

**FEMA, State, and Local Government's**  
*JOINT PRELIMINARY DAMAGE ASSESSMENT (PDA)*

*For*

**INFRASTRUCTURE**

*the Public Assistance Program*

# How we get a Public Assistance Declaration(usually)



Disaster Strikes

Step 1.



Initial Damage Assessment(IDA) Report damages to Local Emergency Manager(EM).

Step 2.



Local county EM compiles all IDAs and submits to OEM. OEM reviews , and makes recommendation to Governor.

Step 3.

Governor request Federal Assistance

Step 4.



Preliminary Damage Assessment (PDA) is a Joint FEMA/State effort to evaluate damage with local representatives.

Step 5.



Step 6.  
DECLARATION



FEMA reviews PDA evaluating **Severity, Magnitude,** and **Impact.** FEMA makes recommendation to President.



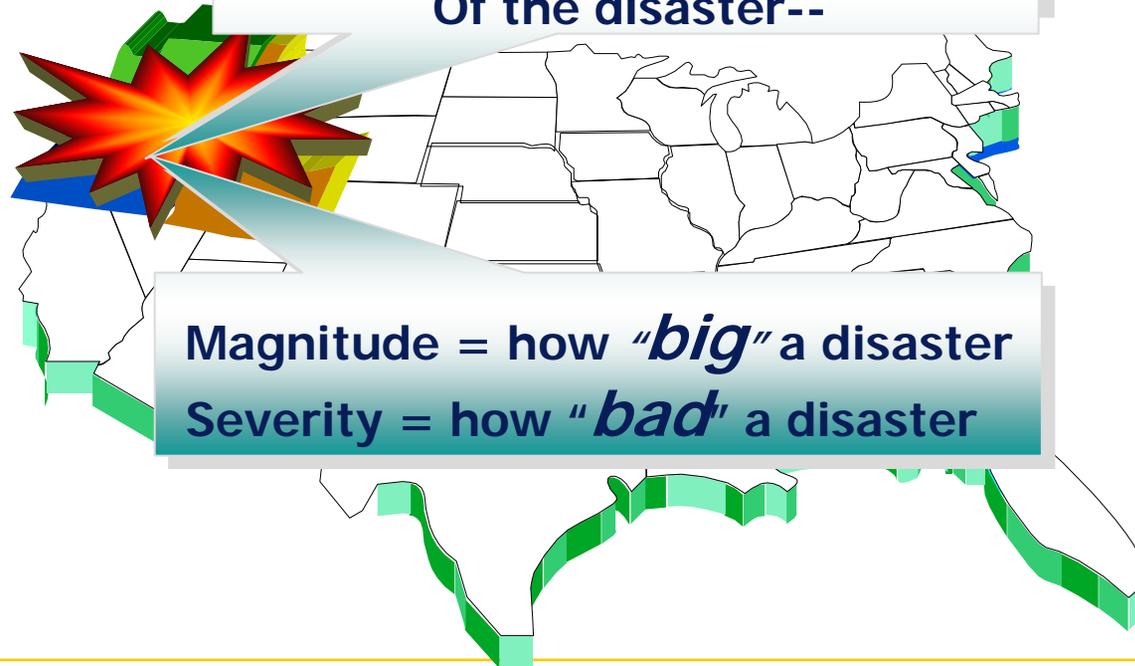
# Purpose of the Joint PDA

## OVERALL

A Governor's request for a declaration by the President  
*"shall be based upon a finding that the disaster is of such magnitude and severity that effective response is beyond the capabilities of the state and local governments"*

-- Section 401, Public Law 93-288, as amended; 44 CFR 206.36 and 206.48

To assess and define the  
**Magnitude** and **severity**  
Of the disaster--



Magnitude = how **"big"** a disaster  
Severity = how **"bad"** a disaster

# Joint Preliminary Damage Assessment

## Purpose

- Assessment used to determine the magnitude and impact of an event
- FEMA/State team visit local applicants and view their damage first hand to assess the scope of damage and estimate repair costs
- State uses results to determine if situation is beyond the combined capabilities of State and local resources
- Verify the need for supplemental Federal assistance
- Basis for requesting Federal disaster assistance



