



# Public Assistance

Preliminary Damage Assessment Manual

FEMA 326/March 2004



FEMA

FEMA has developed four levels of operational guidance for use by emergency teams and other personnel involved in conducting or supporting disaster operations. This document corresponds to the level highlighted in bold italics.

Level 1	Overview	A brief concept summary of a disaster-related function, team, or capability.
<b>Level 2</b>	<b>SOP or Operations Manual</b>	<b><i>A complete reference document, detailing the procedures for performing a single function (Standard Operating Procedure), or a number of interdependent functions (Ops Manual).</i></b>
Level 3	Field Operations Guide (FOG) or Handbook	A durable pocket or desk guide, containing essential nuts-and-bolts information needed to perform specific assignments or functions.
Level 4	Job Aid	A checklist or other aid for job performance or job training.

This document is consistent with and supports the Federal Response Plan (FRP) for implementation of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. § 5121 *et seq.*

The most current copy of this document, including change pages, is available through the FEMA Intranet in the NEMIS Reference Library (<http://nemis.fema.gov>), under Emergency Preparedness & Response/Policies and Guidance, Disaster Operations Guidance.



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## FOREWORD

This manual was developed to create uniform procedures for performing Public Assistance (PA) Preliminary Damage Assessments (PDAs) nationwide. Establishing a single set of PDA procedures ensures that regardless of the location, type of disaster, or Federal Emergency Management Agency (FEMA) regional office involved, the assessment of damages will be consistent and thorough.

This manual was prepared and reviewed by FEMA regional staff with extensive field experience in performing PDAs. It incorporates procedures developed and used by individual regional offices in the course of conducting PDAs throughout the U.S. in a variety of disasters over a period of years and includes extensive experience working with State and local governments.

In addition to ensuring uniformity of damage assessment nationwide, the procedures in this manual have been designed to accommodate incorporation of PDA information into the National Emergency Management Information System (NEMIS) database. Consistent handling of PDA information ensures that the NEMIS database will be an accurate and reliable source of disaster-related information.

This manual supercedes FEMA Manual 8600.3, Disaster Operations Manual (DOM), Volume 1, Chapter 3, Public Assistance paragraphs, October 1991.

Questions, recommendations, and inquiries related to this manual are welcomed and should be addressed to FEMA, Emergency Preparedness & Response Directorate, Recovery Division, Public Assistance Branch, 500 C Street, SW., Washington, DC, 20472.

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## I. OVERVIEW

The primary purpose for conducting a joint Federal-State preliminary damage assessment (PDA) is to identify and evaluate the magnitude and severity of a disaster and use the results to determine whether supplemental Federal and other assistance is necessary to recover. The roles, responsibilities, and procedures in this manual are implemented following the governor's request for a joint PDA of the affected political subdivisions. The governor of the affected State will use the results of the PDA and other information as the basis for requesting Federal disaster assistance.

The PDA serves as the foundation for conclusions and recommendations developed in the (i) *Regional Summary* and (ii) *Regional Analysis and Recommendation*. FEMA Headquarters uses these documents to make recommendations to the President on whether Federal disaster assistance under the Stafford Act is warranted. When the President declares a major disaster, the PDA data serves as the basis for determining the amount of immediate needs funding available to local public entities under the Public Assistance program.

The PDA also helps identify unmet needs that require immediate response and to forecast staffing levels, space requirements, and technical and other resources necessary to ensure proper Federal and State management of a disaster recovery operation.

*Users of this manual must have a good understanding of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, the Stafford Act PL 93-288, as amended, executive orders, regulations, policies, and established procedures governing the Public Assistance (PA) program in accordance with Title 44 Code of Federal Regulations (CFR).*

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State PDA team members and inspectors accompany the Federal PDA team members and work together to ensure an effective, accurate, and timely assessment of damages. PDA team members perform the PDA to obtain the information (reconciling findings where necessary) and submit it to the PA PDA Coordinator.

The PA PDA Coordinator, in coordination with the Regional Information and Planning staff, is responsible for developing text and tables contained in the *Regional Summary* and *Regional Analysis and Recommendation*.

The PA PDA team leader evaluates and edits the data in coordination with the PA PDA Coordinator. The Public Assistance Branch Chief reviews the final edited documents, which then go to the Recovery Division Director.

The Recovery Division Director forwards the formatted information to the Operations and Planning Branch Chief for inclusion in the *Regional Summary* and *Regional Analysis and Recommendation*.

The Regional Director is apprised of the findings and conclusions and formalizes the process following review and approval of the *Regional Summary* and *Regional Analysis and Recommendation* documents. The documents are forwarded to FEMA Headquarters for evaluation and recommendation.

## C. DEPLOYMENTS

Activation and deployment procedures are developed by individual regions and should include:

- Requests prepared and processed in ADD for deployment of all PDA staff prior to traveling
- Preparation and distribution of go-kits
- Inserting teams into NEMIS and assigning individuals to teams and individual counties

## D. SUPPORT REQUIREMENTS

The PA PDA teams are highly mobile and must carry sufficient office supplies, equipment, and program materials to complete the assessment quickly and effectively regardless of adverse circumstances or surroundings. FIGURE I-2 summarizes the support items needed.

