

Part I - Overview

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PART I - OVERVIEW

SECTION A: SEQUENCE OF ACTIVITIES ESSENTIAL TO RECOVERY

The sequence of activities which follows is typical of the recovery process from the point of the local emergency declaration through initial delivery of federal disaster recovery programs. Depending on the severity of the disaster, and the need for outside resources, all of the steps below may come into play, or the situation may only require the first several steps.

For a graphic example of the chronology of recovery from a disaster, please see the display Typical Sequence: Disaster Occurrence through Recovery and Hazard Mitigation/Early Implementation in the Examples Appendix to this *Guidebook*.

1. Local Process

a. Local Emergency Declaration

When a unit of local government faces an emergency or disaster condition which requires a coordinated response beyond that which occurs routinely, and the required response is not achievable solely with the added resources acquired through mutual aid or cooperative assistance agreements, the governing body may decide to declare a local emergency to exist.

A local emergency declaration can provide local officials with the additional authority which may be needed to address the emergency conditions; can facilitate large scale evacuations; and, once the appropriate response is beyond the capability of the county, can set the stage for requesting state assistance.

A local emergency declaration usually occurs during the response phase of an emergency, and hence has occurred prior to the events outlined in this *Guidebook*.

The process to declare a local emergency, and the powers which go with it vary from one local jurisdiction to the next. Local jurisdictions which have not developed guidelines for a local emergency declaration should consider doing so.

b. Initial Damage Assessment

[Forms and checklists for Initial Damage Assessment are located in the Appendices.]

If it appears that state or federal resources may be needed to augment local resources in response to an emergency or disaster, a quick but accurate initial assessment of disaster damages and impacts to the area will be needed. The Local Emergency Program Manager or designee coordinates this assessment.

The Initial Damage Assessment (IDA) examines the damages and costs related to a disaster, the impact of the disaster on the community, and which state or federal programs are most appropriate possibilities for providing needed assistance.

For example, if the disaster has caused only short term needs for temporary shelter, food, clothing, and other personal items, it may only be necessary to activate the programs of volunteer relief organizations such as the American Red Cross. If the damage is generally limited to agriculture, it may only be necessary to request activation of programs of the U.S. Department of Agriculture. If the impacts are limited mostly to businesses, perhaps only the programs of the Small Business Administration will be required.

Likewise, with respect to Federal Emergency Management Agency (FEMA) assistance, a determination during the Initial Damage Assessment the extent to which homes and public facilities are affected assists state and federal officials to determine whether a Preliminary Damage Assessment (PDA) is needed for Individual Assistance, or Public Assistance, or both.

Forms for the Initial Damage Assessment are included in the Forms Appendix to this *Guidebook*. Additional information, and ideas about which local government officials should be involved in the Initial Damage Assessment, appear in the Checklists Appendix. Some local jurisdictions in Oregon have pre-assigned certain IDA responsibilities to certain departments.

U.S. Army Corps of Engineers emergency response personnel may be available to assist in conducting the Initial Damage Assessment. This assistance may be available if the Corps has deployed personnel for response activities.

The *Initial Damage Assessment Summary Report Form* should be filled-out as completely and quickly as possible after the disaster. The speed with which this can be accomplished will depend on the event. Normally, this means as soon as the collection of data can safely be initiated following the impact stage. The completed form should then be forwarded to Oregon Emergency Management (OEM) with a brief cover letter from the executive officer or governing body, whichever applies. A fax copy may precede the original.

c. American Red Cross Damage Assessments

[Copies of the American Red Cross forms noted below can be found in the Forms Appendix.]

Often occurring prior to or simultaneous with the local Initial Damage Assessment are one or more American Red Cross (ARC) damage assessments as described below. Knowing that these surveys may be taking place, it may be possible for the Local Emergency Program Manager to take advantage of the ARC work, rather than duplicate it.

Preliminary Damage Assessment ("Windshield Survey")

The first American Red Cross damage survey is the Preliminary Damage Assessment (PDA), which should occur within the first twenty-four hours of the disaster. The ARC PDA is often referred to as a windshield survey. The Preliminary Damage Assessment (PDA) allows the ARC to determine what resources to dispatch to the area, and where to establish shelters and feeding facilities by determining:

- < The boundaries of areas affected by the disaster;
- < The general needs and characteristics of the disaster areas;
- < The condition of roads, transportation systems, and utilities;
- < The approximate number of dwelling units affected; and
- < Whether disaster conditions are improving or worsening.

The windshield survey/PDA is a very quick look; surveyors do not leave public property to gather the data. As the title suggests, often they don't even leave their vehicles.

Other sources of information for the ARC PDA are shelters, hospitals, law enforcement and fire service agencies, neighborhood groups, the media, and occasionally aerial surveys.

Although this assessment gathers information useful to the Initial Damage Assessment, and possible subsequent Individual Assistance Preliminary Damage Assessment (see page I-8), it is not a substitute for the IDA Summary Report which provides other information needed by state and federal agencies in making response and recovery decisions.

On-Site Detailed Damage Assessment (DDA)

The second ARC damage assessment is the On-Site Detailed Damage Assessment (DDA), which should occur within the first seventy-two hours. This ARC assessment is more detailed than the windshield survey. This will include most addresses and may include names of affected families and how to contact them. Among other things, the DDA assists the ARC in determining the need for outside chapter support to the local chapter which has responded to the disaster.

Damage Assessment Summary Sheet

This form is used by the ARC to summarize both the PDA and the DDA, and is occasionally used by FEMA in lieu of a separate assessment during the Individual Assistance PDA (see page I-8).

d. Post-Disaster Safety Inspections of Buildings

Along with the IDA and ARC damage assessments, local building inspectors, or state building inspectors in locations where the state has jurisdiction, also concurrently conduct a series of inspections of buildings and fixed equipment.

Critical Facility and Fixed Equipment Inspections

Safety inspections of critical facilities within the affected areas occur first, starting with the essential facilities. Critical facility inspections include rapid evaluation inspections and fixed equipment inspections, which are conducted on boilers, pressure vessels, chillers, emergency generators, fuel tanks, battery racks, fire pumps, water storage, communications, main transformers, main electrical panels, elevators, gas mains and meters, mechanical equipment, and sprinkler systems. If structural or equipment damage is found in a critical facility, detailed evaluation inspections are performed. Critical facilities include essential facilities, major structures, hazardous facilities, and special occupancy structures.

