

ANNEX J

RECOVERY

APPROVAL & IMPLEMENTATION

Annex J

Recovery

National Response Framework ESF 14
State Comprehensive Emergency Management Plan ESF 14

PRIMARY AGENCY: County Emergency Management

SUPPORT AGENCIES: County Clerk
County Engineering and Facilities
County Utilities
County Road Division
County
County School District

_____	_____
County Emergency Management	Date
_____	_____
County Clerk Office	Date
_____	_____
County Engineering & Facilities	Date
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County Utilities	Date
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County Road Division	Date
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County	Date
_____	_____
County School District	Date

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ANNEX J

RECOVERY

I. AUTHORITY

- A. See Section I of the Basic Plan.
- B. Public Law 93-28, Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.
- C. Title 44 (Emergency Management and Assistance), Code of Federal Regulations.

II. PURPOSE

The purpose of this annex is to define the operational concepts, organizational arrangements, responsibilities, and procedures to accomplish the tasks required for the local government and its citizens and businesses to recover from a major emergency or disaster.

III. EXPLANATION OF TERMS

A. Acronyms

CFR	Code of Federal Regulations
JFO	Joint Field Office
DRC	Disaster Recovery Center
DSO	Disaster Summary Outline
FEMA	Federal Emergency Management Agency
JIC	Joint Information Center
IA	Individual Assistance
MACS	Multi-Agency Coordination System
NDEM	Nevada Division of Emergency Management
PA	Public Assistance
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PW	Project Worksheet
SBA	Small Business Administration
SOP	Standard Operating Procedure

B. Definitions

1. Individual Assistance. Programs providing financial assistance to individuals, families, and business owners in declared disaster areas whose property has been damaged or destroyed and whose losses are not covered by insurance.
2. Public Assistance. Financial assistance to repair facilities and infrastructure provided to governments, public institutions, and certain private non-profit agencies that provide essential services of a governmental nature.

3. Stafford Act. The Robert T. Stafford Disaster Relief and Emergency Assistance Act.
4. Primary and Secondary Agents. The individuals who will be representing the jurisdiction in the grant process.
5. Project Worksheet. A FEMA document that lists the specifications of an approved PA project.

IV. SITUATION & ASSUMPTIONS

A. Situation

1. As identified in the Hazard Analysis, which is summarized in Section IV of the Basic Plan, this jurisdiction is at risk from a number of hazards that have the potential for causing extensive property damage. In the event that such damage occurs, planned damage assessment and recovery procedures are essential for returning the community to normal after a major emergency or disaster.
2. The Stafford Act authorizes federal disaster assistance to individuals and to governmental entities in the aftermath of a major emergency or disaster and outlines the types of assistance that may be made available. The majority of federal disaster assistance programs are administered by state agencies.
3. The State of Nevada does not have a specific disaster assistance program for individuals and local governments similar to the Stafford Act. Pursuant to provisions of the Nevada Disaster Act, state agencies frequently provide assistance to local governments in the aftermath of a disaster.
4. Federal assistance is governed by the Stafford Act and 44 CFR, part 206.

B. Assumptions

1. Adopting and enforcing land use regulations can reduce much of the structural damage which would otherwise result from a disaster.
2. We must be prepared to deal with a major emergency or disaster until outside help arrives.
3. Timely and accurate damage assessment to private and public property forms the basis for requesting state and federal assistance for citizens (Individual Assistance or IA) and for repairs to infrastructure (Public Assistance or PA) and should be a vital concern to local officials following a disaster.
4. State and federal assistance may be requested to assist citizens or government entities. State assistance is typically in the form of operational support such as equipment, manpower, or technical assistance. Federal assistance, if approved, will generally be in the form of financial reimbursement and will require considerable paperwork and take some time to deliver.
5. Volunteer organizations will be available to assist citizens in meeting some basic needs, but they may not provide all needed assistance.

