

4

FA 4 – Community Recovery

THIS PAGE LEFT BLANK INTENTIONALLY

Table of Contents

- 1 Purpose and Scope 1**
- 2 Policies and Agreements 1
- 3 Situation and Assumptions 1**
- 3.1 Situation 1
- 3.2 Assumptions 2
- 4 Roles and Responsibilities 3**
- 4.1 Emergency Preparedness Coordinator 3
- 4.2 Emergency Operations Center Staff 3
- 4.2.1 Operations Section 3
- 4.2.2 Planning Section 4
- 4.2.3 Logistics Section 4
- 4.2.4 Finance Section 4
- 4.2.5 Public Information Officer 4
- 4.3 City Public Works Department 5
- 4.4 City Community Development Department 5
- 4.5 City Administration 5
- 4.6 County Emergency Management 5
- 4.7 Other City Agencies 6
- 4.8 Central Lincoln PUD 6
- 4.9 Housing Authority of Lincoln County 6
- 5 Concept of Operations 6**
- 5.1 General 6
- 5.1.2 Local Request for County and State Assistance 6
- 5.1.3 Federal Recovery Efforts 7
- 5.2 Readiness 7
- 5.3 Short-Term Recovery Activities 8
- 5.3.1 Damage Assessment 8
- 5.3.2 Public Assistance 11
- 5.3.3 Individual Assistance 12
- 5.4 Intermediate Recovery 14
- 5.5 Long-Term Recovery Activities 14
- 5.5.1 National Disaster Recovery Framework 15
- 5.5.2 State of Oregon Recovery Plan 16
- 5.5.2 Community Planning and Capacity Building 16
- 5.5.3 Economic Recovery 16
- 5.5.4 Health Services Recovery 17

FA 4. Recovery Strategy

5.5.5 Social Services Recovery 17

5.5.6 Housing Recovery..... 17

5.5.7 Infrastructure Systems Recovery 17

5.5.8 Natural and Cultural Resources Recovery 17

6 Annex Development and Maintenance.....18

7 Supporting Plans and Procedures18

8 Appendices.....18

Appendix A Damage Assessment Materials..... 20

Appendix A-1 Initial Damage Assessment Checklist 22

Appendix A-2 Preliminary Damage Assessment Checklist 24

Appendix A-3 Initial Damage Assessment Summary Report
Form 26

Appendix B Public Assistance Materials..... 28

Appendix C Individual Assistance Materials 30

Appendix C-1 Disaster Recovery Center Requirements
Checklist..... 32

Appendix C-2 FEMA Disaster Recovery Center Site
Requirements List..... 34

Appendix D Typical Individual Assistance Programs 36

FA 4. Recovery Strategy

FA 4 Tasked Agencies	
Primary Agencies	City Administration
Supporting Agencies	All City personnel and applicable volunteers Central Lincoln People’s Utility District (PUD) Housing Authority of Lincoln County County Emergency Management Oregon Office of Emergency Management

1 Purpose and Scope

This annex outlines the basic City services and resources necessary to recover from a disaster. It covers the following functions:

- Damage Assessment
- Public Assistance
- Individual Assistance

In addition, this annex outlines the scope of long-term recovery activities as defined in the National Disaster Recovery Framework and State of Oregon Disaster Recovery Plan. The City has not developed a formal Recovery Plan to date, but will take the functional elements of long-term recovery into consideration in its recovery planning.

2 Policies and Agreements

The following policies and agreements are currently in place to support recovery for the City:

- None at this time.

3 Situation and Assumptions

3.1 Situation

The recovery phase of an emergency is the period of time following the response period, when actions are taken to help citizens return to a normal, or safer, life as soon as possible after an emergency.

Recovery is both a short- and long-term process. In the short term, emphasis is placed on restoring vital services to the community and identifying and providing basic needs to the public. Long-term recovery restores the community to its normal state, or better. It is at this point that knowledge gained by the incident is converted to mitigation measures for future hazard risks.

Local, County, and federal government are responsible for assisting the public and private sectors in disaster recovery. A widespread disaster may affect the functionality of business, disrupt employment, interrupt government services, and

FA 4. Recovery Strategy

impact tax revenue. Recovery is a function undertaken during and after an event, along with the response. Expeditious recovery will limit costs, damages, and long-term impacts on the community. The purpose of this Recovery Strategy annex is to provide a strategy for the City to coordinate its recovery efforts with its partners at the State and federal levels.

In most cases, recovery begins during an event's response phase, when damage is identified and assessed. Damages are classified as being in the private or public sector. The extent of damages in dollars will determine what, if any, State or federal assistance may be available during the recovery phase. To request this assistance, a local proclamation of emergency must be made and communicated to the Governor. Good record keeping and mitigation planning will support recovery efforts and ensure post-emergency compensation.

In addition to assistance available from governments, private nonprofit organizations support recoveries as well. The American Red Cross (Red Cross) and Salvation Army are examples of those involved in such efforts. The Governor can also request direct assistance from selected federal agencies without a formal presidential declaration.

A comprehensive guide to Community Recovery in the State of Oregon can be found at the following internet site:

http://www.oregon.gov/OMD/OEM/fin_rec/disaster_recover_guide.shtml.

3.2 Assumptions

- Disaster recovery typically lasts much longer and costs significantly more than preparedness and response activities.
- Recovery activities may continue long after the Emergency Coordination Center (ECC) has been closed, requiring the activities to be coordinated and managed from a different location.
- Depending on the type and scope of the incident, federal resources and/or funds may be available for public and/or private (individual and businesses) assistance.
- Long-term recovery planning and activities could include mitigation efforts to reduce the potential hazard of similar disasters in the future.
- Depending on the incident it may be more appropriate for some recovery functions to be tasked to a specific City department rather than an ECC Section.