Rapid Evaluation Inspections: are performed by quickly inspecting and evaluating the safety of each applicable structure within the affected areas according to guidelines contained in Applied Technology Council (ATC) 20 and ATC 20-2. These inspections are performed by teams of two or more registered building inspectors. Non-registered personnel may accompany teams as scribes or assistants, but are not permitted to perform post-disaster inspections. Each structure is posted with a notice indicating its condition and permitted use.

Fixed Equipment Inspections: are first performed to evaluate the safety and operation of equipment used at critical facilities, then at all other affected installations as needed. They are conducted only by qualified specialty inspectors (i.e., boiler, elevator, electrical, plumbing, and mechanical inspectors) properly certified or licensed by the state Building Codes Division to inspect such equipment. These are also performed according to the guidelines of ATC 20 and ATC 20-2.

Detailed Evaluation Inspections

Detailed evaluation inspections are then performed to determine the safety of all structures posted with a yellow "*Restricted Use*" placard during the initial rapid evaluation inspection. These inspections are performed by teams consisting of at least two Oregon licensed professional engineers or architects and one building inspector, and are also conducted according to the guidelines of ATC 20 and ATC 20-2.

Posting Structures and Equipment

Each post-disaster safety inspection results in a posting of the applicable structures to let the occupants and/or public know whether the structure is safe to enter or what restrictions have been applied to its entry or use. Each structure is posted in a visible location, according to ATC 20 and ATC 20-2 guidelines and the following:

- < If post-disaster safety inspections indicate there is little or no damage to the structure and it poses no threat to the occupants, the building inspector completes and attaches a green "*Inspected*" placard at or near the main entrance to the structure.
- < If post-disaster safety inspections indicate the structural integrity of the structure, or portion of a structure, is questionable or requires a more extensive review, the building inspector completes and attaches a yellow "*Restricted Use*" placard at or near the main entrance to the structure and secondary placards at every other entrance or exit of that structure. If the structure is in an area with a diverse population, the building inspector also completes and attaches bilingual warning placards at each entrance or exit.
- < If post-disaster safety inspections indicate the damage to the structure, or portion of the structure, is sufficient enough to be considered unsafe or dangerous, the building inspector completes and attaches a red "*Unsafe Use*" placard at or near the main entrance to the structure and secondary placards at every other entrance and exit of that structure. Bilingual warning placards also apply in this case.

Each post-disaster equipment inspection results in a posting of the applicable equipment to let the occupants and/or public know whether the equipment is safe to use or what restrictions have been applied to its use. Some specialty inspectors have authority to install lock down devices on some types of equipment to prevent its use when the use is determined to be a danger.

For more information on building and fixed equipment inspections, see the state Building Codes Division *Emergency Response Plan*.

e. Economic Injury Assessment

[Forms for the Economic Injury Assessment are located in the Appendices to this *Guidebook*. There is also considerable information on the U.S. Small Business Administration (SBA) Economic Injury Disaster Loan (EIDL) Program, including minimum criteria for a request to be found in Part III of this *Guidebook*.]

Occasionally a disaster will result not in physical damage to businesses, but instead will cause economic injury due to reduced sales or revenue because customers and workers cannot travel through the disaster area to the business. In these cases, it may be possible for the Governor to request that the SBA make low interest economic injury loans available.

In order for the Governor to make this request, local officials will need to demonstrate sufficient economic injury, usually in one or more counties. There are forms in the Appendices designed for this purpose. While this assessment is typically done by the Local Emergency Program Manager without direct assistance by state or federal officials, OEM has a great deal of experience with these requests and should be asked for technical assistance before proceeding.

f. Local Request for State Assistance

After the Initial Damage Assessment has been completed, local officials should analyze the information to determine if state or federal resources or assistance are needed, and if so, the sort of assistance needed.

It is recognized that some disaster situations will be of such severity and magnitude that the need for state assistance will be clear prior to filing Initial Damage Assessment Summary Report Forms with Oregon Emergency Management. In these cases, OEM will establish contact with local officials early in the process to expedite requests for assistance, providing guidance and assistance in developing the appropriate information for a declaration and assistance request. If necessary, the Governor has the authority to declare a state of emergency without a local government request (see Oregon Revised Statutes [ORS] 401.015 and 401.055).

Normally, if there is sufficient damage and impacts to one or more counties, and a need for additional outside resources warrant a request for state assistance, county governing bodies submit a letter or resolution requesting that the Governor declare a state of emergency. The letter or resolution should be sent to the Governor through the OEM Director.

A sample can be developed prior to an event, and then completed with the appropriate information in order to expedite the process. An advance copy of the letter or resolution may be sent to the OEM Director via facsimile or amateur radio "PACKET" transmission.

The letter or resolution should briefly explain what has happened, and that damage is of such severity and magnitude that it is beyond the county's response capability. It must include a certification signed by the county governing body that all local resources have been expended, and it should include conclusions reached as a result of analyzing Initial Damage Assessment data, if possible, and specify the assistance needed.

If the emergency or disaster has occurred wholly within the boundaries of a city, the request to the Governor must be submitted to the county governing body for transmittal to OEM for consideration by the Governor. If for some reason a county fails to transmit a city request, the city governing body may submit it directly to Oregon Emergency Management. The state has a reasonable expectation that counties will endeavor to assist cities within their jurisdiction before turning to the state and/or federal government for assistance.

County requests for assistance must include the following at a minimum:

- < The type of emergency or disaster;
- < The location(s) affected;
- < Deaths, injuries, population still at risk;
- < The current emergency conditions or threat;
- < An initial estimate of the damage and impacts;
- < Actions taken and resources committed by local governments (city and county); and
- < Specific information about the assistance being requested.

The Initial Damage Assessment Summary Report Form will prompt the inclusion of this information in the request.

2. State Process

a. Governor's State of Emergency Declaration

When the documents arrive at Oregon Emergency Management, they are reviewed, and a recommendation is made whether the Governor should declare a state of emergency to exist. Sometimes officials from OEM and/or the Governor's office may require an on-scene inspection of the damaged areas before making a determination.

If the Governor determines that a state of emergency is not warranted, authorization for the use of specific state resources may still be made; the state Emergency Coordination Center (ECC) may be activated, and the state *Emergency Operations Plan* may still be put into effect. Some federal disaster recovery programs may be requested without a Governor's state of emergency declaration.

On the other hand, if the Governor declares a state of emergency to exist, all options for state assistance are explored, and needed state resources are deployed to the disaster area.

b. ODOT Contracting Emergency Declaration

The Maintenance Engineer and the Executive Deputy Director at ODOT have the authority to declare a contracting emergency for highway and bridge emergencies. This allows the prompt establishment of contracts in cases when the cost of repair is estimated to be \$75,000 or more. Hence, in these cases, emergency repair work can be contracted without a formal competitive bid process. This ODOT emergency declaration is for contracts only, and is not part of the emergency declarations that may be made by the local governing body, the Governor, or the President.

