmental officials have limited knowledge of disaster response and recovery processes, including information about:

- State and Federal assistance and requirements.
- Post-disaster mitigation options.
- Appropriate packaging of damage assessment information.

Emergency Management can help in these areas, working across disciplines to initiate action planning and recovery steps in a timely manner.

It isn't necessary for Emergency Managers to be "experts" in the details of State and federal disaster assistance programs. Rather.....

- Emergency Managers should know the types and sources of assistance that are/will be available as the recovery unfolds. It is CRITICAL that they know what information is needed to obtain assistance, and how information and data need to be organized to facilitate the process.
- Emergency Managers need to serve in a coordination/liaison role with community and State officials. On a more exceptional basis, liaison can be with other organizations that will serve as partners in the community's recovery.
- Working with finance directors and planners on recovery funding and post-disaster mitigation and subsequent preparedness efforts will be more fruitful than becoming expert on Federal and other assistance.
- Knowing the protocols used throughout the process by State, Federal, and nongovernmental organizations for activating their efforts is more critical than specific funding details.

Emergency Management also serves in a liaison role with community populations having special needs and groups that provide assistance and constituency representation to governmental officials. Early assumption of this function is a key to the effectiveness of Emergency Management because of the need to link the comprehensiveness of the recovery effort to the damages and losses the community has experienced.

In some cases, it has been shown that community recovery has suffered because of "vacuums" in the leadership structure of governments when Emergency Managers did NOT assume this function or role. The point is not to suggest that Emergency Management is in charge, but instead is serving in a crucial intelligence and coordination role.

One special area of Emergency Management expertise is mutual aid agreements. Mutual-aid agreements usually cover response activities, but also can cover more long-term types of shared or volunteer assistance from professional associations or other organizations.

KEY ISSUES

- What's your general understanding of recovery assistance?
- What your Hazard Mitigation awareness?
- Are you able to work with community, special needs populations?

G270.4 – February 2004

4-7

KEY ISSUES TO CONSIDER:

- Do you have a general understanding of the types of recovery assistance available, and how to connect local bodies with assistance sources?
- Are you aware how mitigation options and concerns could affect reconstruction?
- Can you identify and coordinate with community groups and populations with special needs?

Response/Recovery Relationship

Aid recovery through effective response.

G270.4 – February 2004

4-8

Critical Policy Issue

Aid recovery through effective response.

GENERAL DISCUSSION:

Preparing the community and responding effectively eases the recovery process. If the response is faulty and preventable damage occurs, the community starts its recovery from a worse position.

The recovery plan needs to be coordinated with the response plan. After each disaster, Emergency Management needs to analyze the response and make adjustments to continually improve the response quality.

As the efforts of the community shift from response to recovery, Emergency Management can play an important role in raising the effectiveness of the recovery effort. Emergency Management is in a position to:

- Advocate consideration of risk, vulnerability, and sustainability.
- Focus on the need for recovery to reflect the likelihood of future damage in the next event and keep concerns at a level that is socially and politically accepted by the community.
- Generally, Emergency Management can help community leaders to determine the level of acceptability and feasibility in this rebuilding and restoration process to create a better mix and brighter long-term future. Emergency Managers can do this better than most other officials.

KEY ISSUES

- Has the community's response plan been tested by prior disasters?
- What response weaknesses are likely to affect recovery?

G270.4 – February 2004

4-9

KEY ISSUES TO CONSIDER:

- Has your community's response plan been tested by prior disasters?
- What response weaknesses are likely to affect recovery?

Transition: Response to Recovery

Manage the transition from response to recovery.

G270.4 – February 2004

4-10

Critical Policy Issue

Manage the transition from response to recovery.

GENERAL DISCUSSION:

Emergency Management needs to take the lead in the transition by from response to recovery by brokering relationship and organizational changes.

For Emergency Management, management of change is a central role. Community crises and emergencies demand management of change in quickly moving situations during the response phase.

There will be a period of uncertainty about responsibilities as the response phase ends. The need for emergency services declines. Emergency Management clearly needs to continue activities that carry over from response, such as reporting critical information to the public through the Joint Information Center.

However, such tasks as giving status information and performing liaison to outside agencies will move from Emergency Management to other organizations. All relationships, tasks, assignments, and staff utilization will begin changing.

Although Emergency Management may not know in-depth all of the sources of recovery assistance—or even all of the types—Emergency Managers should be able to initiate the community's rapid assessment of assistance priorities.

Setting priorities smoothes the way from response to recovery as departments focus on specific programs and options as well as their ongoing operations.

KEY ISSUES

- Do guidelines exist?
- Is there a transition decision process?
- Is the EM familiar with....?

G270.4 – February 2004

4-11

KEY ISSUES TO CONSIDER:

- Do guidelines exist for transferring functions from Emergency Management to other organizations?
- What process will be used to make transition decisions?
- Is your Emergency Manager familiar with:
 - Disaster sequence of events?
 - Process for requesting assistance?
 - Roles and responsibilities of Federal, State, and local governments in the recovery process?

Critical Issue Policy Summary

G270.4 – February 2004 4-12

POLICY

POLICY ISSUE DESCRIPTION



Recovery role of Emergency Management

Deciding the role of Emergency Management during recovery.



“Big Picture” source

Providing overview information about the disaster and community efforts.



Coordination and Liaison

Acting as liaison for the community leadership team.



Response/ Recovery Relationship

Aiding recovery through effective response.



Transition: Response to Recovery

Managing the transition from response to recovery.

Questions

G270.4 – February 2004

4-13

INSTRUCTOR NOTES:

G270.4

LESSON 5: BUILDING INSPECTION

Instructor Guide

United States Fire Administration
Emergency Management Institute



FEMA

LESSON 5 – BUILDING INSPECTION

TIME ALLOTTMENT:

60 MINUTES

OBJECTIVES:

At the end of this lesson, students will be able to:

1. Describe building inspection issues.

SCOPE

- | | |
|-------------------------------------------------------------|-----------------------------------------------------------------|
| <input type="checkbox"/> Damage assessment | <input type="checkbox"/> Hazard mitigation |
| <input type="checkbox"/> Code exemptions | <input type="checkbox"/> Building and life safety code adequacy |
| <input type="checkbox"/> Reconstruction | <input type="checkbox"/> Building-related debris |
| <input type="checkbox"/> Minor repairs/temporary protection | <input type="checkbox"/> Government demolition |
| <input type="checkbox"/> Contractor licensing | <input type="checkbox"/> Stakeholder communication |
| <input type="checkbox"/> Disaster area access | |

MATERIALS

- Visuals
- Activity: None
- Overhead projector or electronic output device
- Easel, easel pad, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 5 should be taught by a building inspector or code enforcement officer with experience in post-disaster building inspection.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual “war stories” with the class and asking the participants to share theirs.

LESSON 5 – BUILDING INSPECTION OBJECTIVES

- Describe building inspection issues.

G270.4 – February 2004

5-1

LESSON 5 – BUILDING INSPECTION

60 MINUTES

At the end of this lesson, students will be able to:

- Describe building inspection issues.

Critical Issues

- Damage assessment
- Code exemptions
- Reconstruction
- Minor repairs/ temporary protection
- Contractor licensing
- Disaster area access

G270.4 – February 2004

5-2

CRITICAL ISSUES

The following critical issues are addressed in this lesson:

- Damage assessment
- Code exemptions
- Reconstruction
- Minor repairs/temporary protection
- Contractor licensing
- Disaster area access

Critical Issues

- Hazard mitigation
- Building and life safety code adequacy
- Building-related debris
- Government demolition
- Stakeholder communication

G270.4 – February 2004

5-3

CRITICAL ISSUES

More critical issues are:

- Hazard mitigation
- Building and life safety code adequacy
- Building-related debris
- Government demolition
- Stakeholder communication

Damage Assessment

G270.4 – February 2004

5-4

Critical Policy Issue

Following a disaster the geographic extent and magnitude of damage must be determined.

GENERAL DISCUSSION:

Each structure in the damage area may need to be individually inspected to determine whether it is safe for occupancy. For structures that have been damaged, the amount of damage, and whether the structure can be repaired must be identified. Those structures that have been damaged must be properly marked and those structures that cannot be repaired must not only be marked, but the proper procedures for condemnation or demolition must be started. Additionally, a database with this information must be created to track the status of repair or reconstruction.

NOTE:

States usually establish damage assessment procedures and forms to be used by all local government following a disaster. Check with your State Emergency Management Agency if you are unsure of any State requirements.

KEY ISSUES

- State Requirements?
- Who performs this?
- Marking buildings procedure?
- Information collection?
- GIS used?