4 Roles and Responsibilities

4.1 Emergency Preparedness Coordinator

The Emergency Preparedness Coordinator will coordinate the City's recovery activities, including the following actions:

- Activating the disaster assessment team or process.
- Ensuring that damage information is received from private nonprofit organizations.
- Receiving and compiling disaster information to:
 - Share the information with the appropriate County, State, Federal and municipal agencies.
 - Prioritize response and recovery activities.
 - Determine whether additional resources are needed.
 - Submit forms to County Emergency Management as needed.
- Coordinating with appropriate agencies to address unmet needs.
- Receiving and disseminating information to decision makers to prioritize recovery efforts and determine the need for State or federal assistance.
- Coordinating the involvement of community response partners regarding the Preliminary Damage Assessment (PDA) and disaster declaration process.
- Assisting County, State, and federal agencies with conducting PDAs.
- Ensuring that documentation of disaster-related response and recovery costs is complete.
- Coordinating with local officials to identify and recommend mitigation projects.

4.2 Emergency Operations Center Staff

The Emergency Preparedness Coordinator or ECC Coordinator will direct ECC staff in recovery actions. The City of Yachats does not have enough staff or volunteers to separate into separate sections of responsibility. These duties must be covered by a small number of people, who will have to multi-task extensively.

4.2.1 Operations Section

The Operations Section is responsible for:

FA 4. Recovery Strategy

- Coordinating work on long-term reconstruction, as well as restoration of roads, bridges, essential services, and essential service facilities.
- Coordinating temporary housing and long-term shelter operations for displaced individuals.
- Coordinating initial damage assessments.

4.2.2 Planning Section

The Planning Section is responsible for:

- Demobilizing resources.
- Documenting emergency activities.
- Creating situation status reports.
- Coordinating resource management with the Logistics Section and ECC Coordinator.
- Creating incident-specific maps to assist in damage assessment and recovery efforts.

4.2.3 Logistics Section

The Logistics Section is responsible for:

- Making arrangements for Disaster Recovery Center for the Federal Emergency Management Agency (FEMA). *See Appendix # for more information.*
- Documenting emergency activities.
- Coordinating resource management with the Planning and Finance Sections.

4.2.4 Finance Section

The Finance Section is responsible for:

- Keeping records of all costs incurred.
- Documenting emergency activities.
- Preparing documents for submission to State and federal government.
- Coordinating and documenting damage assessment.

4.2.5 Public Information Officer

The Public Information Officer (PIO) is responsible for:

FA 4. Recovery Strategy

- Disseminating public information.
- Documenting all emergency activities.

4.3 City Public Works Department

The Public Works Department may be responsible for the following actions in support of recovery:

- Supporting damage assessment activities.
- Ensuring restoration of the water and wastewater systems.
- Coordinating with law enforcement to restrict access to buildings, roads, and areas that are unsafe.

4.4 City Community Development Department

The City Community Development Department may be responsible for the following actions in support of recovery:

- Conducting damage assessment of prioritized facilities.

4.5 City Administration

The City Administration is responsible for all of the duties listed in this section, as well as the following actions in support of an emergency:

- Providing a qualified representative to report to the ECC and assume responsibility for all necessary fiscal activities.
- Financial Department duties and responsibilities include tracking, analyzing, approving, and reporting fiscal activities in support of recovery operations.

4.6 County Emergency Management

County Emergency Management may be responsible for the following actions in support of recovery:

- Assisting the City in coordinating damage assessment activities.
- Assisting the City in assembling the information for a local declaration of emergency.
- Providing technical support to ensure that documentation of the City's disaster response costs begin as soon as possible to support fiscal management in the event that State/federal disaster funds become available.

FA 4. Recovery Strategy

- Coordinating requests for and provision of State/federal recovery support.
- Conducting exercises and training for personnel in disaster recovery activities.

4.7 Other City Agencies

Other City agencies may be responsible for the following in support of recovery:

- Assisting with the damage assessment and disaster declaration processes as requested.
- Documenting disaster-related response and recovery costs.
- Coordinating with local officials to identify and recommend mitigation projects.

4.8 Central Lincoln PUD

The Central Lincoln PUD may be responsible for the following actions in support of recovery:

- Conduct damage assessment of the City's power infrastructure.

4.9 Housing Authority of Lincoln County

The Housing Authority of Lincoln County may be responsible for the following actions in support of recovery:

- Conduct short- and long-term disaster housing.

5 Concept of Operations**5.1 General**

Disaster recovery is a continuum of overlapping activities and efforts. These efforts include pre-disaster planning, and short-, intermediate, and long-term recovery activities to be further outlined in this section.

See the Basic Plan, Chapter 1 for procedures for declaring a state of emergency.

5.1.2 Local Request for County and State Assistance

If an emergency has occurred wholly within the boundaries of the City, a request for assistance from the County and/or State must be submitted to the County for transmittal to Oregon Office of Emergency Management (OEM) for consideration by the Governor. The State has a reasonable expectation that counties will endeavor to assist cities within their jurisdictions before turning to the State and/or federal government for assistance.