The complete step by step process is included in Procedure MAI 33-01 in the ODOT *Policy and Procedures Manual*. This provision can apply to events for which federal assistance is later provided via the FEMA-OEM Public Assistance Program (please see Part IV, Section A of this *Guidebook*) or Federal Highway Administration Emergency Relief Program (Part VI, Section C).

c. State and Federal Damage Assessments

If it is determined that the resources needed to respond to and recover from the disaster are beyond the capabilities of the state, the Governor may request assessments from several federal agencies which have disaster assistance programs. The following are the most common.

i. Rapid Needs Assessment

In catastrophic disaster situations, a Rapid Needs Assessment may precede the Joint Preliminary Damage Assessment. Rapid Needs Assessments are led by FEMA at the federal level and OEM at the state level, and typically occur during the transition from response to recovery, immediately following a Presidentially declared major disaster or emergency. A Rapid Needs Assessment collects, analyzes, and distributes information on critical resources needed to support emergency response activities. The team that conducts a Rapid Needs Assessment is responsible for assessing both the overall impact of a disaster event, as well as determining state and federal ongoing response requirements.

The federal members of Rapid Needs Assessment teams typically include persons with expertise in the following areas: hazardous materials, emergency medical, mass care, infrastructure, fire, urban search and rescue, telecommunications, and logistics. Members of the assessment team are cross-trained, enabling them to assess immediate needs and requirements in more than one functional area.

Among the members are a Mass Care Specialist, who assesses needs for mass feeding and emergency mass shelters, bulk distribution of relief supplies, emergency first aid needs, potential secondary disaster effects, and volunteer agency capability; as well as an Infrastructure Specialist, whose assessment includes the status of transportation systems. A State Team Leader typically has overall responsibility for coordinating the Rapid Needs Assessment due to that person's knowledge of state and local assets, plans and procedures, and geography.

ii. **Joint Preliminary Damage Assessment (PDA)**

[Forms and checklists for the joint Preliminary Damage Assessment are located in the Appendices to this *Guidebook*.]

The PDA provides the Governor with the information necessary to determine whether to request a Presidential major disaster declaration, or in some cases, a Small Business Administration (SBA) physical disaster declaration. When a joint PDA is conducted, the OEM Director requests that the Federal Emergency Management Agency dispatch federal damage assessment officials to Oregon; if a significant number of business and/or homes are involved, the SBA will also be asked to participate on the teams.

A PDA is conducted to determine the locations and extent of damage, the impacts of the disaster on communities, to assess the capability of state and local governments to respond to and recover from the disaster, and to determine types of supplemental federal assistance necessary, if any. The joint PDA will also look for hazard mitigation opportunities which, if implemented, will reduce damage, impacts, and costs associated with a future occurrence of the same hazard event.

The PDA is conducted jointly by teams made up of local, state, federal, and volunteer agency damage assessors. Consequently, it is often referred to as a "joint PDA." Having local officials on the PDA teams helps ensure that all sites of significant damage are examined, and that local government has an opportunity to provide input on damage dollar estimates. Before the arrival of state and federal PDA inspectors, local government officials should do the steps outlined on the PDA Checklist in the Checklists Appendix.

Individual Assistance PDA: IA joint PDA teams assess damage to primary homes, apartments, and businesses. Although damage to second or vacation homes is sometimes noted by the teams, it is not eligible for federal disaster assistance, and is therefore not a factor in decisions about federal declaration requests.

Officials from local and state government, FEMA, and the SBA are always present on IA joint PDA teams. American Red Cross officials often are members of the teams so that every effort can be made to coordinate the collection of pertinent information: as noted on pages I-3 and I-4, chances are quite good that the ARC has already accomplished their "windshield survey" and possibly the On-Site Detailed Damage Assessment prior to the IA joint PDA. Each team is assigned a geographic area, and assesses damage to both homes and businesses in that area.

In addition to estimating damage to structures, IA joint PDA teams should try to determine whether homes are rented or owner-occupied, a rough estimate of personal property damaged or destroyed, and whether insurance is in place to cover disaster losses. The local inspector on the teams is usually the key member of the team with respect to determining whether dwelling units are likely rented and insurance coverage in force.

The percentage of losses covered by insurance is an important factor in determining whether to request federal assistance in smaller disasters, ones which fall into a “gray area” with regard to whether supplemental federal assistance is appropriate. Sometimes reasonable estimates of insurance in place can be developed and are found acceptable by the federal agencies involved. At other times, the local jurisdiction will need to determine for each individual damaged structure whether insurance is in place for the peril which caused the damage. The latter often is done via telephone bank, often during the IDA. For more information on this, see the Initial Damage Assessment Checklist in the Checklists Appendix.

Individual Assistance joint PDA team members communicate their observations during the assessment in order to arrive at a consensus on degrees of damage, the relative pre-disaster value of homes, etc.

Criteria used by the U.S. Small Business Administration in analyzing a request for a declaration are covered in Part III of this *Guidebook*.

Factors considered by FEMA (see 44 CFR 206.48) in making a recommendation to the President on a Governor’s request for a major disaster declaration for Individual Assistance are severity, magnitude, and impact, more specifically:

- < Concentration of damages - high concentrations of damages generally indicate a greater need for federal assistance than widespread and scattered damages throughout a state;
- < Trauma - some of the conditions that might cause trauma are large numbers of injuries and deaths, large scale disruption of normal community functions and services, and emergency needs such as extended or widespread loss of power or water; and special populations;
- < Offset by the extent to which losses will be covered by insurance, and the extent to which voluntary agencies will be able to provide assistance to meet the needs.

FEMA will also consider the “average amount of Individual Assistance by state” per disaster during the most recent five year period as a way of comparing a request from the Governor with other events which have been declared by the President. This is codified at 44 CFR 206.48 (b) (6), and summarized and analyzed from the October 1, 2006 edition as follows.

Oregon is considered a “medium size state” with approximately 70% of the average population of the states in this category. During the most recent five years, comparable Individual Assistance declarations in a state with a population equal to that of Oregon would have had an approximate average of:

400	Homes estimated to have major damage or destroyed (~70% of 582);
2,000	Disaster Housing Program applications approved (~70% of 2747);
1,000	Individuals and Households Program applications approved (~70% of 1,377);
\$ 3,200,000	Dollar amount of Disaster Housing Program assistance (~70% of \$4.6 million);
\$ 2,000,000	Dollar amount of Individuals and Households Program (IHP) assistance (~70% of \$2.9 million); and
\$ 5,200,000	Dollar amount of Disaster Housing and IHP combined (~70% of \$7.5 million).