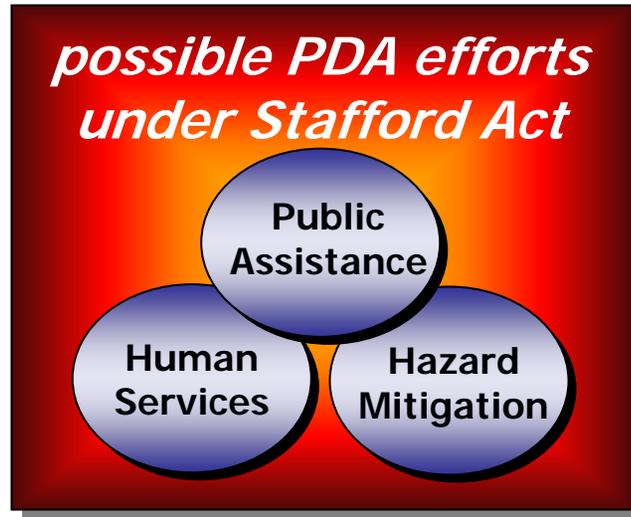
# Joint Preliminary Damage Assessment

## Continued

- Serves as foundation for preparing *Regional Summary and Regional Analysis and Recommendation*
- HQ makes recommendations to the President whether Federal assistance is warranted
- Helps forecast staffing levels, space requirements, and technical and other resources for Federal and State management of a recovery operation

# Process of the Joint PDA

## *TYPES OF ASSESSMENTS*



- Authorized under the Act**
- Public Assistance
  - Human Services
  - Hazard Mitigation
  - Direct Federal Assistance

# Process of Joint Infrastructure (IS) PDA

## BACKGROUND - FACTORS CONSIDERED (1 OF 2)

- Cost
- Local impacts
- Existing insurance coverage
- Hazard mitigation
- Recent disaster history
- Other Federal programs

-44 CFR 206.48

### Estimated cost of eligible assistance

- ✓ Statewide per capita impact of \$1.22 (*FFY 2007*)
- ✓ Countywide per capita impact of \$3.05 (*FFY 2007*)
- ✓ Minimum of \$1 million statewide

- 44 CFR 206.48 (a)(1)

- Memorandum from Executive Associate Director, 9/29/06

### Localized impacts

- ✓ Consider extraordinary concentration of damages
- ✓ Consider impact to critical facilities

- 44 CFR 206.48 (a)(2)

### Insurance coverage

- ✓ Consider amount in force (*and should be in force with regards to flood insurance*)
- ✓ Reduce damage cost by anticipated proceeds

- 44 CFR 206.48 (a)(3)

# Process of Joint IS PDA

## BACKGROUND - FACTORS CONSIDERED (2 OF 2)

- Cost
  - Local impacts
  - Existing insurance coverage
  - Hazard mitigation
  - Recent disaster history
  - Other Federal programs
- 44 CFR 206.48

*past PA mitigation  
efforts only*

### Hazard mitigation

- ✓ Consider extent mitigation efforts reduced disaster damages

- 44 CFR 206.48 (a)(4)

### Recent multiple disasters

- ✓ Consider past 12-month disaster history locally and statewide
- ✓ Stafford Act assistance and declarations by the Governor

- 44 CFR 206.48 (a)(5)

### Other Federal programs

- ✓ Consider availability of other appropriate Federal assistance

- 44 CFR 206.48 (a)(6)

# Process of Joint IS PDA

## *TYPES OF INFORMATION OBTAINED DURING AN IS PDA*

### *1 – Population and Budgetary Data*

#### Population and budgetary data

- ✓ Obtain population of counties, major jurisdictions, and states to calculate per capita impacts
- ✓ Obtain operations and maintenance budgets, per potential Applicant, to help verify and support conclusions

#### Four Types IS PDA Information

- population and budgetary data
- site-specific evaluations
- site-specific and jurisdictional-wide impacts
- special considerations