FA 4. Recovery Strategy

Requests for assistance submitted to the County for transmittal to the State must include:

- The type of emergency or disaster
- The location(s) affected
- Deaths, injuries, and 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
- Specific information about the assistance being requested

5.1.3 Federal Recovery Efforts

Community recovery assistance from the federal levels comes in the form of activating Emergency Support Function (ESF) 14 – Long-Term Community Recovery. This support function provides a mechanism for coordinating federal support to state, tribal, regional, and local governments; nongovernmental organizations; and the private sector to enable community recovery from the long-term consequences of extraordinary disasters. ESF 14 accomplishes this by identifying and facilitating availability and use of sources of recovery funding and by providing technical assistance for community recovery and recovery planning support. For information regarding County recovery procedures, refer to ESF 14 in the County EOP. For information at the federal level, ESF 14 can be found at <http://www.fema.gov/pdf/emergency/nrf/nrf-esf-14.pdf>.

NOTE: Detailed information regarding local and State recovery processes is provided in the State Disaster Recovery Plan.

5.2 Readiness

Focus: Preparing **Timeline:** Ongoing

Readiness efforts that build community and organization resiliency are paramount to the initiation, implementation, and success of recovery efforts. Specific efforts that must be undertaken in the readiness phase include:

- Pre-disaster planning, including maintenance and improvements of this plan, as well as local and tribal recovery plans, based on lessons learned and after action reports.
- Mitigation planning and project implementation at all levels (local, tribal, state) for natural, technological, and human-caused disasters.

FA 4. Recovery Strategy

- Building community capacity, including policy development and implementation, resource management, community education, infrastructure protection, recovery organization maintenance, and whole community planning and coordination.
- Conducting disaster readiness exercises and after action meetings.

5.3 Short-Term Recovery Activities

Focus: Stabilizing **Timeline:** 8 days to 1 month

Short-term recovery focuses on stabilizing communities. This phase of recovery addresses health and safety needs beyond rescue, the assessment of damages and needs, the prioritization and restoration of basic infrastructure, and the mobilization of recovery organizations and resources.

Short-term recovery activities may include:

- Mass care and sheltering.
- Removal of debris on primary transportation routes.
- Supporting businesses with temporary infrastructure.
- Providing ongoing surveillance and response to the public health impacts of a disaster.
- Identifying those in need of emotional/psychological support.
- Providing emergency and temporary medical care.
- Assessing and understanding risks and vulnerabilities to mitigate impacts.
- Short-term recovery activities are guided by the State EOP and coordinated through the State Emergency Coordination Center.

5.3.1 Damage Assessment

Damage assessment is conducted in two phases: Initial Damage Assessment (IDA) and Preliminary Damage Assessment (PDA). The IDA, a Planning Section responsibility, provides supporting information for the disaster declaration and is the responsibility of the City. The PDA is an in-depth analysis of long-term effects and costs of the emergency and is performed with the combined efforts of local, State, and federal agencies and the Red Cross.

- The timely and accurate assessment of damage to public or private property will be of vital concern to local officials following a disaster

FA 4. Recovery Strategy

and will have great bearing upon the manner in which recovery is conducted in the City.

- Damage assessments may need to be undertaken at different periods during a disaster event: a “windshield” survey may be conducted initially to obtain an overall general impression of the event’s impact as part of preparing to issue the disaster declaration. A more detailed damage assessment will need to be performed to document the need for State and federal aid.
- County, State, and federal assistance will depend upon the adequate and timely documentation of the results of the disaster on the local community.

5.3.1.1 Windshield Surveys

During the initial phase of an event with widespread property damage (such as windstorm, earthquake, etc.), normal communication links may not exist. It will be important to get an account of the damage as soon as possible in order to prioritize resource assignments.

As needed after an event, units from appropriate agencies may begin a process called “windshield surveys.” Windshield surveys consist of response agency units driving throughout the City in a systematic manner to survey predetermined high-priority facilities. When damage is discovered, a description of the situation is to be reported. The goal is to get a quick overview of the entire situation and then assign resources to the priority situations.

5.3.1.2 Initial Damage Assessment

During an emergency or disaster, local governments conduct a quick initial assessment of damages and impacts, sometimes as part of a request for state or federal resources to augment local ones. The Emergency Preparedness Coordinator coordinates this assessment and usually assigns some IDA responsibilities to other local government departments.

The IDA evaluates the damages and costs related to a disaster, the impact of the disaster on the community, and which state, federal, or volunteer agency programs might be able to provide needed assistance. With respect to federal assistance, a determination during the IDA of the extent of affected homes, businesses, and public facilities assists state officials in determining whether they need to follow up with other damage or impact assessments, possibly including a PDA for Individual Assistance, Public Assistance, or both.

As soon as it can safely be done during or following the event, local officials should complete the Initial Damage Assessment Summary Report Form and forward it to the County. Counties should forward the completed form to OEM.

Table 1 outlines the City’s priorities for damage assessment.

FA 4. Recovery Strategy

Table 1 City of Yachats Damage Assessment Priorities

Priority #1	Public Safety and Restoration of Vital Services
Emergency Operations	City Hall (Emergency Operations Center) Yachats Rural Fire Protection District facilities Lincoln County Sheriff’s Office facilities Public Works Department facilities
Hazardous Industries	Hazardous occupancy industry Natural gas pipelines Electrical power stations and other like facilities
Utilities & Transportation Infrastructure	Sanitary sewer Storm and water lines Bridges and overpasses
Medical Facilities	Mass care and shelter facilities Medical clinics
Other Vital Public Services	Schools and other public facilities Food suppliers Other major businesses
<i>Note: Each facility should be analyzed on structural integrity, safety, functional capability, and estimated costs to repair or replace.</i>	
Priority #2	Assessment of Damage to Support Emergency or Major State or Emergency Declaration
	Multi-family complexes Single-family residences Other businesses

5.3.1.3 Preliminary Damage Assessment

The IDA should provide the basis for PDA activities. PDAs most often occur during the recovery phase after initial response activities have taken place. Finance Section personnel should be able to perform the tasks outlined below.