Since October 1999, as part of a Presidential Individual Assistance major disaster declaration, FEMA has had the authority to designate counties for assistance which are contiguous with declared "core" counties. FEMA strongly encourages Governors to include contiguous counties, if appropriate, in the request letter to the President (see page I-13). The Governor's Authorized Representative, however, may request additional core and contiguous counties after a major disaster declaration has been secured for Individual Assistance.

Public Assistance PDA: PA joint PDA teams assess damage and costs associated with the disaster's effect on public infrastructure and certain private nonprofit organizations (more information on Public Assistance [PA], is in Part IV, Section A of this *Guidebook*). Officials from local and state government, and FEMA "Reservists"¹ usually comprise the Public Assistance joint PDA teams. Occasionally U.S. Army Corps of Engineers "FEMA Cadre" members may be brought into service in lieu of FEMA Reservists.

Factors considered by FEMA (see 44 CFR 206.48) in making a recommendation to the President on a Governor's request for a major disaster declaration for Public Assistance are severity, magnitude, and impact, more specifically:

- < Estimated cost of the assistance - A figure of \$1.22 per capita statewide² and \$3.05 per capita for each disaster-affected county is used as an indicator that supplemental federal assistance may be warranted (these are amounts for FFY 2007, as adjusted annually on October 1);
- < Localized impacts - FEMA may evaluate impacts to one or more local governments, even when the statewide per capita figure is not met in situations where critical facilities are involved or localized per capita impacts are extremely high;
- < Insurance coverage in force - The amount of insurance coverage that is in force or should have been in force as required by law and regulation at the time of the disaster is considered, and the amount of estimated federal assistance is reduced by that amount;
- < Hazard mitigation - FEMA wants to recognize and encourage hazard mitigation; therefore it considers the extent to which state and local government hazard mitigation measures³ have contributed to a reduction in disaster damages and costs for the disaster under consideration;
- < Recent multiple disasters - The state's disaster history during the most recent 12 month period is considered to evaluate better the overall impact; this includes both previous federal and state declarations; and
- < Programs of other federal assistance - Is there another federal agency with the authority, expertise, and a program more appropriate to deliver the assistance needed?

¹ Disaster Assistance Employees (DAEs)

² With approximately 3.5 million residents, the threshold for Oregon is approximately \$4.25 million.

³ Consistent enforcement of building codes can be one way that the state and local governments show how hazard mitigation reduced disaster losses.

In addition, FEMA considers the impacts to essential governmental services and functions, the extent to which critical facilities are affected, and whether there are imminent threats to public health and safety.

Regarding the first factor above, events with greater per capita amounts have been declined as major disasters by the President due to a perception that the state has done a poor job of encouraging or requiring insurance or hazard mitigation, or due to the ability to meet the disaster needs with federal resources available without a Presidential declaration, or due to other factors. On the other hand, events with lower per capita figures have been declared by the President in many cases. The key is impact to communities, and serious, unmet disaster-related needs.

For events of unusual severity and magnitude, the President may authorize emergency assistance such as debris removal, emergency protective measures, and/or direct federal assistance, prior to the performance of a joint PDA.

Hazard mitigation: In recent years, FEMA has also utilized the joint PDA as an opportunity to quickly identify hazard mitigation opportunities before much of the permanent repair work has been accomplished. If there is a Presidential declaration, these opportunities will become one basis for the hazard mitigation early implementation strategy. There may be no Presidential declaration, but in either case, FEMA and OEM will share these ideas with local and state government and tribal entities so that they can be factored into the rebuilding. Recovery often provides a great opportunity to accomplish hazard mitigation.

Typically there are fewer teams of state and federal hazard mitigation specialists involved in the joint PDA. For example, for every three or four teams out assessing damage and impacts, there may only be one hazard mitigation team. Therefore, everyone involved in the joint PDA should be looking for ways of rebuilding things so there is less damage and hardship next time, and providing these ideas to the hazard mitigation PDA teams.

iii. Small Business Administration Damage Survey

When an IDA has not demonstrated enough damage to homes and businesses to request an Individual Assistance (IA) joint PDA, or in situations where the IDA has shown significant damage to businesses, but not to homes, the Governor can request an SBA damage survey instead of the IA joint PDA. In fact, the SBA can only conduct a damage survey if the Governor has made a formal request for an SBA Administrator's physical disaster declaration. In this sense, the damage survey is intended to verify damage estimates developed via the Initial Damage Assessment process, which have been included with the Governor's request. The SBA can provide technical assistance to the state without a Governor's request for a declaration.

Like an Individual Assistance (IA) joint PDA, local, state, and SBA personnel are involved in damage surveys. The SBA person on each team is looking for the same information he or she would be seeking during an IA joint PDA, so the process is not substantially different. The main difference is that FEMA is not involved. The American Red Cross may or may not be involved.

The SBA uses different damage categories than FEMA whether the assessment being conducted is an IA joint PDA or an SBA damage survey. The SBA uses only two categories: major and minor. Major is defined as uninsured loss/damage of 40% or more of the estimated fair market replacement value. Minor is defined as uninsured loss/damage of less than 40% of the estimated fair market replacement value.

FEMA has two additional categories: affected habitable and destroyed. The SBA places destroyed in the major category for the purpose of analysis and also notes the destroyed structures in the narrative which accompanies the analysis.

Criteria utilized by the SBA in making a determination on the Governor's request are covered in Part III of this *Guidebook*.

iv. Federal Highway Administration Damage Survey

For roads and bridges on the Federal Aid System (FAS) damaged by a natural disaster or catastrophic failure, ODOT and FHWA engineers conduct damage surveys. If the facility is a local road or bridge on the FAS, personnel from the local public works or road department are also involved in the damage survey. This usually involves on-the-ground visits to the damaged areas. After these teams have inspected damaged areas, the ODOT district office sends a *Damage Assessment Report* (DAR) to ODOT Maintenance Management Systems.

Damage survey information regarding roads and bridges should always clearly indicate which damage and costs are on the Federal Aid System and which are not.