G270.4 – February 2004

5-5

DAMAGE ASSESSMENT

KEY ISSUES TO CONSIDER:

- What are your State requirements for damage assessment?
- Who should perform this damage assessment? (Government Building Inspectors, private engineers, etc.)
- What procedure should be used for marking buildings? Who is responsible for doing this?
- What information should be collected regarding damaged buildings?
- Should Geographic Information Systems (GIS) be used to assist in this task? If so, how?



INSTRUCTOR NOTE:

Briefly discuss each point, using your experience as a building inspector or code enforcement officer.

Code Exemptions

**Certain types of
repairs/reconstruction may be
exempted.**

G270.4 – February 2004 5-6

Critical Policy Issues

Certain types of repairs/reconstruction may be exempted.

GENERAL DISCUSSION:

To speed the recovery process, certain types of repairs/reconstruction may be exempted from portions of local codes, particularly zoning and land development codes. The objective of this policy is to identify which types of repairs/ reconstruction, if any, would be exempt from these codes.

KEY ISSUES

- What should be exempted?
- Which portions of code should structures be exempted from?
- Are there exemption timeframes?
- What are the possible impacts?

G270.4 – February 2004

5-7

CODE EXEMPTIONS

KEY ISSUES TO CONSIDER:

- What types of repairs/reconstruction, if any, should be exempted from zoning and/or land development codes?
- Which portions of the zoning/land development code should these structures be exempted from?
- How long should the exemptions remain in effect?
- What potential impact will exemptions have on long-term recovery and hazard mitigation?

Reconstruction

**Government needs to determine
what reconstruction criteria should
be applied.**

G270.4 – February 2004 5-8

Critical Policy Issue

Government needs to determine what reconstruction criteria should be applied.

GENERAL DISCUSSION:

The objective of this policy is for government to determine what reconstruction criteria should be applied to structures damaged during a disaster.

KEY ISSUES

- General policies
- Higher degree of damage vs. lesser damage
- Trigger points
- General Reconstruction Policy

G270.4 – February 2004

5-9

RECONSTRUCTION

KEY ISSUES TO CONSIDER:

- What general policies should government operate under regarding reconstruction of damaged structures?
- Should the policy for structures with a high degree of damage be different than policy for structures with less damage?
- If so, what should the “trigger points” be for the different policies?
- What codes and/or standards should be applied to the General Reconstruction Policy?



INSTRUCTOR NOTES:

Building and reconstruction policies and requirements are usually contained in the local government building code. However, additional policies may be required in a post-disaster situation. For example, priorities for reconstruction may be needed in order to ensure that critical facilities are restored first.

Temporary Protection/Minor Repairs

Owners will want to undertake two key operations: temporary protection and minor repairs.

G270.4 – February 2004

5-10

Critical Policy Issue

Owners will want to undertake two key operations: temporary protection and minor repairs.

GENERAL DISCUSSION:

As the response phase ends and the recovery process begins, building owners will want to undertake two key operations. The first is temporary protection of contents of a building to protect against further damage, and the second is minor repairs.

Determining in advance what measures will be allowed as well as how best to facilitate those operations is the purpose of this policy.

KEY ISSUES

- What are the permissible temporary protection measures
- What information to owners?
- What are minor repairs?
- Who should perform the repairs?

G270.4 – February 2004

5-11

KEY ISSUES TO CONSIDER:

- What temporary protection measures are permissible? For instance, these might include installing plastic sheeting on roofs, covering exterior openings such as windows or doors, draining trapped water in ceilings or draining accumulated flood waters, temporary shoring to avoid imminent building collapse or damage.
- Who should be allowed to perform these temporary protective measures?
- What activities constitute "minor repairs?"
- Who should be allowed to perform these activities and on what kinds of structures?
- What information should be provided to owners to assist them in these measures? What materials provide information on the "best practices" for temporary protection?

Permitting and Inspection

G270.4 – February 2004

5-12

Critical Policy Issue

Structures must be inspected for safety. Government must determine the permitting process.

GENERAL DISCUSSION:

As part of the damage assessment process, structures must be inspected to determine whether they are safe and capable of being used. Typically, there are a “series” of inspections conducted. The first is during the response phase of a disaster and is very cursory. For many structures, it is relatively easy to identify whether they have suffered minor damage, major damage, or are destroyed and must be condemned. However, there are always a significant number of structures that will require a more detailed inspection to determine whether they can be repaired.

Additionally, owners will want to begin repairs and/or reconstruction expeditiously. Government must determine what permitting process(es) will be used, as well as who and what will be inspected during the repair/reconstruction process.

KEY ISSUES

- Minor repair permits
- Major damage permits
- Required permits
- Permit fees
- Permit office

G270.4 – February 2004

5-13

PERMITTING AND INSPECTION

KEY ISSUES TO CONSIDER:

- Will permits be required to make minor repairs to damaged structures? What constitutes "minor" damage?
- Will permits be required for structures with major or significant damage?
- What permits will be required? (Building, electrical, plumbing, mechanical, etc.)
- Will permit fees be charged or will they be waived? If they are waived, for how long a period and for what types of permits? In what geographic area will they be waived?
- Where will permits be issued? Will there be satellite permit offices established in the disaster area?

KEY ISSUES – Continued

- Required inspections?
- Inspectors?
- Requesting inspections?
- Tracking the permitting process?

G270.4 – February 2004

5-14

PERMITTING AND INSPECTION – CONTINUED

KEY ISSUES TO CONSIDER:

- Will inspections be required?
- Who will do the inspections? (e.g., current inspectors who are government employees, inspectors from other municipalities, private inspectors who are properly credentialed, licensed engineers.)
- How will inspections be requested?
- How will the permitting and inspection processes be tracked?

Contractor Licensing

Out-of-area contractors help repairs/reconstruction occur in a timely manner.

G270.4 – February 2004

5-15

Critical Policy Issue

Out-of-area contractors help repairs/reconstruction occur in a timely manner.

GENERAL DISCUSSION:

After a disaster of any size, there are typically a large number of out-of-area contractors who come to the damaged area. Most are responding to a business demand and are honest and law-abiding. It is not uncommon for local contractors to not have the capability to respond to demand from a disaster, so out-of-area contractors help repairs/reconstruction occur in a timely manner.

However, there are also significant numbers of contractors who are unscrupulous and take advantage of citizens who already have enough to worry about.

KEY ISSUES

- Provisions to license?
- Local vs. out-of-area?
- Implementing requirements?
- Unscrupulous contractors?
- Informing citizens?
- Policing licensing system?

G270.4 – February 2004

5-16

CONTRACTOR LICENSING

KEY ISSUES TO CONSIDER:

- What provisions, if any, should be made to license contractors doing disaster work?
- Should these requirements apply to both local and out-of-area contractors?
- How should the requirements be implemented, and who should be responsible for implementing these regulations?
- How can citizens be protected from unscrupulous contractors?
- What avenues/methods should be used to inform citizens of the best ways to retain contractors?
- What methods should be used to “police”/enforce the contractor licensing system?

Disaster Area Access

G270.4 – February 2004

5-17

Critical Policy Issue

Many have legitimate reasons to be in the disaster area. Others do not.

GENERAL DISCUSSION:

Following a disaster, large numbers of people want access to the disaster area. Many, such as disaster recovery workers and owners, have legitimate needs to be in the area. Others, such as sightseers and looters, have no need to be in the damaged area. Still others, such as vendors or some contractors, prey on the disaster victims and cause more problems in a disaster-ravaged area.

KEY ISSUES

- Limiting/controlling access?
- How to do it?
- Who should do it?
- Access time periods?

G270.4 – February 2004

5-18

DISASTER AREA ACCESS

KEY ISSUES TO CONSIDER:

- Should access to a disaster area be limited or controlled?
- If so, how should this be done, and who should do it?
- Over what time periods should access be controlled or limited?

Exemptions From Moratoriums and Permitting

G270.4 – February 2004

5-19

Critical Policy Issue

There may be some owners or types of facilities that are exempt from moratoriums or permitting and inspection requirements.

GENERAL DISCUSSION:

In the event there is a building moratorium, there maybe some owners or some types of facilities that the moratorium should not apply to. For instance, perhaps other governmental units, such as school boards or special districts (such as drainage or flood control districts), might be exempt. Additionally, private utility owners might be exempt.

The types of facilities that might be exempt from a building moratorium include water and wastewater facilities, electrical power distribution facilities, emergency communication facilities, emergency stabilization/reconstruction of roads, law enforcement and fire and medical facilities, response and recovery facilities, debris removal sites, and the stabilization of structures about to collapse.