# Process of Joint IS PDA

## TYPES OF INFORMATION OBTAINED DURING AN IS PDA

### 2 – Site-Specific Evaluations

#### ❑ **Site-By-Site Evaluations of Eligible Work**

- ✓ Develop, record scope of work, and cost estimates for **prioritized areas**, **critical facilities**, and other facilities
- ✓ Develop projections for less severely damaged sites
- ✓ Collaborate and reconcile differences
- ✓ Summarize data for all jurisdictions surveyed

#### **Q. How do you prioritize areas and critical facilities?**

##### **A. Ask questions to determine worst hit (priority) areas**

- ✓ "Where are the most severely impacted areas?"
- ✓ "Where are the "high dollar" or most costly damages located?"
- ✓ "What damaged facilities have the most severe impact on the community?"
- ✓ "What essential/critical facilities or structures were damaged?"

#### **Examples of critical facilities**

*(Sec. 406(B), Disaster Mitigation Act 2001)*

- ✓ Hospitals, urgent care facilities
- ✓ Electric utilities, facilities, systems
- ✓ Water/wastewater treatment facilities
- ✓ Fire and police stations
- ✓ Communication facilities
- ✓ Important government facilities

#### **Four Types IS PDA Information**

- ❑ population and budgetary data
- ❑ site-specific evaluations
- ❑ site-specific and jurisdictional-wide impacts
- ❑ special considerations

# Process of Joint IS PDA

## TYPES OF INFORMATION OBTAINED DURING AN IS PDA

### 3 – Site-Specific and Jurisdictional-wide Impacts

#### Site-specific and jurisdictional-wide impacts

- ✓ Record the impact of the damages on a site-by-site basis
- ✓ Summarize impacts for the public entity surveyed

#### Q. How do you determine impacts?

##### A. Ask questions to determine severe impacts.

- ✓ "What health and safety threats exist?"
- ✓ "Are there isolated segments of the population?"
- ✓ "What local resources were committed?"
- ✓ "What are the affects on business and commerce?"
- ✓ "How will repairs be made? Scheduled? Paid for?"
- ✓ "What happens if no Federal assistance is made available?"

#### Examples of impacts

- ✓ Existing debris endangers residents, and impedes traffic
- ✓ Emergency vehicles cannot pass
- ✓ Road closure necessitates alternate routes in excess of 5 miles
- ✓ No additional local and county resources exist
- ✓ Severe loss to tax base
- ✓ Limited water treatment capacity exists

#### Four Types IS PDA Information

- population and budgetary data
- site-specific evaluations
- site-specific and jurisdictional-wide impacts
- special considerations

# Process of Joint IS PDA

## *TYPES OF INFORMATION OBTAINED DURING AN IS PDA*

### *4 – Special Considerations*

#### **Examples of Special Considerations**

- ✓ Flood and general insurance
- ✓ Large quantities of debris and debris types
- ✓ Environmentally sensitive areas (wetlands, floodplains, beaches, etc.)
- ✓ Socioeconomic/Environmental Justice
- ✓ Critical habitat areas or endangered species
- ✓ Historic or potentially historic properties affected
- ✓ Past mitigation practices

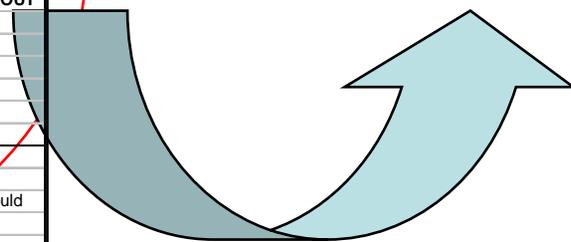
#### **Four Types IS PDA Information**

- population and budgetary data
- site-specific evaluations
- site-specific and jurisdictional-wide impacts
- special considerations