6. Damage assessment and recovery operations may commence while some emergency response activities are still underway.

V. CONCEPT OF OPERATIONS

A. General

Our disaster recovery program will be conducted in five steps:

1. **Pre-Emergency Preparedness.** Prior to an emergency, this annex shall be developed and maintained and key recovery staff members appointed, including the Damage Assessment Officer, Public Assistance Officer, and Individual Assistance Officer. These individuals shall obtain training and develop operating procedures for recovery activities. Requirements for personnel to staff damage assessment teams and assist in recovery programs shall be determined and basic training provided.
2. **Initial Damage Assessment.** An initial damage assessment is required to support our request for state and federal assistance. This assessment will be conducted as soon as possible, often while some emergency response activities are still underway. Local damage assessment teams will carry out the initial assessment under the direction of the Damage Assessment Officer. During this phase, the Board of County Commissioners should declare a local state of disaster; as such a declaration allows local officials to invoke emergency powers to deal with the disaster and is required to obtain state and federal disaster recovery assistance. Guidance on issuing a local disaster declaration is provided in Annex U, Legal. Section V.B below provides amplifying information on the initial damage assessment process.
3. **Requesting Assistance.** State and federal disaster assistance must be requested in a letter to the Governor, which must be accompanied by a DSO reporting the results of the initial damage assessment and the local disaster declaration. Based on the information contained in the DSO and other information, the Governor may issue a state disaster declaration for the affected area and may request that the President issue a federal disaster declaration. Refer to Section V.C for specific procedures on requesting assistance.
4. **Short Term Recovery Activities.** Prior to a federal disaster or major emergency declaration, state disaster response and recovery assistance, which typically consists of equipment, personnel, and technical assistance, may be deployed as soon as it is requested through Nevada Division of Emergency Management. During the initial stages of recovery, state agencies and volunteer groups may assist disaster victims with basic needs, such as temporary shelter, food, and clothing. A local donations management program may be activated to distribute donated goods and funds to disaster victims and assign volunteer workers to assist victims and local government. See Annex O, Human Services, and Annex T, Donations Management, regarding these programs.
5. **Post-Declaration Recovery Programs.** Recovery programs authorized by the Stafford Act and other statutes begin when the President issues a disaster or major emergency declaration or other types of disaster declarations are issued. See Section V.D below regarding these programs.

B. Damage Assessment

1. An extensive detailed damage assessment is the basis of most recovery programs at the state and federal levels. The County is responsible for compiling the necessary information regarding the loss of life, injuries, and property damage. Appraised value information should be obtained from the Central Appraisal District.
2. The Damage Assessment Officer will manage the damage assessment function by organizing, training, and employing a Damage Assessment Team composed of local personnel.
3. Damage Assessment Teams

There will be two types of damage assessment teams. PA teams will survey damage to government property and private non-profit organizations. IA teams will assess impact on citizens and businesses. Each team will have a designated team leader who will compile and report team findings to the Damage Assessment Officer.

- a. PA Team. This team will assess damage to publicly owned property. Damage will be reported in terms of dollars and impacts in the following categories:
 - 1) Emergency services
 - 2) Debris removal and disposal
 - 3) Roadways and bridges
 - 4) Water control facilities
 - 5) Buildings, equipment, and vehicles
 - 6) Publicly owned utilities
 - 7) Parks and recreational facilities
- b. IA Team. This team will survey damage to homes and businesses.
 - 1) Homes. The DSO form included in Appendix 1 to this annex provides a matrix used to report the following information:
 - a) Damage to homes will be categorized by:
 - (1) Type of housing unit: single family, mobile homes, multi-family units.
 - (2) Type of damage: destroyed, major damage, minor damage, affected
 - b) For each type of housing unit, an estimate of average percent of units covered by insurance must be provided.
 - 2) Businesses.
 - a) The *Business Losses/Impacts* section of the DSO (see Appendix 1) should be used to report business damages to the state officials.
 - b) In addition to the information on the DSO, the following should also be obtained using the Site Assessment-Business Losses form (see Appendix 2). This information will be needed should our jurisdiction not qualify for FEMA assistance.
 - 1) Business name and address
 - 2) Owner's name and phone number