Similarly, there may be some owners or types of facilities that are exempt from permitting and inspection requirements.

KEY ISSUES

- Development exemptions
- Permitting and inspection exemptions
- Legal implications

G270.4 – February 2004

5-20

EXEMPTIONS FROM MORATORIUMS AND PERMITTING

KEY ISSUES TO CONSIDER:

- Should there be exemptions from a building moratorium following a disaster?
- If so, what owners or types of facilities should receive these exemptions?
- What owners or types of facilities should be exempt from permitting and inspections?
- What are the legal implications of these exemptions? Are exemptions developed and implemented in such a way that the government can show that all classes of owners are being treated fairly?

Moratoriums

G270.4 – February 2004

5-21

Critical Policy Issue

It may be prudent to impose a moratorium on development.

GENERAL DISCUSSION:

In the aftermath of a disaster, it may be prudent to impose a moratorium on development to provide sufficient time to determine whether current development procedures, standards, and codes are adequate. By the same token, a moratorium may bring with it significant economic impact on a community and have wide-ranging political implications.

KEY ISSUES

- Prudent policy tool
- Moratorium requirements
- Legal implications
- Moratorium time period
- Geographic area
- Triggers

G270.4 – February 2004

5-22

MORATORIUMS

KEY ISSUES TO CONSIDER:

- Is a moratorium a prudent policy tool to determine whether current development procedures, standards, etc., are adequate?
- What types of development should have a moratorium placed on them? (e.g., site plan review/approval, new constructions, repair and reconstruction of damaged structures)
- What would be the legal implications for owners with approved permits/ development rights who are impacted by the moratorium?
- How long a time period is needed for government to conduct a review of the adequacy of current development rules?
- What geographic area should be covered by a moratorium?
- What types or level of damage from a disaster should trigger a moratorium, or will any disaster cause this policy to be implemented?

Hazard Mitigation

G270.4 – February 2004

5-23

Critical Policy Issue

Include mitigation efforts to reduce damage from future disasters whenever possible.

GENERAL DISCUSSION:

Following a disaster, it may be necessary to decide whether to reconstruct the community “as it was” or to apply mitigation objectives to reduce or prevent damage from future disasters. For example, owners of structures in floodplains or in a mudslide, storm surge, or earthquake fault line may want to rebuild on those sites.

The community’s commitment to mitigation must be determined before damage recovery proceeds.

KEY ISSUES

- Mitigation measures
- Implementing measures
- Identify disaster-prone areas
- Mitigation techniques
- Relocation
- Financing programs

G270.4 – February 2004

5-24

HAZARD MITIGATION

KEY ISSUES TO CONSIDER:

- Should the recovery effort include mitigation measures?
- If so, how should these measures be implemented?
- Is there sufficient information to identify disaster-prone areas such as floodplains, earthquake fault lines, storm surge zones, etc.?
- What mitigation techniques should be employed?
- Should structures or even entire communities be relocated?
- How will these programs be financed?



INSTRUCTOR NOTES:

Following a disaster, many damaged structures may have to meet current building codes and construction standards in order to be rebuilt. The “substantial damage” threshold (50% or more) is reached, such buildings may no longer be “grandfathered” for building purposes.

Local governments, especially those participating in the National Flood Insurance Program, will have codes and ordinances specifying the conditions under which damaged structures may be repaired or rebuilt.

Local government may also have hazard mitigation plans that identify priorities for reconstruction projects and hazard mitigation techniques.

Building and Life Safety Code Adequacy

G270.4 – February 2004

5-25

Critical Policy Issue

Review observed damage and consider whether to revise codes.

GENERAL DISCUSSION:

Based on the damage observed in structures, are there portions of the building code that are not effective in preventing damage or are not being properly enforced? The objective of this policy is to review observed damage with a view toward revising codes to help mitigate damage from future disasters.

KEY ISSUES

- Observed damage vs. code adequacy
- Stakeholder involvement
- Leading the effort
- Time frame

G270.4 – February 2004

5-26

BUILDING AND LIFE SAFETY CODE ADEQUACY

KEY ISSUES TO CONSIDER:

- Should a review of observed damage versus code adequacy be conducted?
- Which stakeholders in the construction process should be involved?
- Which governmental agency should lead the effort?
- In what timeframe should this work be done?

Building- Related Debris

G270.4 – February 2004

5-27

Critical Policy Issue

Identify how construction and demolition (C&D) debris will be handled.

GENERAL DISCUSSION:

Once insurance checks begin to arrive, owners will want to begin the reconstruction effort. This reconstruction will generate significant amounts of construction and demolition (C&D) debris. The objective of this policy is to identify, in terms of the overall disaster debris-handling strategy, how C&D debris will be handled.

KEY ISSUES

- C&D debris responsibility
- Waiving tipping fees
- Landfill capacity
- Separating debris
- Collection efforts

G270.4 – February 2004

5-28

BUILDING-RELATED DEBRIS

KEY ISSUES TO CONSIDER:

- Who is responsible for C&D debris? Are building owners (and their contractors) responsible for hauling it to proper landfills, or will local government pick it up from along the right-of-way?
- Will tipping fees at landfills be waived?
- Is there sufficient capacity in local C&D landfills to absorb the estimated inflow of C&D debris?
- Damaged homes contain the normal amount of household cleaners, batteries, and other items that are hazardous and toxic. How will these items be separated from the debris stream?
- What collection efforts will be implemented to have owners pick up household hazardous and toxic wastes (HTW)? Who will organize and manage this effort? When in the recovery effort should this project be conducted?

Government Demolition

G270.4 – February 2004

5-29

Critical Policy Issue

Determine how, when, and under what circumstances government will demolish structures.

GENERAL DISCUSSION:

Following a disaster, some structures will be abandoned by their owners. Others may pose a threat to public safety. The objective of this policy is to determine in what instances government will demolish structures and what the process will be to accomplish this task.

KEY ISSUES

- Government involvement
- When
- Leading the effort
- Procedures
- Reimbursement

G270.4 – February 2004

5-30

GOVERNMENT DEMOLITION

KEY ISSUES TO CONSIDER:

- Should government be involved with demolition of structures?
- If so, in what cases should government be prepared to demolish structures?
- Which agency should take the lead in this effort?
- What procedures should be followed?
- Should government seek reimbursement from building owners for the costs of demolition?

Stakeholder Communication



G270.4 – February 2004

5-31

Critical Policy Issue

Identify methods of communicating with stakeholders.

GENERAL DISCUSSION:

There are a large number of parties (stakeholders) involved with the recovery reconstruction process. These include commercial and residential building owners, contractors, insurance companies, design professionals, as well as their suppliers and vendors. The objective of this policy is to identify the methods of communicating with stakeholders that will maximize the effectiveness of implementing the various policies involved with reconstruction.

KEY ISSUES

- Affected parties
- Implementation information
- Timing of information
- Channels of distribution
- Getting the word out
- Advance dissemination

G270.4 – February 2004

5-32

STAKEHOLDER COMMUNICATION

KEY ISSUES TO CONSIDER:

- For each reconstruction policy, who are the affected parties?
- What information about policy implementation do affected parties need?
- When do affected parties need this information?
- What “channels of distribution” will be available during recovery to provide affected parties this information? (Radio, flyers, public meetings, bulletin boards, etc.) In what languages should this information be provided?
- Are there groups that can assist in getting the word out? (e.g., homebuilder’s associations, chambers of commerce, homeowner’s associations, professional societies)
- Is there information that can be disseminated in advance of a disaster?

Critical Issue Policy Summary

G270.4 – February 2004 5-33

POLICY

POLICY ISSUE DESCRIPTION



Damage assessment

How will damage be assessed? Who will perform this work?



Moratoriums

Will there be a moratorium on construction while damage is assessed? If so, what kinds of construction (new, repairs, reconstruction, etc.) will be affected and in what geographic areas?



Permitting and inspection

Will building permits be required? If so, for what types of work? Will permit fees be charged? Who will inspect buildings and verify safety, and code compliance?



Exemptions from moratoriums/permitting

Will any class(es) of owner or structures be exempt from building moratoriums and/or permitting? For example, water and wastewater treatment plants, electrical power facilities, community facilities, facilities supporting disaster work.



Disaster area access

Who will be allowed into the disaster area? When can they gain access? What methods, if any, will be used to limit or control access?



Contractor licensing

Who will be allowed to do construction work? What methods, if any, will be used to license out-of-area contractors?