FEDERAL EMERGENCY MANAGEMENT AGENCY										PAGE 1 OF 1 PAGES	
PRELIMINARY DAMAGE ASSESSMENT SUMMARY										DATE	
										3/5/02	
PART I - APPLICANT INFORMATION											
COUNTY		NAME OF APPLICANT				NAME OF LOCAL CONTACT				PHONE NO.	
Ballyhou		Ballyhou County				Jim Slim				(555)555-1234	
POPULATION		TOTAL BUDGET				MAINTENANCE BUDGET				Date FY Begins	
19,832		Approved \$5,026,000		Balance \$2,500,000		Approved \$1,750,000		Balance \$800,000		July	
PART II - COST ESTIMATE - SUMMARY (COMPLETE SITE ESTIMATE BEFORE SUMMARIZING BELOW)											
CATE- GORY	NO. OF SITES	TYPES OF DAMAGE	COST ESTIMATE	Potential Local Funds for Recovery							
				FUND/ACCOUNT	Available Balance						
A	1	Debris Removal	\$179,000.00								
B	3	Emergency Protective Measures	\$65,089.00								
C	1	Bridge Destroyed	\$1,500,000.00								
C	2	Washouts/Culverts	\$162,750.00								
D	2	Water Control Facilities	\$213,460.00								
E	3	Buildings and Contents	\$14,720,000.00								
F	2	Public Utilities	\$966,100.00								
G	1	Parks & Other	\$100,000.00								
			TOTAL		TOTAL						
			\$17,906,399.00		0						
PART III - DISASTER IMPACTS (USE SEPARATE SHEETS IF NECESSARY)											
<b>A. GENERAL IMPACT</b>											
<b>1. IDENTIFY AND DESCRIBE DAMAGES WHICH CONSTITUTE A SERIOUS HEALTH AND/OR SAFETY HAZARD.</b>											
Debris has restricted road access and presents health hazard due to potential rodents and other insects. Bridge failure resulted in loss of access to residences, bus route lost. Restricted access on damaged roads is safety hazard for emergency vehicles and local residents. Building unstable, potential for failure. Water supply threatened. Water supply pump station off-line											
<b>2. POPULATION ADVERSELY AFFECTED DIRECTLY OR INDIRECTLY BY THE LOSS OF FACILITIES OR DAMAGES?</b>											
Bridge failure, access to residences limited on rough roads, hazardous to emergency vehicles. Loss of county Police Station.											
<b>3. WHAT ECONOMIC ACTIVITIES ARE ADVERSELY AFFECTED BY THE LOSS OF PUBLIC FACILITIES OR DAMAGES?</b>											
Loss of County Police station, major risk to public. County Police have been meeting in court house.											
<b>B. RESPONSE CAPABILITY: CAN THE APPLICANT RESPOND AND RECOVER FROM THE DAMAGES QUICKLY AND WITHOUT DEGRADATION OF PUBLIC SERVICES? DESCRIBE.</b>											
No, damage is extent enough to take from county employee's normal routine.											
<b>C. IMPACT ON PUBLIC SERVICES IF DECLARATION IS NOT MADE: e.g. Deferral of permanent repairs, impact on ongoing services and capital improvements, etc. Describe.</b>											
Significant hardship on remaining budget - 3/4 of fiscal year remaining with only half of budget available. Disaster damages would require more than remaining maintenance budget.											
NAME OF INSPECTOR				AGENCY				PHONE NO.			