- Identify damaged facilities and lead State and federal damage assessment teams to them.
- Document expenditures in response to events for which a declaration has been requested. The State of Oregon standard for cost estimating is contained in the State Forestry Fire Plan. If the City can document actual costs, these should be used to develop accurate cost estimates.

The City Department of Public Works will provide personnel to lead damage assessment teams. Volunteers may be trained and can be expected to lead damage assessment teams for Priority #2 IDAs. Additional support may be available from the County.

See the State Disaster Recovery Guidebook, Part I – Overview for more detailed information on damage assessment.

FA 4. Recovery Strategy

5.3.2 Public Assistance

Requests for Public Assistance for the City will be coordinated with County Emergency Management.

5.3.2.1 Eligible Entities and Projects

Eligible applicants under the Public Assistance Program are units of local government, state agencies, organizations and agencies of native peoples, and private nonprofit organizations that meet certain criteria.

To be eligible for assistance, a project must result from a Presidentially declared emergency or major disaster, lie within the designated disaster area, be the responsibility of an eligible applicant, and not fall within the authority of another federal agency.

5.3.2.2 Request for Public Assistance

Applicants notify FEMA of their intent to apply for public assistance by filing a Request for Public Assistance form. The request form is an applicant's official notification to FEMA of the intent to apply for Public Assistance. The form outlines general information identifying the applicant, including the applicant's name, address, and primary and secondary contacts. If the applicant is unable to submit the request form to OEM at the Applicants' Briefing, the applicant must submit the form within 30 days of the date of designation of the County for Public Assistance. An applicant need not wait until all damage is identified before requesting assistance.

Federal and State personnel will review each request form to ensure applicant eligibility. Once a request form has been submitted, project formulation can begin. Project formulation is the process of documenting the eligible facility, the eligible work, and the eligible cost for damaged projects.

5.3.2.3 Steps to Obtain Disaster Assistance

There are five primary steps to obtaining public disaster assistance:

- A request form is submitted by the applicant.
- A Public Assistance Coordinator is assigned to each applicant.
- The applicant presents a list of damages to the Public Assistance Coordinator at the kickoff meeting. This list serves as the basis for completing Project Worksheets. The applicant then has 60 days from the date of the kickoff meeting to report or identify damages to FEMA.
- The Public Assistance Coordinator and State staff work with the applicant/subgrantee to identify any special considerations, ensure that all damage and emergency work costs are identified, and ensure that the scope-of-work on Project Worksheets is eligible and complete.
- Upon approval of Project Worksheets, the funds are obligated to OEM, who is the grantee and will disburse Public Assistance funds to the

FA 4. Recovery Strategy

subgrantee. Federal funds for small projects will be disbursed after approval, and federal funds for large projects will be disbursed as work is accomplished.

See the State Disaster Recovery Guidebook, Part IV – Programs Which Assist Public Agencies for more detailed information on public assistance.

5.3.3 Individual Assistance

Individual Assistance programs strive to meet the disaster-related needs of individuals and families while utilizing disaster assistance resources as efficiently as possible. Disaster recovery officials especially strive to avoid duplication of benefits. Efficient use of recovery resources is also aided by providing assistance through a sequence of programs. Those with serious unmet disaster-related needs proceed through each step until all avenues, public and private, have been explored to meet those needs.

5.3.3.1 Insurance

Claims should be made in accordance with appropriate insurance policies in effect for the hazard that caused the disaster. Disaster assistance programs are not a replacement for proper insurance, nor can any disaster assistance program provide cost recovery for those affected by disaster as comprehensive as that provided by insurance policies. Moreover, most natural disasters that affect an individual or family are not widespread enough to result in the implementation of federal disaster assistance programs. Hence, in the vast majority of cases, insurance and voluntary agency assistance are the only avenues for helping families and individuals recover.

5.3.3.2 Voluntary Agency Assistance

Many voluntary agencies provide disaster recovery assistance to individuals and families. Like insurance, voluntary agencies should be viewed as having resources that are utilized prior to governmental disaster assistance programs. In cases for which there is a Presidential declaration of emergency, access to some voluntary agency assistance may be gained at or through Disaster Recovery Centers. Most voluntary agency assistance is intended to meet immediate disaster-related needs such as shelter, food, clothing, health and medical care (including counseling and mental health assistance), essential household furnishings, bedding, transportation, and, sometimes, temporary assistance to rent housing.

See Appendix D, Typical Individual Assistance for additional individual assistance programs.

5.3.3.3 Disaster Recovery Centers

Upon a Presidential disaster declaration, a Disaster Recovery Center may be established. In addition to numerous grant and assistance programs available through the Disaster Recovery Center, the Individual and Family Grant Program provides grants to meet disaster-related necessary expenses or serious needs for which assistance by other means is either unavailable or inadequate.