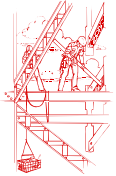
POLICY

POLICY ISSUE DESCRIPTION



Minor repairs/
temporary
protection

What kinds of minor repairs and temporary protection activities (e.g., temporary roofing, protect against loss of life/injury, shoring, protect contents) can be done in the immediate aftermath of a disaster?



Reconstruction

Are there any structures and/or facilities that will not be allowed to be repaired/reconstructed? What general procedures should be followed for reconstruction?



Hazard
mitigation

Will the community attempt to reduce the damage from future disasters by mitigation techniques? Will reconstruction be allowed in hazardous areas (e.g., floodplains, coastal areas, mudslide or earthquake fault zones)? Will government implement relocation of structures?



Building and life
safety code
adequacy

In light of damage from the disaster, are current codes adequate? If not, should the codes be modified?



Building-related
debris

How will debris from repair/reconstruction be handled? Where will it be disposed of? Who will bear the costs of this disposal?



Demolition of
structures by
government

Will there be any structures demolished by government? If so, which ones and under what circumstances? Will government seek reimbursement for the costs involved?



Communication
with
stakeholders

How will these policies and their implementation be communicated to stakeholders during the recovery process?

Questions

G270.4 – February 2004

5-34

INSTRUCTOR NOTES:

G270.4

LESSON 6: PUBLIC WORKS

Instructor Guide

United States Fire Administration
Emergency Management Institute



LESSON 6 – PUBLIC WORKS

TIME ALLOTTMENT:

60 MINUTES

OBJECTIVES

At the end of this lesson, you will be able to:

- Identify critical Public Works issues that Public Works Managers will deal with during the Recovery Phase of a disaster.
- Orient other members of the Recovery Team on the role of Public Works during the Recovery Phase of a disaster.

SCOPE

- Maintain unaffected services
- Assess damage
- Restore utilities and lifelines
- Reestablish transportation links
- Restore community symbols and services
- Restoration of community symbols and services

MATERIALS

- Visuals
- Activity: None
- Overhead projector or electronic output device
- Easel, easel pad, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 6 should be taught by an experienced, lead, public works official with disaster recovery experience and who is also a qualified instructor.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual “war stories” with the class and asking the participants to share theirs as well.

LESSON 6– PUBLIC WORKS OBJECTIVES

- To identify the critical issues that Public Works Managers will deal with during the Recovery Phase of a disaster.
- To orient other members of the Recovery Team on the role of Public Works during the Recovery Phase of a disaster.

G270.4 – February 2004

6-1

LESSON 6 – PUBLIC WORKS

60 MINUTES

OBJECTIVES

At the end of this unit, students will be able to:

- Identify critical Public Works issues that Public Works Managers will deal with during the Recovery Phase of a disaster.
- Orient other members of the Recovery Team on the role of Public Works during the Recovery Phase of a disaster.

Critical Issues

1. Re-establish Surface transportation system
2. Re-open Special Transportation Facilities (airports, seaports, rail, mass transit)
3. Re-establish operation of drainage and flood control facilities
4. Re-establish operation of potable water system(s)
5. Re-establish operation of sanitary sewage systems
6. Support &/or re-establish lifeline utility systems (electric power, natural gas, telephone)
7. Re-establish operation of solid waste collection/processing

G270.4 – February 2004

6-2

INSTRUCTOR NOTES:

Critical Issues – Continued

1. Removal and Disposal of Debris
2. Damage Assessment
3. Support removal/pick-up of Hazardous Materials
4. Provide engineering, construction, project management support to others
5. Recovery Status Reporting
6. Hazard Mitigation
7. Communication w/stakeholders

G270.4 – February 2004

6-3

YOUR NOTES:

Re-Establish Surface Transportation System



🔑 KEY ISSUES?



BRIEFLY **D**ISCUSS THE **F**OLLOWING:

- Roads
- Bridges
- Traffic control
- Signage

KEY ISSUES TO CONSIDER:

1. What routes and key facilities along those routes have priority?
2. Who is the "Owner" of those key routes and how will they coordinate/operate with the recovery operation?
3. What procedure will be followed to re-establish traffic control/operations?

Re-Open Special Transportation Facilities



KEY ISSUES?

G270.4 – February 2004

6-5


BRIEFLY DISCUSS THE FOLLOWING:

- Airports
- Seaports
- Railroad
- Mass transit

Key Issues To Consider:

1. How will these facilities be inspected for damage? How will this information be reported to the recovery operation?
2. Who is responsible for operating/maintaining these facilities? How will we assure that these facilities have the proper priority for repair during recovery?

Re-Establishing Drainage and Flood Control



🔑 KEY ISSUES?

G270.4 – February 2004 6-6

BRIEFLY DISCUSS THE FOLLOWING:

- Rivers, storm water conveyance channels
- Culverts
- Control structures
- Dams and levees

Key Issues To Consider:

1. What storm water conveyance/management facilities have priority for clearance/repair?
2. How will storm water facilities be inspected for damage? Who will do this and how will it be reported to the recovery operation?
3. Who is the Owner/operator of these facilities and how will they coordinate with the recovery operation?

Re-Establish Potable Water System Operation



🔑 KEY ISSUES?

G270.4 – February 2004

6-7

BRIEFLY DISCUSS THE FOLLOWING:

- Treatment plants
- Distribution Systems
- Raw Water facilities
- Support facilities

Key Issues To Consider:

- What is the status of key facilities?
- If damaged, what is wrong and when will they be back “on line”?
- Who owns the facility? How are they integrated into the recovery effort?
- How do our personnel resources relate to our damage assessment?

Re-Establish Sanitary Sewer System Operations

🔑 KEY ISSUES?



G270.4 – February 2004 6-8

BRIEFLY DISCUSS THE FOLLOWING:

- Treatment plants
- Distribution systems
- Raw water facilities
- Support facilities

Key Issues To Consider:

- What is the status of key facilities?
- If damaged, what is wrong and when will they be back “on line”?
- Who owns the facility? How are they integrated into the recovery effort?
- How do our personnel resources relate to our damage assessment?

Re-Establish Operation of Lifeline Utility Systems



 KEY
ISSUES?

G270.4 – February 2004

6-9

BRIEFLY DISCUSS THE FOLLOWING:

- Electricity
- Natural gas
- Telephone
- Data communication links

KEY ISSUES TO CONSIDER:

- What "lifeline" systems are we responsible for?
- What systems are in our area? What is their status and who is responsible?
- What economic impact do these systems have?

Re-Establish Operation of Solid Waste Collection System



🔑 KEY
ISSUES?

G270.4 – February 2004

6-10

BRIEFLY DISCUSS THE FOLLOWING:

- Collection of household garbage/waste
- Commercial/business pick-up
- Landfill operation

Key Issues:

- What is the status of solid waste pick-up
- Who is responsible for pick-up? If a franchise operation, what is their status?
- What is the status of landfill operation?

Debris Removal and Processing



🔑 KEY ISSUES?



BRIEFLY DISCUSS THE FOLLOWING:

- Collection
- Processing
- Acquisition of "debris processing/storage" sites

Key Issues To Consider:

1. What will government's role in debris removal be? What types of debris will government "pick-up" and from where?
2. What will be the general approach to debris removal?
3. What staging/processing areas will be required and who will be involved in obtaining and operating these sites?

Damage Assessment



KEY
ISSUES?

G270.4 – February 2004

6-12

BRIEFLY DISCUSS THE FOLLOWING GENERAL PRINCIPLES:


- Go from general to specific
- Increasingly detailed....increasingly accurate
- Teams need training
- Use technology...digital cameras, wireless, GIS

Key Issues To Consider:

- Where is the damage geographically speaking
- Where is the damage most severe?
- Where are my key facilities in relationship to damage?
- What are the facilities I can bring back on line that will leverage recovery operations?
- Do I have any “low hanging fruit” that I can repair to gain psychological momentum?

Hazardous Materials

🔑 KEY
ISSUES?



G270.4 – February 2004 6-13

GENERAL DISCUSSION:

The objective of this policy is to ensure that methods are in place to detect, identify, contain, clean up and dispose of hazardous materials.

KEY ISSUES:

1. How will the status of hazardous material leaks and spills be reported to the recovery operation?
2. Who is responsible for monitoring this issue and how do they report to the recovery operation?
3. What agency will be responsible for clean up?
4. How is this information about this issue to be given to the Public?

Engineering, Construction and Project Management Support to Others



🔍 KEY ISSUES?

G270.4 – February 2004

6-14

BRIEFLY DISCUSS THE FOLLOWING:

KEY QUESTIONS TO CONSIDER:


Public Works staffs are uniquely qualified to provide engineering, construction and project management support to other parts of the recovery team.