- 3) Type of business
- 4) Estimated dollar loss
- 5) Amount of anticipated insurance
- 6) Value of business
- 7) Fair replacement value of
 - (a) Contents
 - (b) Structure
 - (c) Land
- 8) Number of employees
- 9) Number of employees for which unemployment insurance is carried
- 10) Estimated number of days out of operation
- 11) Percent of uninsured loss

C. Requesting Assistance

Requests for assistance should be forwarded to NDEM within 10 days of the disaster to allow state officials adequate time to prepare the necessary documentation required for a declaration.

1. The County Commissioners should:
 - a. Prepare a letter to the Governor requesting assistance and attach:
 - 1) A DSO for areas of the county that suffered damage.
 - 2) A consolidated DSO reflecting data from all areas that suffered damage.
 - 3) A disaster declaration for the county. See Annex U, Legal, for guidance on preparing a disaster declaration.
 - 4) All letters from mayors with their attached DSOs and disaster declarations.
 - b. Forward the foregoing to NDEM. Fax a copy of the package and send the original documents by mail. NDEM's address and fax number are printed on the DSO form.
3. NDEM will review the information submitted, coordinate with the Governor's Office regarding the request, and maintain contact with the County as the request is processed.
4. If local damages appear to exceed the state and local capability to recover, NDEM will contact the FEMA regional office and arrange for federal, state, and local personnel to conduct a preliminary damage assessment. If the results of that assessment confirm that the severity of the disaster is beyond state and local capabilities and federal assistance appears warranted, the Governor will forward a request for assistance to the President through FEMA.

D. Post-Declaration Emergency Programs

1. Presidential Disaster Declaration.

When a federal disaster declaration is issued, federal recovery programs are initiated, state and federal recovery staffs are deployed and recovery facilities are established. A

JFO staffed by state and federal personnel will normally be established in the vicinity of the disaster area to administer recovery programs. One or more DRCs staffed by state and federal agency personnel may be established to assist disaster victims in obtaining assistance; mobile DRCs may also be employed.

a. Individual Assistance.

- 1) The FEMA Tele-registration System is activated so that disaster victims may register by phone for federal disaster assistance.
- 2) Federal, state, and local personnel conduct follow-up damage assessments.
- 3) State and federal Outreach programs for disaster victims are initiated.
- 4) Individual assistance activities for citizens and businesses may continue for months.

b. Public Assistance

- 1) Public assistance is provided to repair or rebuild public facilities affected by a disaster, including buildings, state or local roads and bridges, water supply and sewage treatment, flood control systems, airports, and publicly-owned electric utilities. Public assistance is also available to repair or rebuild schools and public recreation facilities.
- 2) As reconstructing infrastructure may require demolition and site cleanup, design and engineering work, the letting of bids, and a lengthy construction period, public assistance programs typically continue over a period of years.
- 3) Virtually all federal public assistance programs are on a cost share basis. The federal government picks up a large percentage of the costs, but local government must cover the remainder. Hence, it is particularly important to maintain complete and accurate records of local response and recovery expenses.

2. Other Assistance

a. SBA Disaster Declarations.

If the emergency situation does not meet the criteria for a Presidential disaster declaration, assistance in the form of loans may be available from the SBA.

E. Actions by Phases of Emergency Management

1. Mitigation

- a. Develop and enforce adequate building codes.
- b. Develop and enforce adequate land use regulations.
- c. Develop hazard analysis.
- d. Develop potential mitigation measure to address the hazards identified in the analysis.

2. Preparedness

- a. Assess disaster risk to government facilities from likely hazards and take measures to reduce the vulnerability of facilities.
- b. Identify damage assessment team members.
- c. Train personnel in damage assessment techniques.
- d. Maintain pre-disaster maps, photos, and other documents for damage assessment purposes.
- e. Identify critical facilities requiring priority repairs if damaged.
- f. Ensure that key local officials are familiar with jurisdiction's insurance coverage.
- g. Conduct public education on disaster preparedness.
- h. Conduct exercises.