FA 4. Recovery Strategy

Logistics Section personnel may be called upon to arrange a large facility (often a school, church, or community center) to serve as a Disaster Recovery Center. The Federal Emergency Management Agency (FEMA) is responsible for operating Disaster Recovery Centers, which are often located in facilities such as schools, churches, and community centers. A Disaster Recovery Center provides a location where citizens can meet with local, state, federal, and volunteer agency representatives to apply for disaster assistance. Advertising of these facilities will be coordinated by the Public Information Officer (PIO) through the Joint Information Center (JIC), located in the federal/state disaster field office. Federal, state, local, and volunteer agencies may provide or accept applications for the following services through the Disaster Recovery Center:

- Temporary housing for disaster victims whose homes are uninhabitable as a result of a disaster.
- Essential repairs to owner-occupied residences in lieu of temporary housing so that families can return to their damaged homes.
- Disaster unemployment and job placement assistance for those unemployed as a result of a major disaster.
- Disaster loans to individuals, businesses, and farmers for refinancing, repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.
- Agricultural assistance payments, technical assistance, and federal grants for the purchase or transportation of livestock.
- Information regarding the availability of and eligibility requirements for food stamps.
- Individual and family grants to meet disaster-related expenses and other needs of those adversely affected by major disasters when they are unable to meet such needs through other means.
- Legal counseling to low-income families and individuals.
- Tax counseling concerning various disaster-related benefits.
- Consumer counseling and assistance in obtaining insurance benefits.
- Crisis counseling and referrals to mental health agencies to relieve disaster-caused mental health problems.
- Social Security assistance for those who are eligible, such as death or disability benefits or monthly payments.

FA 4. Recovery Strategy

- Veterans' assistance such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration (VA) if a VA-insured home has been damaged.
- Other specific programs and services appropriate to the disaster.

Logistics may also arrange office space, document reproduction services, etc. for state and federal damage assessment teams.

If federal mobile homes are to be supplied for use as emergency shelters, the Logistics Section may assist in site choice and preparation consistent with the City's local comprehensive land use plan.

See the State Disaster Recovery Guidebook, Part II – Programs Which Assist Families and Individuals for more detailed information on individual assessment.

5.4 Intermediate Recovery

Focus: Rebuilding **Timeline:** 1 month to 18 months

Intermediate recovery focuses on rebuilding the community. This phase of recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

Intermediate recovery activities may include:

- Providing interim housing.
- Repairing and restoring infrastructure.
- Providing support to reestablish businesses.
- Engaging support networks to provide ongoing emotional/psychological support to those in need.
- Ensuring continuity of public health and health care services.
- Provide social services assistance to vulnerable populations, including food programs, unemployment programs, and self-sufficiency programs.
- Mitigating future impacts through education of the community on ways to rebuild stronger.

5.5 Long-Term Recovery Activities

Focus: Revitalizing **Timeline:** 18 months and beyond

FA 4. Recovery Strategy

Long-term recovery focuses on revitalizing the community. This phase of recovery may continue for months or years and addresses complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or destroyed social, economic, natural; and built environments; and the transition to self-sufficiency, sustainability, and resilience.

Long-term recovery activities may include:

- Providing long-term housing solutions.
- Rebuilding of infrastructure to meet future needs.
- Implementing long-term economic revitalization.
- Providing ongoing psychological/emotional support.
- Reestablishing disrupted public health and health care resources.
- Ensuring continuation of key social services to support vulnerable populations.
- Implementing long-term mitigation strategies.

5.5.1 National Disaster Recovery Framework

The National Disaster Recovery Framework is a guide that enables effective recovery support to disaster-impacted States, tribes, territorial and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

The National Disaster Recovery Framework is consistent with the principles set forth in the Presidential Policy Directive 8, National Preparedness (PPD-8), which directs FEMA to work with interagency partners to publish a recovery framework. It is the first framework published under the Presidential Policy Directive reflecting the core recovery capabilities by supporting operational plans as an integral element of a National Preparedness System. It is a first step toward the PPD-8 objective to achieve a shared understanding and a common, integrated perspective across all mission areas—Prevention, Protection, Mitigation, Response, and Recovery—in order to achieve unity of effort and make the most effective use of the nation’s limited resources.

The National Disaster Recovery Framework defines:

- Core recovery principles.
- Roles and responsibilities of recovery coordinators and other stakeholders.

FA 4. Recovery Strategy

- A coordinating structure that facilitates communication and collaboration among all stakeholders, as well as guidance for pre- and post-disaster recovery planning.
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer.

The National Disaster Recovery Framework introduces six new Recovery Support Functions that provide a structure to facilitate problem solving, improve access to resources, and foster coordination among state and federal agencies, nongovernmental partners and stakeholders. Each Recovery Support Function has coordinating and primary federal agencies and supporting organizations that operate together with local, state, and tribal government officials, nongovernmental organizations, and private-sector partners.

The National Disaster Recovery Framework presents three positions that provide focal points for incorporating recovery considerations into the decision-making process and monitoring the need for adjustments in assistance where necessary and feasible throughout the recovery process. These positions are Federal Disaster Recovery Coordinator, State or Tribal Disaster Recovery Coordinator, and Local Disaster Recovery Manager.

5.5.2 State of Oregon Recovery Plan

The State of Oregon Recovery Plan guides disaster recovery activities throughout the state. The plan outlines policies, procedures, and organizational structures that will be used to coordinate state recovery activities and resources in support of local and tribal partners, community-based organizations, and the private sector.

5.5.2 Community Planning and Capacity Building

The core recovery capability for community planning is the ability to effectively plan and implement disaster recovery activities, engaging the whole community to achieve their objectives and increase resilience. The goal of recovery planning for the City is to unify and coordinate expertise and assistance programs from across the City and in coordination with the County to aid in restoring and improving the ability of the City to organize, plan, manage, and implement recovery. Recovery planning assists the City in developing a pre- and post-disaster system of support for their communities emphasizing the integration of hazard mitigation throughout the planning process. Recovery planning will serve as a forum for helping to integrate the nongovernmental and private-sector resources into City recovery planning processes.