Key Issues To Consider:

- What agencies/groups will require Public Works support to accomplish their mission?
- How will this impact the missions where we have the lead role in? Our transition to normal operations?
- Can/Should Public Works take a greater role in the overall management of the recovery effort because of their skills in project management?

Hazard Mitigation

KEY ISSUES?



G270.4 – February 2004 6-15

GENERAL DISCUSSION:

Are there actions we can take during recovery operations that would mitigate damage from future disasters?

Key Issues To Consider:

1. Should the Recovery effort include mitigation measures?
2. If so, how should these measures be implemented?
3. Is there sufficient information to identify disaster prone area?
4. What mitigation techniques should be employed?
5. Should structures, or even entire communities be relocated?
6. How will these programs be financed?

Stakeholder Communication



KEY
ISSUES?

G270.4 – February 2004

6-16

GENERAL DISCUSSION:


There are a large number of parties involved with the recovery process. The objective of this policy is to identify the methods of communicating with these stakeholders.

KEY ISSUES TO CONSIDER:

1. For each recovery/reconstruction policy, who are the affected parties?
2. What information about policy implementation do they need?
3. When do they need this information?
4. What "channels of distribution" will be available during recovery to provide this information? (Radio, flyers, public meetings, bulletin boards, etc.) What languages should this information be provided?
5. Are there groups that can help in the communication process? (e.g., homebuilders associations, chamber of commerce, professional societies, homeowner associations)

Normal Operations

🔍 KEY ISSUES?



G270.4 – February 2004 6-17

GENERAL DISCUSSION:

It is not uncommon for only a portion of a community to be impacted by a disaster. This policy addresses how Public Works Departments will provide “normal” services to areas not impacted by the disaster.

Key Issues to Consider:

1. How will the Department “organize” to provide both recovery operations and normal services?
2. How long will the Department focus its’ resources on recovery operations before returning to “normal” operations?

Questions

G270.4 – February 2004

6-18

INSTRUCTOR NOTES:

G270.4

LESSON 7: PLANNING AND COMMUNITY RE-DEVELOPMENT

Instructor Guide

United States Fire Administration
Emergency Management Institute



LESSON 7 – PLANNING AND COMMUNITY RE-DEVELOPMENT

Time Allotment:

45 minutes

OBJECTIVES

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

- Describe the role of professional planners in the recovery process.
- Identify planning and community development issues that typically arise in disaster recovery.
- Identify planning tools that can aid recovery operations.

SCOPE

- What planners do
- The pace of recovery
- Interim planning
- Hazard Mitigation
- New Information

MATERIALS

- Visuals
- Activity: None
- Overhead projector or electronic output device
- Easel, easel pad, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 7 should be taught by a lead administrative staff member, a local emergency manager with disaster recovery experience and should be a qualified instructor.



INSTRUCTOR NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual “war stories” with the class and asking the participants to share theirs.

LESSON 7 – PLANNING AND COMMUNITY RE-DEVELOPMENT OBJECTIVES

- Describe the role of professional planners in the recovery process.
- Identify planning and community development issues that typically arise in disaster recovery.
- Identify planning tools that can aid recovery operations.

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7-1

LESSON 7 – PLANNING AND COMMUNITY RE-DEVELOPMENT

60 MINUTES

OBJECTIVES

At the end of this unit, students will be able to:

- Describe the role of professional planners in the recovery process.
- Identify planning and community development issues that typically arise in disaster recovery.
- Identify planning tools that can aid recovery operations.

Critical Issues

- What planners do
- The pace of recovery
- Interim planning
- Hazard Mitigation
- New Information

G270.4 – February 2004

7-2

CRITICAL ISSUES

Briefly cite the following critical issues which will be addressed in this lesson.

- What planners do
- The pace of recovery
- Interim planning
- Hazard Mitigation
- New Information

What Planners Do

- Analyze problems
- Define alternative solutions
- Create a vision of the community

G270.4 – February 2004

7-3

Planners are trained to:

- Analyze problems,
- Define alternative solutions, and
- Form these solutions into plans or **visions** of what the community **is** and what it **could be**.

By nature, planning often involves conflicts or tensions that emerge in recovery. Examples are:

- Rebuild vs. Transform
- "Ready, aim, fire" approach
- "Do something now" vs. thinking about options
- Big picture vs. details
- The politics of normal decision- making vs. Post-disaster decision-making.

In the post-disaster environment, there is little time for extensive data collection and analysis. The planner's role must shift to one of interpreting pre-disaster plans and making them applicable to the post-disaster environment.

Plans and Policies

Assess existing plans and policies to determine if they are well-suited for recovery.

G270.4 – February 2004

7-4

Critical Policy Issue

Assess existing plans and policies to determine if they are well suited for recovery.

GENERAL DISCUSSION:

A first point of departure for recovery planning is an assessment of current community or area plans and policies. The community's master plan or general plan will establish overall land use policies, which typically would be implemented through zoning ordinances or other policies. There also may be area-specific planning that has been done. Planners and political leaders will need to determine whether these plans are current, useful, and adaptable for recovery. In some cases these plans can provide the blueprint for recovery.



INSTRUCTOR NOTE:

Instructor may provide examples of how existing plans have been “dusted off” and applied to current disaster recovery situations. May also wish to display examples of a general plan, zoning ordinance, and maps of the community.

KEY ISSUES

- Appropriate overall framework for recovery?
- Programs needed to support recovery?
- Area-specific plans or strategies?
- Zoning changes?

G270.4 – February 2004

7-5

PLANS AND POLICIES

BRIEFLY DISCUSS THE FOLLOWING KEY ISSUES:

DOES THE GENERAL PLAN OR MASTER PLAN PROVIDE AN APPROPRIATE OVERALL FRAMEWORK FOR RECOVERY?

- What land use changes, new planning policies, or programs are needed to support recovery?
- Is there a need for area-specific plans or strategies to address particular aspects of damage and recovery?
- Is the zoning ordinance consistent with post-disaster priorities and challenges or should changes be made?

The Pace of Recovery

**Return to “normalcy”
vs.
Long-term effects**

G270.4 – February 2004

7-6

Critical Policy Issue

It is essential to balance the pace of recovery between moving fast enough to return to “normalcy” and moving slow enough to consider long-term effects.

GENERAL DISCUSSION:

A continuous dynamic at play throughout the recovery process is the tension between the desire to move fast and the need to make informed decisions that are best for the long haul. There will be advocates for both, and there is no easy way to find the right balance. This is a strategic question about planning for recovery that can only be answered in the context of the nature of the disaster and its effects in the community. Pre-event planning that assesses community vulnerability in its physical, economic, and social dimensions can help focus and prioritize post-disaster planning. It can also anticipate political difficulties that can surround decisions to delay. In Santa Cruz County, California, for example, the planning department placed a moratorium on rebuilding in some mountainous areas where an earthquake behaved differently than predicted, causing unexpected patterns of damage that required scientific investigation. The political pressure eventually overwhelmed the desire to proceed cautiously. Information was slow in coming, conclusions were ambiguous, costs were high, homeowners were enraged, and the moratorium was lifted. Rebuilding, therefore, was not fully informed as to best practices to avoid or minimize future damage.

KEY ISSUES

- Emergency decisions may affect long-term opportunities
- Pre-disaster policy making

G270.4 – February 2004

7-7

SHORT-TERM VS. LONG-TERM RECOVERY

BRIEFLY REVIEW THE FOLLOWING:

Decisions made in the emergency period may ultimately affect long-term recovery opportunities.

Pre-disaster policies for managing post-disaster decisionmaking will help ensure that long-term recovery opportunities are considered. Examples are:

- Reviewing priorities for restoration of the community's infrastructure and vital public facilities following a disaster.
- Being involved in the Preliminary Damage Assessment (PDA) process, or reviewing PDA data to identify planning concerns.
- Being included in a Recovery Task Force.

KEY ISSUES:

- Emergency decisions may affect long-term opportunities
- Pre-disaster policy making

Interim Planning

**Interim plans and actions will
interact with long-term
recovery.**

G270.4 – February 2004

7-8

Critical Policy Issue

Interim plans and actions will interact with long-term recovery.

GENERAL DISCUSSION:

Short-term recovery involving the interim restoration of services, commerce, and housing will be a major focus of activity and energy. Interim plans and actions will interact with long-term recovery and will involve many of the key stakeholders. This poses an additional challenge because the stakeholders who need to be represented on long-term issues will be consumed with short-term survival.