# PRELIMINARY DAMAGE ASSESSMENT SURVEY (PDA)

- IMPACT
- SEVERITY
- MAGNITUDE



# Process of Joint IS PDA

## PDA SUMMARY OF DAMAGES FOR ALL POTENTIAL SUBGRANTEE

	A	B	C	D	E	F	G	H	I	J	K	L	M
1													
2	2/3/06 1:15 PM FINAL												
3	<b>OREGON PDA DRAFT ESTIMATE</b>												
4	<b>STATE OF OREGON MAJOR DISASTER REQUEST</b>												
5	<b>SEVERE WINTER STORMS 2005</b>												
6	<b>Public Law 93-288 as amended</b>												
7	<b>Estimated Requirements for Public Assistance</b>												
8													
9	<b>COST PER CATEGORY</b>											<b>PER CAPITA</b>	
10	<b>APPLICANT</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>TOTAL</b>		<b>POPULATION</b>	<b>IMPACT</b>	
11													
101	Linn County	\$17,221	\$71,660	\$752,579					\$841,460				
102	ODOT												
103	City of Brownsville						\$60,978		\$60,978				
104													
105	<b>POLK COUNTY</b>	<b>\$64,412</b>	<b>\$45,640</b>	<b>\$321,430</b>					<b>\$431,482</b>	<b>\$431,482</b>			
106	Polk County	\$64,412	\$45,640	\$321,430					\$431,482				
107	ODOT												
108													
109	<b>SHERMAN COUNTY</b>		<b>\$3,820</b>	<b>\$67,758</b>	<b>\$10,000</b>				<b>\$81,578</b>	<b>\$81,578</b>	<b>1,934</b>	<b>\$42.18</b>	
110	Sherman County		\$3,820	\$67,758	\$10,000				\$81,578				
111	ODOT												
112													
113	<b>TILLAMOOK COUNTY</b>	<b>\$40,550</b>	<b>\$2,500</b>	<b>\$286,300</b>	<b>\$144,000</b>	<b>\$18,500</b>	<b>\$55,300</b>	<b>\$8,500</b>	<b>\$555,650</b>	<b>\$555,650</b>	<b>24,262</b>	<b>\$22.90</b>	
114	Tillamook County Parks Dept	\$6,400						\$3,500	\$9,900				
115	Tillamook County Public Works	\$12,850		\$174,300					\$187,150				
116	ODOT												
117	Northwood Water District	\$3,300							\$3,300				
118	Port of Tillamook	\$17,000	\$1,000	\$12,000			\$15,000	\$5,000	\$50,000				
119	City of Wheeler			\$100,000			\$5,000		\$105,000				
120	Tillamook County PUD						\$30,000		\$30,000				
121	City of Manzanita						\$3,800		\$3,800				
122	Tillamook Anglers	\$1,000	\$1,500		\$1,000	\$18,500	\$1,500		\$23,500				
123	Tillamook Bay Habitat Estuary ID				\$143,000				\$143,000				
124													
125	<b>WHEELER COUNTY</b>			<b>\$15,591</b>					<b>\$15,591</b>	<b>\$15,591</b>	<b>1,547</b>	<b>\$10.08</b>	
126	Wheeler County			\$15,591					\$15,591				
127	ODOT												
128													
129	<b>TOTALS</b>	<b>\$501,514</b>	<b>\$674,863</b>	<b>\$6,245,822</b>	<b>\$218,032</b>	<b>\$41,217</b>	<b>\$453,070</b>	<b>\$625,130</b>	<b>\$8,759,648</b>		<b>3,421,399</b>	<b>\$2.56</b>	
130													
131													
132													
133	Note: Estimates reflect total eligible costs before any cost sharing												
134	Oregon Population (2000 census) 3,421,399												
135	Cost Per Capita: - State Threshold:												

County per capita impact of \$42.18

\$42.18

State per capita impact of \$2.56

\$2.56

Total state population

# Request for major disaster declaration

February 17, 2006

The Honorable George W. Bush  
President of the United States  
1600 Pennsylvania Avenue  
Washington, D. C. 20500

Through:

John Pennington  
Regional Director  
FEMA Region 10  
130 228<sup>th</sup> St. S.W.  
Bothell, WA 98021

Dear Mr. President:

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5206 (Stafford Act), and implemented by 44 CFR § 206.36, I request that you declare a major disaster for the State of Oregon as a result of severe storms, floods and mud and landslides beginning on December 18, 2005 through January 21, 2006. The damage was most severe in the counties of Benton, Clackamas, Clatsop, Columbia, Coos, Crook, Curry, Douglas, Gilliam, Jackson, Jefferson, Josephine, Lincoln, Linn, Polk, Sherman, Tillamook, and Wheeler counties and the Confederated Tribes of the Warm Springs Reservation.

Beginning on December 18, 2005 and continuing through January 21, 2006, a low pressure system moved toward and remained offshore of the coast of Oregon, allowing continuous storms to push into the western and central Oregon that included damaging winds, heavy rain, heavy snow fall, freezing rain and resulted in severe flooding. The cumulative effect of the unusual system produced hazardous conditions during this time period. Some areas of Oregon had record rainfall totals, with one reporting station receiving over 52 inches of rain during the incident period.