5.5.3 Economic Recovery

The core recovery capability for economic recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. Economic recovery is a critical and integral part of recovery. Disasters damage not only property but also entire markets for goods and

FA 4. Recovery Strategy

services. The speed and effectiveness of returning a community to self-sufficiency and vitality depend upon quickly adapting to changed market conditions, reopening businesses, and/or establishing new businesses. Businesses employ workers, provide for community needs and services, and generate revenue once again, allowing the community, both its members and government, to provide for itself.

5.5.4 Health Services Recovery

The core recovery capability for health and social services is the ability to restore and improve health and social services networks to promote the resilience, health, independence, and well-being of the whole community. The City will participate in locally led recovery efforts to address public health, health care facilities and coalitions, and essential health service needs.

5.5.5 Social Services Recovery

The core recovery capability for social services is the ability to restore social service networks to promote the resilience and well-being of affected individuals and communities. These include restoration of service, identification of critical areas of need, a Social Services Recovery Action Plan, and improvements to social services networks post-disaster.

5.5.6 Housing Recovery

The core recovery capability for housing is the ability to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Like infrastructure and safety services, housing is a critical and often challenging component of disaster recovery. It is critical because local economies cannot recover from devastating disasters without adequate housing, especially affordable housing. It is challenging because many years' worth of housing repair, rehabilitation, reconstruction, and new construction often need to occur at an accelerated pace as a result of a disaster. These conditions create design, construction, labor, materials, logistics, inspection, and financing issues.

5.5.7 Infrastructure Systems Recovery

The core recovery capability for infrastructure systems is the ability to efficiently restore the infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards. This function promotes a holistic approach to disaster recovery coordination, support, planning, and implementation for infrastructure systems that serve the community.

5.5.8 Natural and Cultural Resources Recovery

The core recovery capability for natural and cultural resources is the ability to protect these resources, including historic properties, through appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore them in a manner consistent with post-disaster community priorities and in compliance

FA 4. Recovery Strategy

with appropriate environmental and cultural resources laws. This function coordinates departments and agencies working together to provide information and assistance to communities seeking to protect and restore natural and cultural resources during recovery.

6 Annex Development and Maintenance

The Emergency Program Manager, in coordination with identified primary and supporting agencies, is responsible for regular review and maintenance of this annex. To ensure that City staff are familiar with their roles in providing disaster recovery services, the City will incorporate elements of recovery into its training and exercise program.

7 Supporting Plans and Procedures

The following documents support recovery for the City:

- County Emergency Operations Plan
- State of Oregon Emergency Operations Plan
- State of Oregon Disaster Recovery Plan
- National Response Framework
- National Disaster Recovery Framework

8 Appendices

- Appendix A – Damage Assessment Materials
 - A-1 – Initial Damage Assessment Checklist
 - A-2 – Preliminary Damage Assessment Checklist
 - A-3 – Initial Damage Assessment Summary Report Form
- Appendix B – Public Assistance Materials
- Appendix C – Individual Assistance Materials
 - C-1 – Disaster Recovery Center Requirements Checklist
 - C-2 – FEMA Disaster Recovery Center Requirements Worksheet
- Appendix D – Typical Individual Assistance Programs

Appendix A Damage Assessment Materials

- A-1 Initial Damage Assessment Checklist**
- A-2 Preliminary Damage Assessment Checklist**
- A-3 Initial Damage Assessment Summary Report Form**

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix A-1 Initial Damage Assessment Checklist

[Planner note: The following document will be added to the hard copies and on the CD during production:

(http://www.oregon.gov/OMD/OEM/docs/financial/ida_checklist_v2.pdf).]

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix A-2 Preliminary Damage Assessment Checklist

[Planner note: The following document will be added to the hard copies and on the CD during production:
(http://www.oregon.gov/OMD/OEM/docs/financial/pda_checklist_v2.pdf).]

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix A-3 Initial Damage Assessment Summary Report Form

Electronic copies of the following damage assessment forms can be found at http://www.oregon.gov/OMD/OEM/fin_rec/section_b_form.shtml.

- Individual Assistance Initial Damage Assessment Field Data Collection Form
- Estimated Disaster Economic Injury Worksheet For Businesses
- Infrastructure (Public Assistance) Initial Damage Assessment Field Data Collection Form - Instructions for form are attached (Excel Spreadsheet)
- Individual Assistance Initial Damage Assessment and Preliminary Damage Assessment Calculation and Summary Form
- Initial Damage Assessment Summary Report Form (Excel Spreadsheet)
- Individual Assistance Joint Preliminary Damage Assessment Team Assignments
- Joint Preliminary Damage Assessment Individual Assistance Field Form (Adapted from FEMA Form 76-39)
- Public Assistance Preliminary Damage Assessment Site Estimate (Joint FEMA-OEM Form adapted from a FEMA Form)
- Public Assistance Preliminary Damage Assessment Summary (FEMA Form 90-80)

[Planner note: The following document will be added to the hard copies and on the CD during production: O:\OR OEM\Forms and Checklists\O:\OR OEM\Forms and Checklists\Damage Assessment Forms]

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix B Public Assistance Materials

Electronic copies of the following public assistance materials can be found at <http://www.fema.gov/government/grant/pa/forms.shtm>.