Increasingly, local governments are realizing that they may need to provide interim facilities in order to keep small business from leaving and to continue government operations. Interim planning involves locating, setting up, and managing temporary sites where business and government functions can continue their operations during recovery.

KEY ISSUES

- Business resumption and housing
- Restoration of services
- Demolition and debris removal
- Effective use of volunteers

G270.4 – February 2004

7-9

INTERIM PLANNING

BRIEFLY DISCUSS THE FOLLOWING KEY ISSUES:

- What locations and arrangements should be established for business resumption and housing?
- How will restoration of services such as power be coordinated to support priorities and particular areas?
- How will demolition and debris removal be coordinated with business resumption and temporary housing?
- What interim arrangements are needed for other vital facilities such as schools, hospitals, fire and police stations, and government buildings?

Hazard Mitigation

**Mitigation must be built into
recovery planning.**

G270.4 – February 2004

7-10

Critical Policy Issues

Hazard Mitigation must be built into recovery planning.

GENERAL DISCUSSION:

The main impetus for State and local hazard mitigation planning is Section 409 of the Stafford Act (P.L. 93-288). This law requires State and local governments to develop a post-disaster hazard mitigation plan as a condition of receiving Federal mitigation funding.

Implementation of these plans requires the establishment of priorities for mitigation projects, and criteria for implementing the priorities. Examples of criteria are repetitive damage, cost, and location.

KEY ISSUES

- Nature of damage
- Repair or remove
- How to repair
- Distribution of damage
- History of damage
- Mitigation awareness
- Costs vs. benefits
- Other

G270.4 – February 2004

7-11

MITIGATION ISSUES

BRIEFLY DISCUSS THE FOLLOWING KEY ISSUES:

- What is the nature of the damage to the built and natural environment? For example, is the damage minor or major, and how is each defined in the community?
- Does the extent of damage lend itself to repair or removal of the structure?
- If the structure is to be repaired, what changes can be made in its design in order to reduce or eliminate future damage?
- Does the distribution of damaged structures suggest a potential for changes in future land use?
- Should damaged vital public facilities and utilities be redesigned or relocated to avoid future disruptions?
- What is the history of damage to specific sites and of mitigation opportunities already realized?
- Is the general public educated about hazards, risks, and mitigation options?
- What are the costs and benefits of mitigation options?
- What other factors are known about the property, such as ownership, insurance, and use?

New Information

**Collect new information as
needed to facilitate recovery.**

G270.4 – February 2004

7-12

Critical Policy Issue

Collect new information as needed to facilitate recovery.

GENERAL DISCUSSION:

Planning for recovery is an iterative process. Decisionmaking demands new information to reduce uncertainty and inform choices. Yet, planning questions must be formulated in order to effectively direct investigation, which itself involves decisionmaking. Data may be limited and/or may be time-consuming and costly to obtain. At the same time, there is an urgent need to act.

The Planning Unit of your recovery team can help generate information about the disaster, situation updates, and long-range plans.

KEY ISSUES

- Necessary information/changed conditions
- New and more severe hazards
- Need for economic analysis
- Critical information

G270.4 – February 2004

7-13

BRIEFLY DISCUSS THE FOLLOWING KEY ISSUES:

WHO NEEDS WHAT INFORMATION TO MAKE WHICH DECISION BY WHEN? FOR EXAMPLE, DID THE DISASTER CHANGE PREVIOUS ASSUMPTIONS ABOUT HAZARDS AND VULNERABILITY?

- Are there new or more severe hazards? (For example, landslides, flood areas, geologically unstable conditions.)
- Is there a need for economic analyses to understand how and under what circumstances investment in rebuilding would be made in a neighborhood or business district?
- Is there critical information that needs to be obtained in order to assess the appropriate role for local government in the recovery process? For example, will business recovery depend on substantial new investment in public infrastructure or facilities?
- What Federal and State assistance is likely to be available?
- Who will be best served by these programs? Who will not be well served?
- What alternative policy and programmatic actions can be created or anticipated to meet needs not served well by existing programs?

- What types of programmatic or external agency support existing already or historically in the community can be retooled for use in disaster recovery?
- What types of training and preparation of staff can be established to facilitate better and quicker use of relief programs?
- What kinds of local policies, actions, or programs might be considered?
- What is the experience of the community with redevelopment, and is that tool potentially available for recovery?
- Are there new sources of support such as philanthropic foundations, community foundations, and professional organizations such as the Urban Land Institute or American Planning Association who might be able to provide technical or financial support for recovery planning?

Critical Issue Policy Summary

G270.4 – February 2004

7-14

POLICY



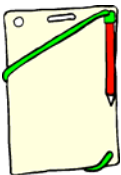
What planners do



Plans and policies



The Pace of Recovery



Interim planning



Hazard Mitigation

POLICY ISSUE DESCRIPTION

How are professional planners involved in disaster recovery and what do they have to offer the disaster recovery team?

Are existing plans and policies well-suited for recovery?

How does the desire to “return to normalcy” affect the need for long-term planning?

What plans (or planning) are needed to initiate recovery?

How will mitigation be built into recovery planning?

Questions

G270.4 – February 2004

7-15

YOUR NOTES:

G270.4

UNIT 8: ADMINISTRATION

Instructor Guide

United States Fire Administration
Emergency Management Institute



LESSON 8 – ADMINISTRATION

TIME ALLOTMENT:

60 MINUTES

OBJECTIVES

At the end of this lesson, students will be able to:

- Identify documentation requirements for disaster recovery expenditures.
- Identify recovery-staffing requirements for a jurisdiction.

SCOPE

- Documentation of expenditures
- Recovery staffing requirements
- Documentation Tools Activity

MATERIALS

- Visuals
- Activity 8.1 – Documentation Tools
- Overhead projector or electronic output device
- TV and VCR (optional)
- Easels, easel pads, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 8 should be taught by a lead administrative staff member with disaster recovery experience who is familiar with State requirements for documenting disaster expenditures and FEMA/State websites where such information can be accessed. This instructor an adult training, qualified instructor.



NOTES: Introduce yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual “war stories” with the class and asking the participants to share theirs.

LESSON 8 – ADMINISTRATION OBJECTIVES

- Identify documentation requirements for disaster recovery expenditures.
- Identify recovery-staffing requirements for a jurisdiction

G270.4 – February 2004

8-1

LESSON 8 – ADMINISTRATION

60 MINUTES

OBJECTIVES

At the end of this lesson, students will be able to:

- Identify documentation requirements for disaster recovery.
- Identify recovery-staffing requirements for their jurisdiction.
- Explain the importance of having an Applicant's Agent

Critical Issues

- Legal issues
- Financial issues
- Documentation of disaster recovery expenditures
- Staffing

G270.4 – February 2004

8-2

CRITICAL ISSUES

Briefly cite that the following critical issues will be discuss in this lesson:

- Legal issues
- Financial issues
- Documentation of disaster recovery expenditures
- Staffing requirements

Documentation

Be aware of your share and how to finance it.

G270.4 – February 2004

8-3

Critical Policy Issue

A Local government must be aware of its share of disaster recovery costs and how it will be financed.

GENERAL DISCUSSION:

The local share of the cost of recovery will depend on the size of the disaster and State regulations. In the event that a presidential disaster declaration is made for a jurisdiction, the Federal portion of disaster assistance is to help communities recover to safe, sanitary, and secure conditions—***not to make the community whole again***. Local government generally does not get involved in individual recovery needs other than providing public information and coordinating emergency management or unmet needs. Local government responsibilities are primarily focused on public infrastructure such as public works, building inspection, public housing, community planning, and health and safety issues. According to the Stafford Act, a maximum of 75 percent of eligible recovery costs are reimbursed to State and local governments. Some States pay all the local share of recovery; others vary between zero percent and 25 percent. This is only if there is a Presidential declaration, all the costs are eligible, and all the documentation has been completed properly. A jurisdiction may get some help even if there is no declaration. Sometimes, State disaster assistance can be accessed and some Federal assistance may be available.

What is the State/Local share of disaster recovery costs in your State?



KEY ISSUES

- Procedures in place?
- Items not needed?
- Storage?
- Responsibility?
- Unmet Needs Committee?

G270.4 – February 2004

8-4

DOCUMENTATION

KEY ISSUES TO CONSIDER:

- Do you have policies and procedures in place for accepting and disseminating donations?
- What will you do with donations that are not needed?
- Where will you store donations?
- Who will be responsible for accepting, storing, and dispensing the donations?
- Do you have an unmet needs committee?

GENERAL DISCUSSION:

It is important to know that local government can expect to receive unsolicited donations and must have policies and procedures in place for accepting and dispensing the donations.