In response to the situation, I declared a State of Emergency on January 13, for 24 counties that had significant damages to public infrastructure. I have also taken appropriate action under State law and directed the execution of the State Emergency Plan in accordance with Section 401 of the Stafford Act.

Governor has 30 days from incident to request a major disaster declaration

The basis of the request shall contain:

- Beyond State and local government to respond
- Federal assistance under the Act is necessary to supplement the efforts by State and local governments to alleviate the result of the disaster

*The letter also includes information describing nature and amount of State and local resources committed*

**ENCLOSURE B TO MAJOR DISASTER REQUEST**

Estimated Requirements for Public Assistance  
Stafford Act

County	A	B	C	D	E	F	G	Total
Baker		\$154,983						\$154,983
Benton	\$95,005	\$215,231			\$2,100	\$451,132	\$5,670	\$769,138
Clackamas	\$368,197	\$348,874			\$194,100	\$16,400	\$27,000	\$954,571
<u>Clatsop</u>		\$94,317				\$30,000	\$4,210	\$128,527
Columbia	\$62,680	\$134,807	\$2,000			\$77,709		\$279,196
Coos		\$13,075			\$5,000			\$18,075
Curry		\$4,000						\$4,000
<u>Deshutes</u>	\$22,000	\$826,693			\$12,000		\$1,000	\$861,693
Gilliam		\$259,700						\$259,700
Hood River		\$285,894						\$285,894
Jackson		\$55,000						\$55,000
Jefferson		\$195,999			\$2,000			\$197,999
Josephine		\$20,000						\$20,000
Lake		\$142,200						\$142,000
Lane	\$110,000	\$561,855				\$718,000	\$2,000	\$1,391,855
Lincoln		\$69,588				\$197,175		\$266,763
Linn		\$193,980				\$225,566		\$419,546
Malheur		\$295,383			\$1,524	\$1,000		\$297,907
Marion	\$393,106	\$1,041,578	\$109,500		\$7,000	\$211,705	\$23,150	\$1,786,039
Morrow		\$155,502						\$155,502
Multnomah	\$692,795	\$3,476,666	\$30,000		\$295,200	\$107,000	\$37,000	\$4,638,661
Polk	\$93,689	\$107,722				\$220,755	\$6,500	\$428,666
Sherman		\$167,463						\$167,463
Tillamook	\$2,500	\$108,155			\$8,000	\$85,000	\$5,000	\$208,655
Umatilla		\$206,131			\$8,000	\$7,630		\$221,761
Union		\$278,185						\$278,185
Wallowa		\$24,487						\$24,487
Wasco		\$276,000			\$4,000			\$280,000
Washington	\$22,524	\$436,279			\$44,000	\$76,775		\$579,578
Yamhill	\$8,440	\$228,344			\$13,864	\$7,521		\$258,169
Totals:	\$1,870,936	\$10,517,973	\$141,500		\$598,788	\$2,433,368	\$111,530	\$15,816,295

CATEGORY

# Preparing for the Joint IS PDA

- Have cost documentation ready  
make copies of cost documentation (be prepared to review with FEMA/State)
- Have pictures of disaster damage
- Have estimates ready for review (and possible mitigation proposals/opportunities)
- Be prepared to go over agencies budget
- List damage locations on a map (site visits?)
- Be prepared to answer the PDA impact questions and provide summary of disaster damage (see handout)