In addition to the actual damage to roads, bridges, and associated facilities within the right-of-way, certain debris costs should be included in the damage survey estimate being developed for a possible FHWA declaration request: include the costs of removing debris from the traveled way, cut and fill slopes, and any additional clearing required to assure the full functioning of the pavement, drainage ditches, and structures including the clear zone for safety. Also include the cost of stockpiling and disposing of debris at adjacent sites, as well as those costs of removing marketable timber from the acceptable clearing limits and transporting to adjacent stockpile sites. Include debris in a stream that is a threat to the roadway or bridge. For example, the removal of logs wedged under a bridge or at a bridge pier would likely be considered eligible in order to protect the facility.

v. Agricultural Assessments

There are two agricultural assessments which may be done. The initial assessment is called a *Flash Situation Report*, and the more detailed follow-up assessment is called the *Damage Assessment Report*. More information on these can be found under Federal Process, Farm Service Agency, on page I-17.

d. State Request for Presidential Declaration

[The information below covers only state requests for Presidential declarations; information on state request for other federal agency programs are covered in Part I, Section A, 3.b.]

Assistance provided by the President through a declaration is supplemental, and is intended for situations where the appropriate response and recovery is beyond the capability of the state and affected local governments in which the disaster occurs. For example, one of the things the Governor must include in a request to the President for a declaration is information describing the nature and amount of state and local resources which have been or will be committed to alleviate the situation brought about by the disaster.

The joint PDA covered on pages I-8 to I-11 is the basis for the Governor's request to the President for a major disaster declaration, as well as confirmation that the Governor has taken appropriate action under state law and directed implementation of the state emergency management plan.

Upon completion of the joint PDA FEMA presents a summary and analysis of the data to the Governor and the OEM Director. The Governor must then decide if the damage, costs, and their impacts warrant a request to the President.⁴ Such a request is sent through the FEMA Regional Director. Factors FEMA considers in its recommendation to the President are included with the PDA information on pages I-9, 10 and 11. If the Governor decides to move forward with a request to the President, a letter is prepared for the Governor's signature by the OEM Director. PDA data is enclosed to support the request.

It is recognized that some disaster situations will be of such severity and magnitude that the need for federal assistance will be immediately clear. During these catastrophic events, the Governor may request federal assistance prior to the collection of PDA data, indeed perhaps even prior to the Initial Damage Assessment.

It is fairly uncommon, but the Governor can ask the President to declare an emergency, rather than a major disaster for "an incident which occurs or threatens to occur... which would not qualify under the definition of a major disaster."⁵ Emergency requests do not require a joint PDA, but rather require the Governor to demonstrate that "effective response is beyond the capability of the state and affected local governments, and hence requires supplementary federal assistance to save lives and to protect property, public health and safety, or to lessen or avert the threat of a disaster."⁶

To make a request under the emergency provisions of the Stafford Act, the Governor must have taken appropriate action under state law, implemented the state *Emergency Operations Plan*, committed local and state efforts and resources to the situation, requested other federal agency efforts and resources (other than through FEMA), and identified the type and extent of additional federal aid required. Emergency declaration requests are also conveyed to the President via the FEMA Regional Director.

3. Federal Process

a. Presidential Declarations

i. FEMA Analysis of Joint PDA and Recommendation

The Federal Emergency Management Agency (FEMA) advises the President on a response to the state's request for assistance based on the results of the Preliminary Damage Assessment. Key to this determination are the **magnitude and severity of the event, and the impact of serious disaster-related unmet needs** in the requested area. Serious unmet needs are those which cannot be met by local or state resources, other federal programs or authorities, volunteer agencies, or insurance.

⁴ 44 CFR 206.36 reads, in part, "The basis for the request shall be a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the state and affected local governments."

⁵ 44 CFR 206.35

⁶ *ibid.*

Other things that can affect the FEMA analysis include:

- < Recent disaster history in the state (multiple events tend to present cumulative impacts);
- < Concentration of damages;
- < Impact of damages on critical facilities; and
- < The extent to which hazard mitigation initiatives of the state and/or local governments reduced the impacts associated with the requested event.⁷

ii. Major Disaster or Emergency Declaration

If the impact and serious unmet needs of the disaster warrant federal disaster assistance, the President will declare the situation an emergency or major disaster, and release federal resources to assist the area in the recovery effort. A major disaster declaration may be made for Individual Assistance, Public Assistance, or both.

A Presidential declaration, like a Governor's declaration of a state of emergency is made for a geographic area, usually bounded by one or more county lines.

Major Disaster Declaration: The President can make a major disaster declaration whenever "any natural catastrophe...or, regardless of cause, any fire, flood or explosion, in any part of the United States...causes damage of sufficient severity and magnitude to warrant major disaster assistance under (the Stafford) Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."⁸

The major disaster assistance programs of the Stafford Act are described in Part II, and Parts IV, A, B, and G of this *Guidebook*.

Emergency Declaration: An emergency declaration may be made on "any occasion...which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or lessen or avert the threat of a catastrophe in any part of the United States."⁹ Federal assistance under an emergency declaration is generally limited to \$5,000,000.¹⁰

Under an emergency declaration, the President, or as delegated to the FEMA Associate or Regional Director, may "direct any federal agency, with or without reimbursement, to utilize its authorities and the resources granted to it under federal law...in support of state and local emergency assistance efforts to save lives, protect property and public health and safety, and lessen or avert the threat of a catastrophe."¹¹

⁷ 44 CFR 206.37 (c) (1) reads, in part, "...hazard mitigation measures taken by the state or local governments, especially implementation of measures required as a result of previous major disaster declarations..."

⁸ Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 93-288, as amended by PL 100-707 (Washington, D.C.: U.S. Congress, 1988), Section 102 (2).

⁹ *ibid.*, Section 102 (1).

¹⁰ 44 CFR 206.66

¹¹ Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 93-288, as amended by PL 100-707 (Washington, D.C.: U.S. Congress, 1988), Section 502 (a)(1).

Assistance which may be provided under an emergency declaration is more limited in scope as compared to a major disaster declaration. Assistance is short term, and is focused on particular needs, such as:

- < "Providing technical assistance for the performance of essential community services; issuance of warnings of risks or hazards; public health and safety information, including dissemination of such information; provision of health and safety measures; and management, control, and reduction of immediate threats to public health and safety;"¹²
- < Clearing debris to save lives, protect property, public health, and safety;
- < "Providing temporary housing; and
- < Assisting in the distribution of medicine, food, and other consumable supplies."¹³

"The federal share for (emergency) assistance provided... shall be equal to not less than 75 percent of the eligible costs."¹⁴

iii. FEMA-State Agreement

Upon the President's declaration of major disaster or emergency, the Governor and the FEMA Regional Director enter into a *FEMA-State Agreement* which prescribes the manner in which federal aid under the Stafford Act is to be made available.