- Request for Public Assistance (FF90-49)
- Hazard Mitigation Proposal (FF90-61)
- Project Worksheet (FF90-91)
- PW-Damage Description and Scope of Work Continuation Sheet (FF90-91A)
- PW-Cost Estimate Continuation sheet (FF90-91B)
- PW-Maps and Sketches Sheet (FF90-91C)
- PW-Photo Sheet (FF90-91D)
- Validation Worksheet (FF90-118)
- Project Validation Form (FF90-119)
- Special Considerations Questionnaire (FF90-120)
- PNP Facility Questionnaire (FF90-121)
- Historic Review For Determination of Adverse Effect (FF90-122)
- Force Account Labor Summary Record (FF90-123)
- Materials Summary Record (FF90-124)
- Rented Equipment Summary Record (FF90-125)
- Contract Work Summary Record (FF90-126)
- Force Account Equipment Summary Record (FF90-127)
- Applicant's Benefit Calculation (FF90-128)

[Planner note: The following document will be added to the hard copies and on the CD during production: O:\OR OEM\Forms and Checklists\Federal Cost Reimbursement Forms]

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix C Individual Assistance Materials

C-1 Disaster Recovery Center Requirements Checklist

C-2 FEMA DRC Requirements Worksheet

THIS PAGE LEFT BLANK INTENTIONALLY

FA 4. Recovery Strategy

**Appendix C-1 Disaster Recovery Center Requirements Checklist
General Information**

Disaster Recovery Centers are sited only in jurisdictions where the need exists and local officials request them. There is no state or federal reimbursement for costs associated with use of the building selected (e.g., rent and utility costs).

Local officials must be willing to provide security at the facility during daily operations. Disaster Recovery Centers may be open for as short as a few days, to as long as a few weeks. Site selection for Disaster Recovery Centers is a joint local, state, and federal responsibility. This process is facilitated when local officials have identified and prepared ahead of time buildings that could serve as Disaster Recovery Centers.

Required

The following should be considered in identifying possible facilities to serve as Disaster Recovery Centers:

- The building must be large enough for the needs of the situation (number of agencies and clients anticipated in the Disaster Recovery Center). This may vary from as few as 1200 to more than 4500 square feet. Consequently, it is advisable to identify a variety of buildings of different sizes in different locations within your jurisdiction.
- Sufficient tables and chairs to meet the needs of the situation should be readily available (either in the facility or easily moved to the facility). Each agency working at the facility will need at least one table and five chairs.
- The building must have heat, electricity, good lighting, potable water, rest rooms, and adequate parking.
- Appropriate emergency medical support should be quickly available to the building.
- Appropriate fire protection should be readily available.
- Access to and through the building must be barrier-free for disabled persons. (Disaster Recovery Centers must meet Americans with Disabilities Act requirements and have a certification to that effect from the local building official on file prior to the disaster.)
- The building owner must be willing to allow the Federal Emergency Management Agency and the Small Business Administration to install telephone lines.

FA 4. Recovery Strategy**Preferred**

- The public should generally be familiar with the building.
- The building should be proximate to most of the affected population. Travel time should be reasonable for most of the people affected by the disaster. Public transportation should be available, if possible.
- Custodial support should be available at the facility.
- An indoor waiting area near the entrance to the building is helpful.
- Bilingual support should be available, if appropriate.
- Child care is a useful addition if it can be provided at the facility.
- Local officials should be prepared to help provide supplies, such as trash cans, writing pads, pencils, local telephone directories, maps of the disaster area(s), string, masking tape, etc.

Appendix C-2 FEMA Disaster Recovery Center Site Requirements List

FEMA DRC SITE REQUIREMENTS WORKSHEET

The following is the worksheet that FEMA uses to evaluate potential DRC facilities:

Date site evaluated:	Primary or secondary site (circle one)	
Site address:	County name:	
Site contact/telephone number:	City name:	
After hours contact/telephone:	County E.M. Director/telephone:	
Site accessible hrs:	Site keys: location and who has them?	
days:		
DRC SITE REQUIREMENTS	YES/NO	COMMENTS
Proximate to affected area(s)?		
Parking adequate? (preferably 40 spaces or more, but no fewer than 20 spaces)		
Electricity, water, lighting adequate? <ul style="list-style-type: none"> - adequate power available for fax machines and computers? - water system functioning? - emergency lighting system available? - exterior lighting available? 		
Secure, safe, and sanitary facility? <ul style="list-style-type: none"> - building sound, of good construction, and non-leaking condition? - electric wiring in sound condition or sealed off from contact with staff and clients? (no exposed wiring - no missing receptacle cover plates or damaged receptacles) - sprinkler system operating or fire extinguishers available? - dry floors with no holes or other obstructions? - heating and/or cooling system(s) verified as inspected and functioning properly? - restrooms functional or portable units available? - adequate ventilation of working area? - can doors be locked? - are windows secure? - parking lot lighted/safe for staff and clients to walk to their cars? 		
Lease or use agreement?		
Agreement between county/city officials?		
Building is handicap accessible? <ul style="list-style-type: none"> - adequate handicap parking? - ramp for wheelchair (if necessary)? - doorways wide enough to accommodate wheelchair? - restrooms handicapped accessible, including wheelchair? 		
Space required: (1,200 sq. ft. minimum)		
Existing telephones available to FEMA? Number?		
Incoming telephone cable capacity? <ul style="list-style-type: none"> - number of pairs feeding the facility and cable type? - pre-existing service and telephone or circuit numbers? - contact local telephone company to verify availability of circuits to support minimum of 16 phone lines - Verify that inside wiring can be easily accomplished. Existing cabling may not be reliable. Insure that access to areas including ceilings, telephone rooms, and crawl spaces is available. 		
Tables and chairs available to FEMA? Number? (minimum 15 tables, 60-75 chairs)		
Fax available to FEMA? <ul style="list-style-type: none"> - number of faxes: _____ - make/model #: _____ (identify for each in comments) 		
Janitorial and trash pickup services? Frequency?		
Crowd control devices such as ropes, cones, etc.?		