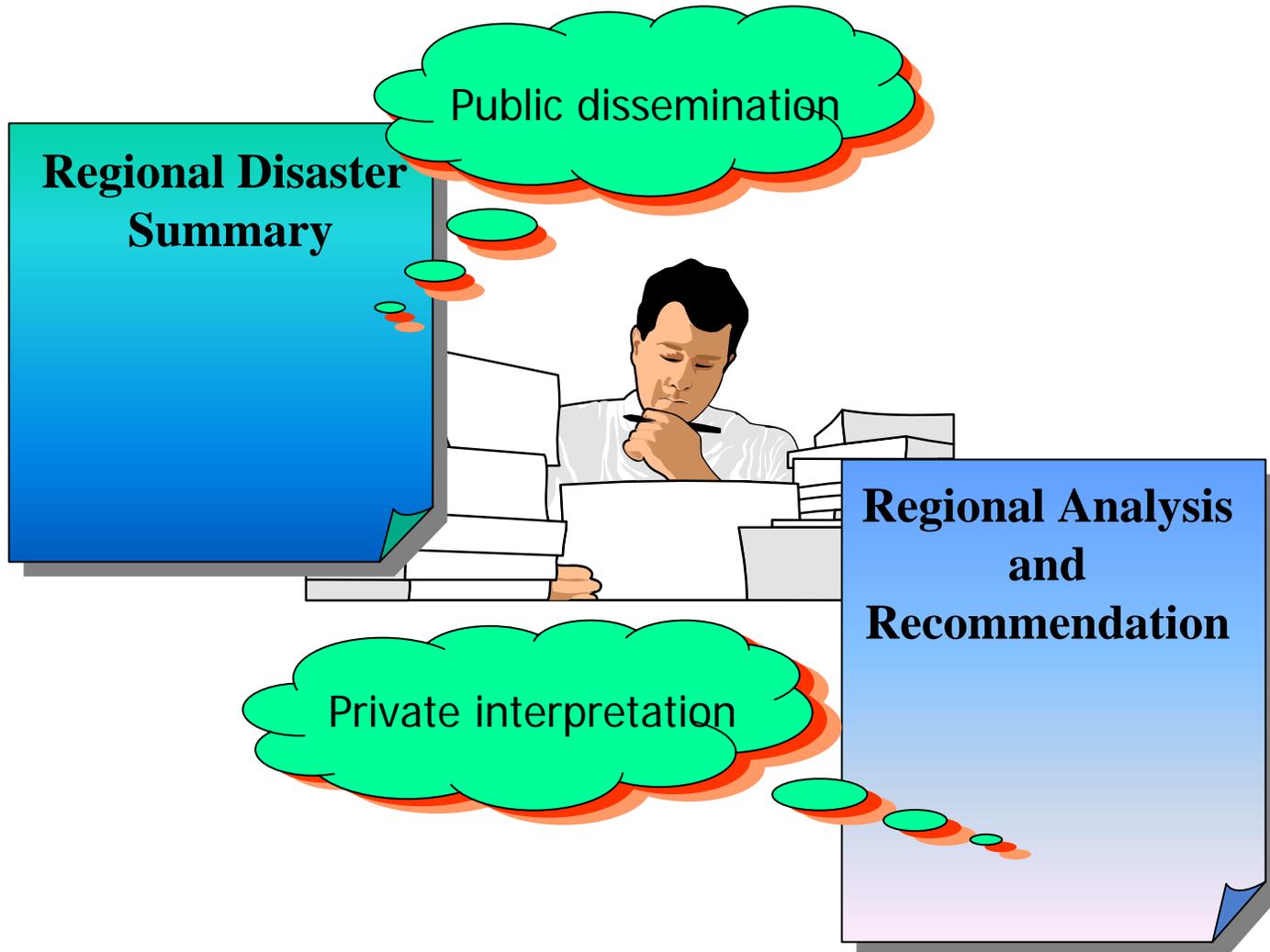
# Conducting the PDA

- When possible, use same local inspectors as those used in the IDA
- One group of teams will assess dwellings and businesses
- Other teams will assess infrastructure and emergency response costs

# Process of Joint IS PDA

## *REGIONAL REPORTS*

Two reports submitted to Washington, D.C.



# Process of Joint IS PDA

## REGIONAL REPORTS

### Regional Analysis and Recommendation

- Incident, incident period
- Governor's request and statutory requirements
- State and local resources committed?
- State of emergency declared? When?
- Insurance available? Where? Why?
- Voluntary agencies involved? Why?
- Other Federal agencies available?
- Past hazard mitigation actions?
- Previous disaster history?
- ❖ Human Services
- ❖ Infrastructure
- Recommendation

#### *Human Services*

- Housing
- Individuals, family units
- SBA
- DUA

#### *Infrastructure*

- Total dollar damages per category
- Narrative description, interpretation

Questions?