The agreement lists the areas within the state which are eligible for assistance, stipulates any division of costs among federal, state, and local governments, specifies the period officially recognized as the duration of the major disaster or emergency, and contains other conditions of assistance.

b. Other Federal Declarations

In other cases, federal assistance may be sought without a Presidential declaration from the Small Business Administration, the Federal Highway Administration, the U.S. Army Corps of Engineers, the U.S. Department of Agriculture, and other federal agencies.

i. U.S. Small Business Administration

SBA disaster loan programs can be requested by the Governor in two ways:

- < A letter of request from the Governor to the SBA Area Director for a physical disaster declaration with supporting documentation from the Initial Damage Assessment (IDA), followed by an SBA damage survey to verify the IDA data, or
- < A letter of request from the Governor to the Area Director that the Economic Injury Disaster Loan (EIDL) Program be activated based on a certification by the Governor.

¹² *ibid.*, Section 502 (a)(3).

¹³ *ibid.*, Section 502 (a)(6) and (7).

¹⁴ *ibid.*, Section 503 (a).

These two requests must be made by the Governor in writing. More information on this, including SBA criteria, can be found in Part III, and forms may be found in the Forms Appendix.

There are also two ways that SBA disaster loan programs can be activated without a specific request by the Governor:

- < If the President declares a major disaster for Individual Assistance (based on the Governor's request for this program) the SBA Administrator will automatically activate the Physical Disaster Loan Program in the same counties declared for Individual Assistance, and the Economic Injury Disaster Loan Program in both those same declared counties, and all the counties which are contiguous with the declared counties.
- < If the US Secretary of Agriculture makes a natural disaster determination, the SBA Administrator will automatically activate the Economic Injury Disaster Loan (EIDL) Program for non-farm businesses affected by the loss of farm income in the same declared counties, and in those contiguous with the declared counties.

ii. Federal Highway Administration

The process the state follows in requesting Emergency Relief (ER) from the Federal Highway Administration (FHWA) is as follows;

- i. Local road departments and ODOT region(s) begin to restore essential services;
- ii. If warranted, the Governor declares an emergency; *a Governor's state of emergency declaration is a requirement if the state intends to request assistance through the Emergency Relief Program* (ER can also be made available through a Presidential major disaster declaration);
- iii. The ODOT Office of Maintenance notifies the FHWA Oregon Division that ODOT may seek FHWA Emergency Relief funding on behalf of the state and/or local governments with eligible highway system damage and costs;
- iv. The ODOT Office of Maintenance then submits in writing to the FHWA Oregon Division its request for Emergency Relief funding based on a *Damage Assessment Report* and related cost estimates (see page I-12);
- v. The FHWA Oregon Division makes a recommendation on ODOT's request to FHWA's regional and headquarters offices; and
- vi. The FHWA Administrator makes the final decision on providing Emergency Relief funds to the state and affected local governments.

If approved, funds are allocated to ODOT to cover estimated needs for the current federal fiscal year. Additional funding may be made available as needs arise. More information on the FHWA Emergency Relief Program may be found in Part IV, C of this *Guidebook*.

iii. Farm Service Agency

The Farm Service Agency (FSA) uses the terms natural disaster determination, designation, or declaration almost interchangeably. A request for the U.S. Secretary of Agriculture to declare a disaster for a natural hazard event such as drought is a fairly simple process usually following these steps;

- < County commissioners, usually by means of a letter, ask the Governor to request the U.S. Secretary of Agriculture to make a natural disaster determination. The letter should be sent to the Governor via the Oregon Department of Agriculture (ODA) Director with a copy to the OEM Director.
- < If it has not already occurred, ODA asks the FSA to convene County Emergency Boards (CEB) in the affected counties. CEBs are county organizations comprised of state and federal agricultural agencies and local producers.
- < The CEB convenes and produces a *Flash Situation Report*, which is the first assessment of damage and impacts caused by a natural disaster on the agricultural sector of the economy. This is usually done within 24 hours of disaster occurrence.
- < The State Emergency Board (SEB), which is equivalent to the CEB at the state level, reviews and analyzes one or more county *Flash Reports*, and notifies the Governor and ODA of its findings.
- < If the findings appear to be favorable to requesting federal assistance, the Governor must *within 90 days of occurrence, in writing*, notify the Secretary of Agriculture that a natural disaster has occurred and request a determination (designation/declaration) for the event in one or more counties.
- < The FSA, through the SEB, then has one or more CEBs develop a *Damage Assessment Report*, as a means of better demonstrating the total disaster impact on agriculture in one or more counties.
- < The U.S. Secretary of Agriculture reviews the *Damage Assessment Report* and makes a determination regarding which FSA disaster programs to activate in the affected counties. The Governor, ODA, SEB, and CEBs are all notified of the decision.

This process will take several weeks to complete and does not require a Presidential declaration. Information on FSA programs may be found in Part V of this *Guidebook*.

iv. FEMA Fire Management Assistance Grant Program (FMAGP)

FMAGP is a FEMA program which can be made available without a Presidential emergency or major disaster declaration. In order to obtain assistance under this program, the Governor, through his or her authorized representative, the State Forester, submits a request to the FEMA Regional Director. The request is submitted at the time a fire "constitutes a threat of major disaster," with the idea that implementing the FMAGP will help the state and federal government to *avoid* a major disaster declaration. Decisions about declaration requests are made by the Associate Director of FEMA based on information provided by the FEMA Regional Director and a "Principal Advisor," who is usually a wildfire expert from another federal agency such as the U.S. Forest Service.

FMAGP declaration decisions include “consideration of the following specific criteria: ¹⁵

- < Threat to lives and improved property, including threats to critical facilities/infrastructure, and critical watershed areas;
- < Availability of state and local firefighting resources;
- < High fire danger conditions, as indicated by nationally accepted indices such as the National Fire Danger Ratings System; and
- < Potential major economic impact.”

Criteria also include cost thresholds set annually by FEMA for each state for individual and cumulative fire costs. A state must meet both of these before the Associate Director can consider declaring a fire under FMAGP. These thresholds are adjusted annually. For 2007, Oregon’s thresholds were \$208,705 for an individual fire and \$626,116 cumulatively.

In addition to Oregon Department of Forestry, it also makes the Office of State Fire Marshal, the Oregon Military Department, other state agencies, local fire service agencies, and other local agencies and departments potentially eligible for reimbursement of costs associated with fire suppression and other efforts to protect the public, dwellings, businesses, critical infrastructure, and key watersheds from the imminent threat posed by a wildfire or complex of fires. Considerable information on implementation of this program can be found in Part IV, Section B, 5 of this *Guidebook*.