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix D Typical Individual Assistance Programs

Typical Individual Assistance Programs

HUMANITARIAN SERVICE GROUPS

(e.g., American Red Cross, Church Groups, Voluntary Organizations, Community Service Groups)

Funded by: Agency or group

Administered by: Agency or group at temporary or permanent locations

Details: These services can be requested by individuals or by local or state officials. Services provided include immediate emergency aid such as clothing, food, medical assistance, shelter, cleanup help, transportation, furniture, and medical supplies

EMERGENCY FOOD STAMP PROGRAM

Funded by: Food and Nutrition Services (U.S. Department of Agriculture [USDA])

Administered by: State Department of Social and Health Services (DSHS)

Details: This program provides food coupons to qualified disaster victims. Requires a request to the USDA by the DSHS, based on request to DSHS by State Emergency Management in coordination with local Emergency Management.

INSURANCE ASSISTANCE

Administered by: American Insurance Association, Federal Emergency Management Agency, and National Flood Insurance Program

Details: The Insurance Assistance program provides counseling regarding insurance problems or questions.

CONSUMER PROTECTION

Administered by: State Attorney General’s Office

Details: The Consumer Protection program provides counseling regarding consumer problems, such as non-availability of products and services needed for reconstruction, price gouging, and disreputable business concerns and practices. It may involve coordination with the Insurance Commissioner and/or legal counsel.

Typical Individual Assistance Programs
<p>CRISIS COUNSELING</p> <p>Administered by: Lincoln County Health and Human Services Department</p> <p>Details: Crisis counseling is available only after a special request by the Governor and approved by the Federal Emergency Management Agency. Provides referral services and short-term counseling for mental health problems caused or aggravated by a disaster.</p>
<p>INDIVIDUAL AND FAMILY GRANT PROGRAM</p> <p>Funded by: 75% Federal, 25% State</p> <p>Administered by: State Emergency Management</p> <p>This program provides assistance to individuals and families to permit them to meet disaster-related necessary expenses and serious needs for which other assistance is either unavailable or inadequate. It is not intended as a replacement for an insurance program.</p>
<p>TEMPORARY HOUSING PROGRAM</p> <p>Funded by: 100% Federal</p> <p>Administered by: Federal Emergency Management Agency</p> <p>Details: This program provides financial assistance or government-owned dwellings, if available, for those whose primary residences are uninhabitable due to a disaster.</p>
<p>DISASTER LOANS</p> <p>Funded by: U.S. Small Business Administration</p> <p>Administered by: U.S. Small Business Administration</p> <p>Physical Disaster Loans - Low-interest loans to individuals for repair, replacement, or rehabilitation of owner-occupied primary residences or personal property loss for renters.</p> <p>Business Loans (Physical Disaster Loans) - Low-interest loans to businesses for repair, replacement, or rehabilitation of disaster-damaged property.</p> <p>Economic Injury Disaster Loans - For businesses suffering economic loss as a result of a single sudden physical event of catastrophic nature. The Small Business Administration's maximum loan is \$500,000. Funds can be used for indebtedness and operating expenses.</p>

Typical Individual Assistance Programs
<p>EMERGENCY LOANS, FARMERS HOME ADMINISTRATION</p> <p>Administered by: U.S. Department of Agriculture (USDA)</p> <p>Details: This program provides low-interest loans to farmers, ranchers, and agricultural operators (either tenant-operator or owner-operator) for physical and production losses. Loans may also be used to repair or replace farm property and supplies or for repayment of farm operating debts incurred during the disaster year. Loans may also be available if approved by the USDA, following a governor’s request</p>
<p>DISASTER UNEMPLOYMENT ASSISTANCE</p> <p>Funded by: Federal Emergency Management Agency</p> <p>Administered by: U.S. Department of Labor through the State Employment Security Department</p> <p>Details: Provides weekly benefit payments to those out of work due to a disaster, including self-employed persons, farm workers, farm and ranch owners, and others not normally covered under regular unemployment insurance programs.</p>
<p>TAX ASSISTANCE</p> <p>Administered by: Internal Revenue Service and Tax Information for Indian Tribal Governments</p> <p>Details: Tax assistance is available in the form of counseling and income tax rebates to disaster victims who file income tax returns during the year of the disaster or during any of the three previous years. These earlier returns may be amended to receive an immediate tax rebate for non-insured casualty losses to homes, personal property, businesses, or farming/ranching operations. Benefits may also result from filing amended state income tax returns.</p>
<p>SOCIAL SECURITY BENEFITS</p> <p>Funded by: Social Security Administration</p> <p>Administered by: Social Security Administration</p> <p>Details: This program provides assistance to annuitants with address changes and expedited check delivery, as well assistance in applying for disability, death, survivor benefits, and Social Security Insurance payments.</p>

Typical Individual Assistance Programs

VETERAN’S BENEFITS

Funded by: Veterans Administration (VA)

Administered by: Veterans Administration

Details: This program provides assistance in applying for VA death benefits, pensions, insurance settlements, and adjustments to VA-insured home mortgages. VA representatives will also record address changes, if necessary.

LEGAL SERVICES

Administered by: Federal Emergency Management Agency

Details: This program provides free legal counseling to low-income persons for disaster-related problems. This may include replacing legal documents, transferring titles, contracting problems, will probates, and insurance problems.