3. Response

- a. Gather damage reports.
- b. Compile damage assessment reports.
- c. Complete DSO.
- d. Keep complete records of all expenses.

4. Recovery

- a. Identify unsafe structures and recommend condemnation.
- b. Monitor restoration activities.
- c. Review building codes and land use regulations for possible improvements.
- d. Communicate effectively with disaster victims.

VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. The county organization for disaster recovery includes the general emergency structure described in Section VI of the Basic Plan and the additional recovery positions described in this annex.
2. The Emergency Management Coordinator shall coordinate recovery efforts. The EMC will serve as the Damage Assessment Officer or designate an individual to serve in that capacity.
3. All departments and agencies may be called on to provide staff support for damage assessment and recovery activities.

B. Assignment of Responsibilities

1. The Board of County Commissioners will:
 - a. Oversee the local disaster recovery program, including pre-disaster planning and post-disaster implementation.
 - b. Appoint an Individual Assistance Officer, Public Assistance Officer, and Recovery Fiscal Officer who will carry out specific recovery program activities and report to the EMC.

- c. In the aftermath of a disaster:
 - 1) Review damage assessments and request state and federal disaster assistance if recovery from the disaster requires assistance beyond that which local government can provide.
 - 2) Participate in recovery program briefings and periodic reviews.
 - 3) Monitor and provide general guidance for the operation of the local recovery program when implemented.
- 2. The EMC will:
 - a. Serve as the Damage Assessment Officer or designate an individual to fill that position.
 - b. Participate in recovery program briefings, meetings, and work groups.
 - c. Supervise local recovery operations, coordinating as needed with state and federal agencies and maintaining required records.
 - d. Provide guidance to and supervise recovery activities of the Individual Assistance Officer, Public Assistance Officer, and Recovery Fiscal Officer.
 - e. Coordinate training for damage assessment team members and other individuals with disaster recovery responsibilities.
 - f. Assist the Board of County Commissioners in preparing documents to request state and federal recovery assistance.
 - g. Develop appropriate public information relating to recovery programs, in coordination with the PIO.
 - h. Provide situation updates to the RLO.
 - i. Ensure the Multi-Agency Coordination System is in place to provide coordination between different disciplines.
- 3. The Damage Assessment Officer will:
 - a. Develop a damage assessment program.
 - b. Organize and coordinate training for damage assessment teams.
 - c. In the aftermath of a disaster:
 - 1) Collect damage assessments from all departments, agencies, other governmental entities, and private non-profit facilities that may be eligible for disaster assistance.
 - 2) Compile damage assessment information and complete the DSO.
 - 3) Participate with state and FEMA representatives in the PDA process.

- 4) Coordinate with the Incident Commander to ensure that response activities have either terminated or are in a phase of transitioning to recovery, before deploying damage assessment teams.

4. The PA Officer will:

a. Attend the following PA program meetings:

- 1) Applicant's Briefing
- 2) Kick-off Meeting.
- 3) Other program meetings, as needed.

b. Obtain maps showing damage areas from PDA team leaders.

c. Prepare or assist state and federal teams in preparing recovery PWs for the local area.

d. Monitor all PA program activities and:

- 1) Ensure deadlines are complied with or time extensions requested in a timely manner.
- 2) Ensure the work performed complies with the description and intent of the PW.
- 3) Ensure all environmental protection and historical preservation regulations are complied with.
- 4) Request alternate or improved projects, when appropriate.
- 5) Request progress payments on large projects, if appropriate.
- 6) Provide quarterly reports to NDEM.
- 7) Request final inspections and audit when projects are completed.
- 8) Prepare and submit Project Completion and Certification Report (P.4) as appropriate.
- 9) Provide insurance information when needed.
- 10) Ensure costs are properly documented.
- 11) Assist with final inspections and audits.
- 12) Monitor contract for de-barred contractors.