SECTION B. COORDINATION OF DISASTER RECOVERY ASSISTANCE

1. Local

a. Local Government Elected Officials

By state law, local elected officials have the lead role and primary responsibility for disaster response and recovery. Oregon Revised Statute (ORS) 401.035 (2) notes that “the executive officer or governing body of each county or city of this state is responsible for the emergency services system within that jurisdiction...” This responsibility is managed through establishment and maintenance of a local emergency management program by a person appointed by local elected officials as outlined in ORS 401.305, “each county of this state shall, and each city may, establish an emergency management agency which shall be directly responsible to the executive officer or governing body of the county or city. The executive officer or governing body of each county and any city which participates shall appoint an emergency program manager who shall have responsibility for the organization, administration, and operation of such agency, subject to the direction and control of the county or city.”

b. Local Emergency Program Manager

Under the direction of the local governing body, the Local Emergency Program Manager coordinates disaster recovery operations in his or her jurisdiction. The Local Emergency Program Manager may designate other local officials to coordinate specific pieces of the recovery process that are suited to their skills and role in the community.

¹⁵ 44 CFR 204.21

The Local Emergency Program Manager should see that all relevant data is collected and organized in a manner which facilitates the recovery process. This will often include collecting and collating data being submitted by other departments, and other jurisdictions.

The Emergency Program Manager serves as the primary local point of contact for the State Coordinating Officer, Governor's Authorized Representative, and Federal Coordinating Officer.

c. Damage Assessment Coordinator

Many Local Emergency Program Managers will designate and train a Damage Assessment Coordinator - and perhaps an alternate - to lead damage and impact assessment data collection, synthesis, and analysis, and to work with state, federal, and volunteer agency damage and impact assessment officials. Delegation of this role to another official can help the Local Emergency Program Manager to continue to focus on managing the emergency, especially in situations for which damage and impact assessments need to occur while response is still underway.

d. Recovery Coordinator

Sometimes local elected officials will designate someone other than the Local Emergency Program Manager to lead the overall community recovery effort. In this context, it is important to keep in mind that community recovery may include economic redevelopment, land use and urban planning issues, restoration of critical infrastructure, permits and habitat considerations, and hazard mitigation initiatives that cause the community to be rebuilt in a more disaster resistant way. Coordination of community recovery following an extensive disaster event is a full time job or more, and sometimes it is in the best interest of a community to designate one or more people specifically to this role.

2. State

a. State Coordinating Officer (SCO)

The State Coordinating Officer is the lead state official for implementing disaster recovery. The SCO is designated by and reports to the Governor's Authorized Representative (GAR - see the next page), and ultimately to the Governor. While the term SCO is associated with Presidential major disaster or emergency declarations, the concept of SCO applies to any significant disaster recovery effort. Following Presidential declarations, the SCO works with the Federal Coordinating Officer (FCO) throughout the disaster recovery period. In Oregon the SCO is often the Financial and Recovery Services Section Director of OEM.

The SCO is identified in the Governor's request for an emergency or major disaster declaration. He or she provides operational oversight and direction on behalf of the Governor's Authorized Representative (GAR) for Joint Field Office (JFO) operations. The SCO converts the GAR's strategic guidance into tactical plans, and implements them on behalf of the Governor and the Governor's Authorized Representative.

The SCO is responsible for the following activities:

- < Following Presidential declarations, works jointly with the FCO;
- < With the GAR, establishes state recovery priorities;
- < Works with the FCO to site a Joint Field Office, and with Local Emergency Program Managers to site any Disaster Recovery Center(s);
- < Selects staff to help manage the recovery effort, and deploys them to the Joint Field Office;¹⁶
- < Directs the state's disaster recovery operations at the JFO and any DRC(s), including directing the activities of state departments and agencies;
- < Acts as the GAR's liaison with local government for state and federal disaster recovery efforts, working to integrate state, federal, local, and voluntary agency actions; and
- < May also provide information to legislators in the affected areas.

The SCO's staff is composed according to the anticipated workload of the disaster recovery. This is usually done by evaluating the number and types of structures damaged or destroyed, the size and nature of the geographic area involved, and the number of people affected.

b. Governor's Authorized Representative (GAR)

For each Presidential major disaster or emergency declaration, the Governor appoints someone to represent him or her, an official known as the Governor's Authorized Representative. The GAR is usually the Director of Oregon Emergency Management, as indicated in the *Oregon Emergency Management Plan*. The GAR has the disaster recovery policy lead for the state.

The GAR and the State Coordinating Officer (SCO) may be the same or different people. During response to and the early stages of recovery from an emergency or major disaster there should be several alternate or assistant GARs and SCOs so that twenty-four hour per day operations can be conducted. The GAR is designated in the *FEMA-State Agreement* after an emergency or major disaster is declared by the President under the provisions of the Stafford Act. The GAR provides executive oversight and policy direction on behalf of the Governor.

The GAR is responsible for the following activities:

- < Activates the *Oregon Emergency Management Plan*;
- < Implements the Governor's emergency decisions;
- < Establishes response and recovery strategies;
- < Activates state departments and agencies;
- < Directs the activities of the SCO; and
- < Signs necessary documents on behalf of the state.

The GAR speaks as the Governor's representative. The GAR, SCO, and Federal Coordinating Officer (FCO - see next page) are responsible for making the ultimate decision on major response and recovery issues.

¹⁶ In situations for which there is no JFO, the state will typically manage operations from the OEM office in Salem.

3. Federal

a. Presidential Declarations

i. Federal Coordinating Officer (FCO)

The FCO is the senior federal official appointed to act for the President in managing and coordinating the overall federal response to the emergency or disaster. The FCO and staff are located in the JFO. The FCO has the authority to adjust the activities of the federal agencies to respond to the most urgent life saving and life support needs. The FCO works with federal, state and local government officials working in the disaster area as well as interested organizations, groups, and media, and is assisted by one or more Deputy FCOs.

The FCO is responsible for coordinating the overall response and recovery activities within the state. The FCO works closely with the SCO to determine state requirements and to coordinate these requirements with the federal agencies implementing Emergency Support Functions (ESFs) from the *Federal Response Plan* (NRP). The FCO may task the ESFs or any federal agency to perform additional missions not specifically addressed in the NRP.

The FCO staff includes a Chief of Staff (COS), Administrative Assistant, Secretary, Special Assistants, and Protocol Officer as required. The personal staff will vary with the severity and magnitude of the emergency, and report directly to the FCO.

The FCO may also be the Disaster Recovery Manager (DRM - see below). The FEMA Regional Director (RD) is the steward for the President's disaster funds being used in response and recovery operations. The RD will delegate this responsibility for financial matters for the declared disaster to a DRM. The RD may also delegate Deputy DRM responsibilities to the Deputy FCO and/or other managers.