The Unmet Needs Committee or similar committees may be effective mechanisms for deciding how donations will be used, either for private or public uses, or both.



Does your community have arrangements for an unmet needs committee to operate during disaster recovery?

Reimbursement Tools



G270.4 – February 2004

8-5

Critical Policy Issue

Documentation supports reimbursement.

BRIEFLY DISCUSS THE FOLLOWING:

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

KEY ISSUES

- Procedures in place?
- Coordination?
- Forms?
- State Requirements?


G270.4 – February 2004

8-6


DOCUMENTATION

KEY ISSUES TO CONSIDER:

- Does your jurisdiction have procedures for documenting expenses? Such procedures are usually found in a recovery plan or in standard operating procedures.
- Who coordinates the documentation in your jurisdiction? Although the finance department usually has this responsibility, other departments may have it instead.
- Are you aware of any State requirements, such as prescribed policies and forms, to be used for disaster recovery documentation? Since Federal disaster assistance is coordinated via the State, it's important to know your State documentation requirements.



ACTIVITY 8.1 – Documentation Tools



G270.4 – February 2004 8-7



CONDUCTING ACTIVITY 8.1 - DOCUMENTATION TOOLS

- Inform** students that the upcoming documentation activity is designed to show them how to find information about FEMA's disaster assistance programs and documentation tools.
- Using** a computer, access the Internet so as to locate the Federal Emergency Management Agency (FEMA) website (<http://www.fema.gov>) in order to locate the site or download Disaster Recovery information including:
 1. Documentation Forms (i.e. Public Assistance guidelines, SOPs, forms, etc.)
 2. Guides, manuals, appeals, SOPs
 3. Responsibilities of the Applicant Agent



INSTRUCTOR NOTE:

If you are aware of specific State requirements and websites for accessing this information, you may wish to substitute it for the FEMA information.

Staffing Requirements

Identify and train recovery staff.

G270.4 – February 2004

8-8

Critical Policy Issue

Disaster recovery staff must be identified and trained.

GENERAL DISCUSSION:

Local government will need adequate numbers of trained staff with places to work during the recovery period.

The number of staff required for recovery operations depends on the disaster, size of the community, available outside resources, and organizational structure.

Your staff also needs a place to work. If government facilities are damaged or destroyed, alternative facilities must be established. A recovery-based hazards and vulnerability analysis should help to pre-identify these needs.

Remember, staff members may themselves be disaster victims or become adversely affected by their disaster work. Don't overlook the needs of your local government workers in your zeal to help everyone else!

STAFFING TIPS

- Anticipate adversely affected activities
- Determine staff requirements
- Train staff
- Exercise staff in recovery

G270.4 – February 2004

8-9

BRIEFLY DISCUSS THE FOLLOWING STAFFING TIPS:

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

Applicant Agent

Identify your Applicant Agent.

G270.4 – February 2004 8-10

Critical Policy Issue

Identify your Applicant Agent.

GENERAL DISCUSSION:

Local government will need an Applicant Agent to represent local interests in the Public Assistance portion of the recovery process.

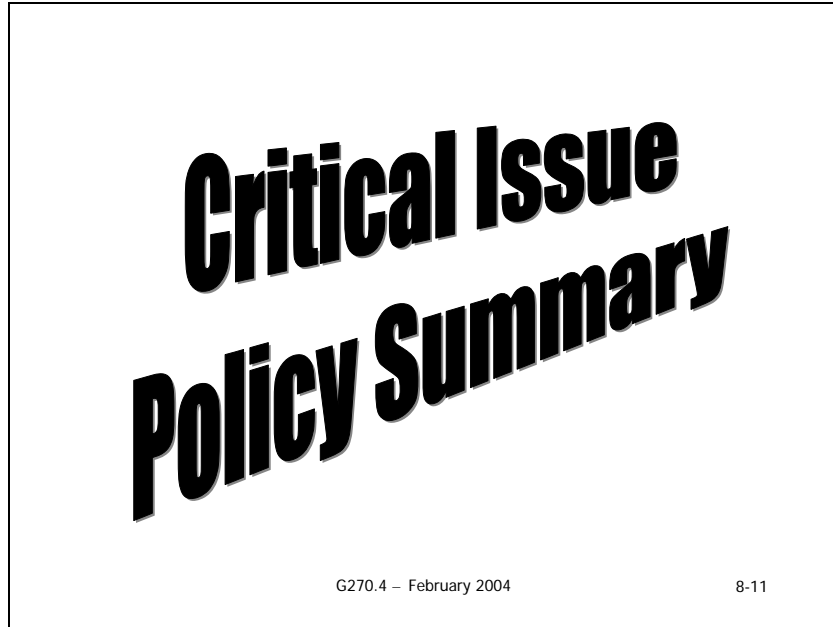
The Applicant Agent:

- Serves as the local point of contact for Public Assistance issues.
- Coordinates all local activities with State and FEMA Public Assistance programs.
- Represents local government in all meetings.
- Maintains or coordinates project files and documentation.



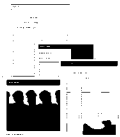
INSTRUCTOR NOTE:

Inform the class that although there is no requirement to pre-identify an Applicant's Agent, your jurisdiction may wish to do so as part in planning for recovery from a disaster event. Once assigned the role of the Applicant's Agent, this person may wish to enroll in Public Assistance training activities available to State staffs at the Emergency Management Institute (EMI) in Emmitsburg, Maryland.



POLICY

POLICY ISSUE DESCRIPTION



Documentation of costs

Accurate and complete documentation of disaster recovery expenditures will help ensure that the maximum level of State and Federal reimbursement is received.



Recovery staffing

Local government will need adequate numbers of trained staff with places to work during the recovery period.

Questions

G270.4 – February 2004

8-12

INSTRUCTOR NOTES:

G270.4

UNIT 9: END OF COURSE ACTIVITY

Instructor Guide

United States Fire Administration
Emergency Management Institute



LESSON 9 – END OF COURSE ACTIVITY (Recovery Matrix)

TIME ALLOTMENT:

TIME: 120 MINUTES

OBJECTIVE:

At the end of this lesson, students will be able to:

- To associate Disaster Recovery Team (DRT) members and their potential Recovery responsibilities as they relate to a specific community.

SCOPE

- Unit introduction
- Activity: Recovery Matrix

MATERIALS

- Visuals
- Activity 9.1 - Recovery Matrix
- Activity 9.2 – Recovery Presentation (optional if time permits)
- Overhead projector or electronic output device
- TV and VCR
- Easels, easel pads, and markers

REFERENCES

N/A

INSTRUCTOR QUALIFICATIONS

Lesson 9 should be taught by a lead administrative staff member, a local emergency manager with disaster recovery experience and should be a qualified instructor.



INSTRUCTOR NOTES: *Introduce* yourselves to the class describing your background and experience with emergency management issues that arose during recovery from a disaster(s). This course is highly dependent upon you sharing your individual “war stories” with the class and asking the participants to share theirs.

LESSON 9 – END OF COURSE ACTIVITY

OBJECTIVE

To associate Disaster Recovery Team (DRT) members and their potential Recovery responsibilities as they relate to a specific community.

G270.4 – February 2004

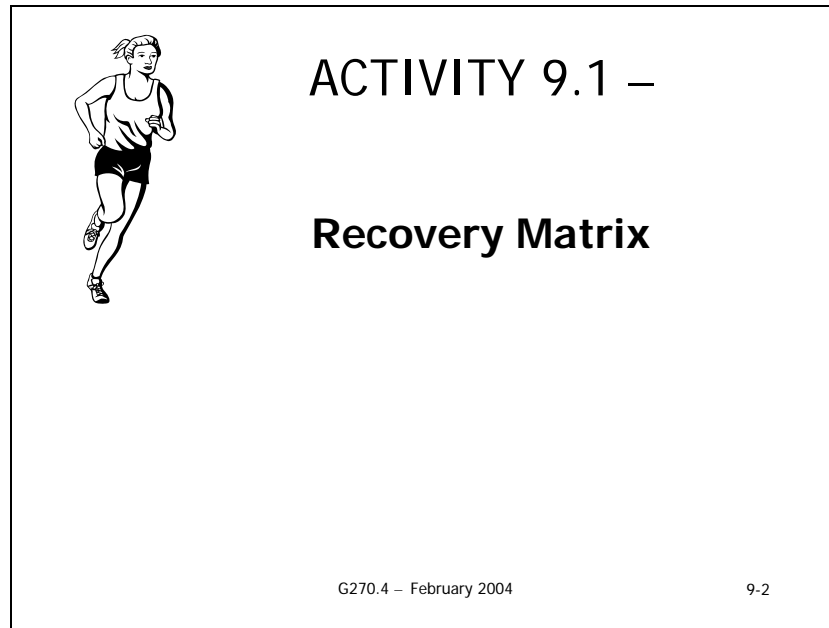
9-1

LESSON 9 – END OF COURSE ACTIVITY

OBJECTIVE:

TIME: 120 MINUTES

- To associate Disaster Recovery Team (DRT) members and their potential Recovery responsibilities as they relate to a specific community.