The duties of the PA Officer are further explained in the *NDEM, Response & Recovery Guide*.

5. The IA Officer will:

- a. Act as our liaison with state and federal Outreach and Public Relations programs.
- b. Assist in locating a local facility for use as DRC, if needed.
- c. Act as the local government representative at the DRC, when needed.

- d. Coordinate with the state and federal Outreach staff to arrange community meetings.
- e. Act as an advocate for disaster victims who need assistance in dealing with state, federal, and volunteer agencies.

The duties of the IA Officer are further explained in the *NDEM, Response & Recovery Guide*.

6. The PIO will:

Establish a media site, sometimes referred to as a JIC, to ensure that accurate and current information is disseminated to the public.

7. The Comptrollers Office will:

- a. Administer fiscal aspects of the recovery program.
- b. Ensure that the financial results of each project are accurate and fully disclosed.
- c. Monitor the source and application of all funds.
- d. Ensure that outlays do not exceed approved amounts for each award.
- e. Maintain information establishing the local cost share.
- f. Ensure that all laws, regulations, and grant requirements are complied with.
- g. Coordinate between the grant managers (also known as Primary and Secondary Agents) and the accounting staff.

These duties are further explained in the *NDEM Response and Recovery Guide*.

8. The Assessors Office will:

- a. Provide estimates of value of damaged and destroyed property to support the damage assessment process.
- b. Estimate dollar losses to local government due to disaster.
- c. Estimate the effects of the disaster on the local tax base and economy.

9. The Engineering Division, Road Division, Facilities Division will:

Survey roads, bridges, traffic control devices and other facilities and determine extent of damage and estimate cost of restoration.

10. The Utilities Division will:

- a. Determine extent of damage to government-owned water and wastewater systems and other utilities and estimate the cost of restoration.
- b. Coordinate with local public non-profit utility providers to obtain estimates of damage to their facilities and equipment and estimates of the cost of restoration.

11. The School District will:

- a. Assess and report damage to its facilities and equipment and the estimated cost of repairs.
- b. Estimate the effects of the disaster on the school district tax base.

12. All departments and agencies will:

a. Pre-emergency:

- 1) Identify personnel to perform damage assessment tasks.
- 2) Identify private sector organizations and individual with appropriate skills and knowledge that may be able to assist in damage assessment.
- 3) Participate in periodic damage assessment training.
- 4) Participate in using geographic information systems (GIS) that may be used in damage assessment.
- 5) Periodically review forms and procedures for reporting damage with designated damage assessment team members.

b. Emergency:

- 1) Make tentative staff assignments for damage assessment operations.
- 2) Review damage assessment procedures and forms with team members.
- 3) Prepare maps and take photos and videos to document damage.

c. Post-emergency:

- 1) Identify and prioritize areas to survey.
- 2) Refresh damage assessment team members on assessment procedures.
- 3) Deploy damage assessment teams.
- 4) Complete damage survey forms and forward to the Damage Assessment Officer.
- 5) Catalog and maintain copies of maps, photos, and videotapes documenting damage for further reference.
- 6) Provide technical assistance for preparation of recovery project plans.
- 7) Maintain disaster-related records.

VII. DIRECTION AND CONTROL

- A. The Board of County Commissioners may establish local rules and regulations for the disaster recovery program and may approve those recovery programs and projects that require approval by the local governing body.
- B. The Board of County Commissioners provide general guidance for and oversee the operation of the local disaster recovery program and may authorize those programs and projects that require approval by the chief elected official or chief operating officer of the jurisdiction.
- C. The EMC shall direct day-to-day disaster recovery activities and shall serve as the Damage Assessment Officer or designate an individual to fill that position.
- D. The Board of County Commissioners shall appoint local officials to fill the positions of IA Officer, PA Officer, and Recovery Fiscal Officer. These individuals shall report to the EMC in matters relating to the recovery program.

VIII. INCREASED READINESS LEVELS

A. Readiness Level 4 – Normal Conditions

See the mitigation and preparedness activities in paragraphs V.E.1 and V.E.2.