The FCO and staff:

- < Determine the types of assistance that are most urgently needed;
- < Render assistance to those who need it as quickly as possible;
- < Assemble all federal agencies that have disaster assistance programs appropriate to the event and coordinate their activities; and
- < Take any other appropriate action to help the state and local communities respond to and recover from the event.

ii. Disaster Recovery Manager (DRM)

During response and recovery the Disaster Recovery Manager (DRM) is the designated federal official who may obligate the President's disaster funds to pay for response and recovery operations. While the FCO is responsible for coordinating the activities of federal agencies for disaster response and recovery operations, it is the DRM who obligates the funds for paying for the operations. Either the FCO or the DRM may make mission assignments. FEMA is responsible for payments to the tasked ESFs and their support agencies when accomplishing assigned missions, however, the ESFs are responsible for payment to sub-contracted entities outside of the federal structure.

iii. **National Response Plan (NRP)**

The *National Response Plan* (NRP) outlines how the federal government implements the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, to assist state and local governments when a major disaster or emergency overwhelms their ability to respond effectively to save lives; protect public health, safety, and property; and restore their communities. The NRP describes the policies, planning assumptions, concept of operations, response and recovery actions, and responsibilities of 27 federal departments and agencies, and the American Red Cross, that guide federal operations following a Presidential declaration of a major disaster or emergency.

The NRP is organized around the following “emergency support functions” (ESFs):

ESF #1 - Transportation - the lead is the U.S. Department of Transportation

ESF #2 - Communications - lead is the National Communications System

ESF #3 - Public Works and Engineering - lead is USACE

ESF #4 - Firefighting - lead is the U.S. Forest Service

ESF #5 - Emergency Management - lead is FEMA

ESF #6 - Mass Care, Housing, and Human Services - lead is FEMA

ESF #7 - Resource Support - lead is the federal General Services Administration

ESF #8 - Public Health & Medical Services - lead is U.S. Dept. of Health and Human Services

ESF #9 - Urban Search and Rescue - lead is FEMA

ESF #10 - Oil and Hazardous Materials Response - lead is U.S. EPA

ESF #11 - Agriculture and Natural Resources - lead is USDA

ESF #12 - Energy - lead is U.S. Department of Energy

ESF #13 - Public Safety and Security - lead is U.S. Department of Justice

ESF #14 - Long-Term Community Recovery and Mitigation - lead is FEMA

ESF #15 - External Affairs - lead is FEMA

The NRP also has annexes, including community relations, congressional and public affairs, donations management, financial management, logistics, and occupational safety and health. More information may be found via...

<http://www.fema.gov/rrt/frp/>

One method FEMA utilizes to accomplish tasks under the NRP is called mission assignments. See also Part IV, B, 1 of this *Guidebook*.

iv. Joint Field Office (JFO)

Once a Presidential declaration is made, the Federal Coordinating Officer must coordinate the actions of numerous federal recovery programs in the disaster area. To do this, in cooperation with the state, FEMA establishes a Joint Field Office (JFO) to oversee and support the entire operation.

The JFO is established in the vicinity of the disaster area and houses the Federal and State Coordinating Officers and their staffs. It also serves as the place where other federal agencies coordinate their disaster recovery efforts. In addition to FEMA, the following federal agencies may implement their recovery efforts from the JFO: the U.S. Small Business Administration, U.S. Army Corps of Engineers, Environmental Protection Agency (EPA), U.S. Department of Transportation, U.S. Department of Energy, the Farm Service Agency, Natural Resources Conservation Service, U.S. Forest Service, and others.

The JFO usually functions in the same location the entire time disaster recovery programs are being administered. This differs from Disaster Recovery Centers (DRCs) which often will operate for several days, then close, or move to another location.

Overall supervision and guidance of all state and federal recovery efforts is accomplished from the JFO. The JFO also provides an operating location for some functions such as the Assistance to Individual and Households Program, public information, community relations, National Flood Insurance Program coordination, administrative and financial support for federal disaster program workers, etc.

In a situation where the damage area covers a large geographical area there may be a need for supplemental JFO support in another area. In this case a satellite JFO will be established to operate in a limited capacity in order to extend the efficiency of JFO operations throughout the entire disaster area.

The organization of the JFO, like so many other aspects of disaster recovery, is not rigid and must remain flexible so that it may be adjusted to meet the needs of each disaster situation. The JFO remains open only until assistance activities can be handled by state and federal offices. The staffs return to their respective offices and finish disaster activities from there. A Joint Field Office is established even if the Presidential declaration is for Individual Assistance only. The cost of JFO operations is covered by the federal government.

If a declaration has been made for "Individual Assistance," FEMA may also establish one or more Disaster Recovery Centers (DRCs) in the disaster area. For more information on DRCs, see Part II, Section C.1 of this *Guidebook*.

b. Without a Presidential Declaration (Other Federal Declarations)

In cases where there is no major disaster declaration and therefore no FEMA Joint Field Office:

i. U. S. Small Business Administration

Following an SBA Administrator's declaration, the SBA will establish a temporary office to manage its own field operations. Many times the SBA will combine an Outreach Center that is open to the public with the temporary field office. Each disaster presents different needs that must be assessed for the proper program delivery approach. This assessment is usually done after the damage survey. For more information on Outreach Centers, see Part III.

ii. Federal Highway Administration

In all cases, the FHWA manages the program from its Oregon Division office in Salem, and ODOT from one of its district offices.

iii. Farm Service Agency (FSA)

If no Joint Field Office has been established because there is no Presidential declaration, the Farm Service Agency implements its disaster programs from its state office in Tualatin, and via local FSA offices throughout the state. Every county in Oregon has a FSA office assigned to it, often co-located with the Natural Resources Conservation Service and the OSU Extension office. For more information, see...

<http://www.fsa.usda.gov/or/countieswebsites.html>

Sometimes local soil and water conservation districts also co-locate with these federal agencies.

4. Voluntary Agency Coordination

The American Red Cross (ARC), which operates under a federal charter (PL 58-4), and to whom FEMA delegates certain authorities and responsibilities in the area of disaster assistance, in most cases will act as the point of volunteer agency coordination for disaster recovery operations. The American Red Cross was chartered by Congress in 1905.¹⁷ For more information on the disaster recovery roles of the ARC and other voluntary agencies, please see Part II, Section A.2 and 5.

¹⁷ For more information, see 44 CFR 206.12 and <http://www.redcross.org/museum/history/charter.asp>