ACTIVITY 9.1 – Recovery Matrix

PURPOSE:

- To identify recovery team member responsibilities for your specific community.



EXPLAIN THE FOLLOWING GENERAL INSTRUCTIONS. ASK STUDENTS TO REFER TO THEIR STUDENT MANUAL FOR A COPY OF THESE INSTRUCTIONS AND THE MATRIX.

1. **Ask** the class to use the blank DRT Matrix located in your Student Manual to identify major recovery actions/DRT members already discussed in this two-day course.

2. **Ask** the class to discuss the Matrix in tabletop groups (30 minutes) as follows:

Match the **ACTIONS** found in the matrix (left hand column), with the appropriate **DRT member** (top row in the matrix) by placing a "P" for primary or an "S" for secondary support DRT member. See Sample provided in the Matrix."

3. **Ask** each tabletop to select a spokesperson to present the tabletop findings to the class (3 minutes for each presentation). You may wish to project each group's findings by placing a copy of their filled-out Matrix on an overhead projector (Elmo).



INSTRUCTOR NOTE #1:

Each spokesperson should only present the findings to a ***section*** of the matrix as indicated by the instructor. If there are not enough sections of the matrix for all groups to present, it is suggested that some teams critique each others presentations.



INSTRUCTOR NOTE #1:

If students identify any other items not cited in the Matrix, encourage them to add these to the Matrix under "Other." Also, the Matrix is arranged so that it goes from generic recovery activities to early recovery and finally, to ending in long-term recovery. The purpose of the shading is to distinguish these phases from each other. When students complete working on the Matrix, the results may show how the responsibilities of the DRT members change as the community goes from early recovery through long-term recovery

Activity 9.1 – Recovery Actions and Responsibilities Matrix – Page 1 of 2

P = Primary Responsibility

S = Secondary Responsibility

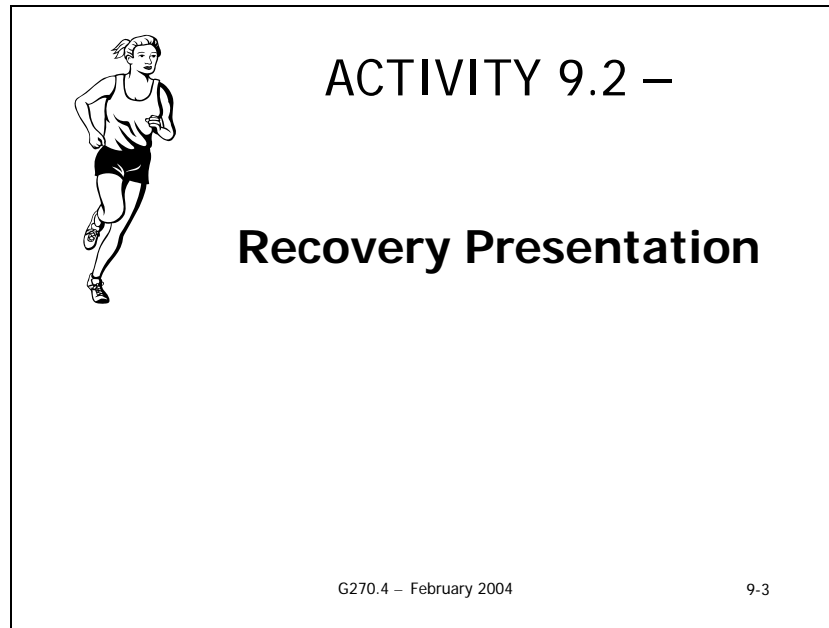
DRT MEMBER RESPONSIBILITIES/DUTIES	Budget & Finance	Building Inspection	Attorney	Planning & Develop	Elected Official	Emergency Mgt.	Public Health	Housing	Historic Preservatio	Public Safety	Public Works	City/County	Volunteer Agency	Recovery Task Force	PIO	Private Sector
ACTIONS																
Represent Community - EXAMPLE				P	P		P	P	S	P		P	S	P		
ID Recovery Goals & Priorities																
Provide public information																
Document local government expenditures																
Liaison between local, State, Fed																
Train local disaster recovery personnel																
Serve as Applicant's Agent																
Provide info on State & Fed assistance																
Declare Emergency																
Assess damage																
Enforce curfew																
Control access																
Get & distribute Food, H2O, Ice																
Shelter the homeless																
Provide temp housing																
Repair housing																

ACTIVITY 9.1 - Recovery Actions and Responsibilities Matrix – Page 2 of 2

P = Primary Responsibility

S = Secondary Responsibility

DRT MEMBER RESPONSIBILITIES	Budget & Finance	Building Inspection	Attorney	Planning & Develop	Elected Official	Emergency Mgt.	Public Health	Housing	Historic Preservation	Public Safety	Public Works	City/County. Management.	Volunteer Agency	Recovery Task Force	PIO	Citizens	Private Sector
ACTIONS																	
Repair public utilities																	
Repair private utilities																	
Clear debris																	
Demolish & remove unsafe structures																	
Replace signage & traffic flow																	
Locate temporary business locations																	
Inspect water & food supplies																	
Prepare GIS & other mapping																	
Issue building permits																	
Identify mitigation options/requirements																	
Identify land use & zoning issues																	
Replace public utilities																	
Replace private utilities																	
Dispose of debris																	
Replace housing																	
Replace businesses																	



ACTIVITY 9.2 – Recovery Presentation (Optional)

PURPOSE: To apply the knowledge/skills acquired from this course by delivering a Recovery presentation.

ACTIVITY SCENARIO:

Your community has heard that you have completed the Recovery from Disaster course. You have been invited to deliver a 1.0-hour presentation on Recovery one of your local community organizations. This organization will include members who potentially would be Recovery Team members.



INSTRUCTOR NOTES: **ACTIVITY INSTRUCTIONS.**

- **Ask** students to work in tabletop groups and develop an **outline (in bullet format)** for a 1.0 hour presentation.
- **Ask** students to target their presentation to one or more of the RESPONSIBLE PARTIES cited in the in the Recovery Matrix (Activity 9.1).

- **Ask** students to develop a bulleted outline of their presentation. Suggest an easel pad be used. If there is access to a laptop, students may wish to develop their presentation on it and project their presentation on the screen. Groups should take no more than 15 minutes to design and discuss.
- **Ask** students to select a spokesperson to present your outline to the class. Each presenter may have no more than 5 minutes.

Questions

G270.4 – February 2004

9-4

INSTRUCTOR NOTES:

ACTIVITY 9.1 - Recovery Actions and Responsibilities Matrix – Page 1 of 2

P = Primary Responsibility

S = Secondary Responsibility

DRT MEMBER RESPONSIBILITIES/DUTIES	Budget & Finance	Building Inspection	Attorney	Planning & Develop	Elected Official	Emergency Mgt.	Public Health	Housing	Historic Preservation	Public Safety	Public Works	City/County	Volunteer Agency	Recovery Task Force	PIO	Private Sector
ACTIONS																
Represent Community - EXAMPLE				P	P		P	P	S	P		P	S	P		
ID Recovery Goals & Priorities																
Provide public information																
Document local government expenditures																
Liaison between local, State, Fed																
Train local disaster recovery personnel																
Serve as Applicant's Agent																
Provide info on State & Fed assistance																
Declare Emergency																
Assess damage																
Enforce curfew																
Control access																
Get & distribute Food, H2O, Ice																
Shelter the homeless																
Provide temp housing																
Repair housing																

ACTIVITY 9.1 - Recovery Actions and Responsibilities Matrix – Page 2 of 2

P = Primary Responsibility

S = Secondary Responsibility

DRT MEMBER RESPONSIBILITIES	Budget & Finance	Building Inspection	Attorney	Planning & Develop	Elected Official	Emergency Mgt.	Public Health	Housing	Historic Preservation	Public Safety	Public Works	City/County. Management.	Volunteer Agency	Recovery Task Force	PIO	Citizens	Private Sector
ACTIONS																	
Repair public utilities																	
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Clear debris																	
Demolish & remove unsafe structures																	
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