B. Readiness Level 3 – Increased Readiness

1. Alert key staff and volunteer organizations of the current situation.
2. Fill vacancies on damage assessment teams; conduct refresher training; check team equipment such as cameras.

C. Readiness Level 2 – High Readiness

1. Notify NDEM of the situation.
2. Brief damage assessment teams and place on standby.
3. Brief senior staff on the damage assessment process and the need for detailed record keeping of emergency response and recovery activity expenses.

D. Readiness Level 1 – Maximum Readiness

1. Provide situation updates to the NDEM.
2. Have damage assessment teams ready for deployment.

IX. ADMINISTRATION & SUPPORT

A. Reports

1. Survey Team Reports

Each damage survey team will collect data using the Site Assessment forms which can be found in the NDEM Response & Recovery Guide. Once completed, these forms should be utilized to determine priorities for beginning repairs and evaluating the need for requesting state and federal assistance.

2. Disaster Summary Outline (DSO).

Totals from the Site Assessment forms and other reports will be compiled and transferred to the DSO. A copy of the NDEM Response & Recovery Guide is provided in Appendix 1 to this annex.

B. Records

Each department or agency will keep detailed records on disaster related expenses, including:

1. Labor
 - a. Paid (regular and overtime)
 - b. Volunteer
2. Equipment Used
 - a. Owned
 - b. Rented /leased
 - c. Volunteered
3. Materials
 - a. Purchased
 - b. Taken from inventory
 - c. Donated
4. Contracts (see below)
 - a. Services
 - b. Repairs

C. Contracts

1. The Recovery Fiscal Officer should monitor all contracts relating to the recovery process. Contracts that will be paid from federal funds must meet the following criteria:
 - a. Meet or exceed Federal and State Procurement Standards and must follow local procurement standards if they exceed the federal and state criteria.
 - b. Be reasonable.
 - c. Contain right to audit and retention of records clauses.
 - d. Contain standards of performance and monitoring provisions.
 - e. Fall within the scope of work of each FEMA project.
 - f. Use line items to identify each FEMA project, for multiple project contracts.

2. The following contract-related documents must be kept:

- a. Copy of contract
- b. Copy of PWs
- c. Copies of requests for bids
- d. Bid documents
- e. Bid advertisement
- f. List of bidders
- g. Contract let out
- h. Invoices, cancelled checks, and inspection records

D. Training

1. The individual assigned primary responsibility for the recovery function shall attend disaster recovery training. A variety of disaster recovery training courses are offered by NDEM and FEMA.
2. Those individuals assigned duties as the IA Officer and PA Officer should also attend training appropriate to their duties.
3. The Damage Assessment Officer is responsible for coordinating appropriate training for local damage assessment teams.

E. Release of Information

1. Personal information, such as marital status, income, and Social Security numbers gathered during the damage assessment and recovery process is protected by state and federal privacy laws. Due care must be taken by all individuals having access to such information to protect it from inadvertent release.
2. General information, such as the numbers of homes damaged and their general locations, may be provided to private appraisers, insurance adjusters, etc.

X. ANNEX DEVELOPMENT & MAINTENANCE

A. Development

The Emergency Management is responsible for developing and maintaining this annex.

B. Maintenance

This annex will be reviewed annually and updated in accordance with the schedule outlined in Section X of the Basic Plan.

C. Procedures

Those individuals charged with responsibilities for managing various recovery activities are also responsible for developing standard operating procedures for those activities.

XI. REFERENCES

- A. NDEM, *Response and Recovery Guide* (Available from NDEM in hard copy and online at the NDEM web site: <http://dem.state.nv.us>)
- B. FEMA, *Public Assistance Applicant Handbook* (FEMA-323).
- C. FEMA, *Debris Management Guide* (FEMA-325).
- D. Current FEMA Policy Letters. (Available online at www.fema.gov/r-n-r/pa/policy.htm)

APPENDIX

Appendix 1 NDEM, Response and Recovery Guide

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