Pertinent PA publications include current copies of the *Public Assistance Guide*, *FEMA's Schedule of Equipment Rates*, and unit pricing codes for the state(s) where the damage assessment is conducted.

- PA publications and PDA forms
- Maps of the affected area
- Cellular telephone and/or pager
- GPS units, as needed
- Camera (digital or film)
- Pens, pencils, pads, clipboard, calculators, etc.
- Specialized clothing, when needed, including rain gear, FEMA emblazoned apparel, etc.
- Carrying case
- Laptop computer
- Portable printer

**FIGURE I-2: PA PDA Support Requirements**

Required PA PDA forms include a large quantity of *Site Assessment Sheets*, which are used to record (on a site-by-site basis) descriptions of damage, abbreviated scopes of work, and cost estimates. *PA PDA Potential Subgrantee Summary Forms Standard Summary Sheets* are used to report the results of the PDA in a tabular format for each public entity surveyed.

The PA PDA Coordinator also needs a laptop computer complete with standard FEMA software and dial-up network capabilities along with a portable printer. The computer must be equipped to access and use the National Emergency Management Information System (NEMIS). All gathered information should be input into the PA NEMIS module.

All items should be pre-designated and packaged in "go-kits" to facilitate rapid deployment of PDA team members.

## E. PDA TEAM COMPOSITION AND FUNCTION

The composition of each PDA team depends on the type of disaster, area impacted, State staffing and other resources, and anticipated technical expertise needed to properly assess and report damages.

As depicted in FIGURE I-3, team members may include representatives from a variety of governmental and nongovernmental organizations and tribal governments.

- FEMA Public Assistance
- FEMA Mitigation
- FEMA Regional Environmental Officer/representative
- Other Federal Agencies
- State Departments/Agencies
- Local Jurisdictions
- Technical Assistance Contractor(s) (TAC)
- Tribal organizations (when applicable)

**FIGURE I-3: Typical Composition of PA PDA Teams**

FEMA team members include programmatic and technical experts in Public Assistance, mitigation, and environmental program areas. U.S Army Corps of Engineers (USACE) and Natural Resources and Conservation Service (NRCS) representatives offer engineering expertise and can help assess the need for direct Federal assistance under their own agency authorities. State and local representatives offer invaluable and essential coordination and on-site expertise. Technical Assistance Contractor (TAC) expertise is available for special circumstances and projects.

Most PDAs require only FEMA, State, and local representation on the PDA field teams, but the process must allow for rapid expansion and deployment of additional expertise as needed. Disasters that require a national-level deployment to one or more states will require greater levels of coordination and resources, but the basic team structure remains the same.

The Regional PA team leader or PA PDA Coordinator assigns teams, team members, and jurisdictions where surveys will be conducted. The FEMA PA representative leads each team and is responsible to the PA PDA Coordinator for the final compilation and report that accompanies a completed survey of each public entity or jurisdiction assessed for damages. Team members are expected to assess and compile damages

in coordination with other team members. The PDA team will assess all findings and rely on the most accurate information to prepare its estimate. Agreement on the estimate is imperative for accurate and consistent data.

The State representative(s) on each team "hosts" the PDA, typically identifying impacted jurisdictions and public entities, scheduling appointments, transporting team members as necessary, and if possible, ensuring communication links between separate PDA teams and the PA PDA Coordinator and State Coordinator. The FEMA Public Assistance representative supports the State's transportation, communication, and coordination efforts as necessary.

Local governmental officials (including tribal officials) serving on the PA PDA teams are normally familiar with the damaged locations and facilities and cognizant of the technical aspects of the damaged structure or facility. Local representatives identify damages, often provide independent cost estimates based on their own knowledge and expertise, are an invaluable source of local information, and serve as points of contact for the State when additional information is necessary or for other reasons following the conclusion of the PDA.

## **F. ROLES AND RESPONSIBILITIES OF KEY PUBLIC ASSISTANCE PDA TEAM MEMBERS**

### **1. PUBLIC ASSISTANCE TEAM LEADER**

The Regional PA team leader is responsible for the overall success of the PDA process, including mobilization of personnel and assets, completion of the process in accordance with accepted policies and practice (including employee safety, health, and security) and coordination between all responsible Federal, State, and other officials.

The PA Branch Chief will analyze the compiled PDA data and ensure integration of accurate, well written information into the *Regional Summary* and *Regional*

*Analysis and Recommendation* documents. Routine functions include all or part of the tasks noted in FIGURE I-4.

- ❑ Ensure that PDA staff are checked in and out of ADD expeditiously and are informed of any special issues or concerns related to staff safety, health, or security.
- ❑ Review existing State damage assessments, situation reports, requests for assistance, and other information
- ❑ Ensure maintenance and distribution of go-kits
- ❑ Select FEMA staff members and update information through the Automated Disaster Deployment (ADD) system
- ❑ Determine the extent of other Federal agency activities in the affected jurisdictions including those involving damage to Federal facilities
- ❑ Coordinate remote sensing information through the Regional Remote Sensing Coordinator (RSC) as needed
- ❑ Coordinate information flow between State and Federal government
- ❑ Reconcile controversial findings with the appropriate parties
- ❑ Ensure completion of the PDA
- ❑ Approve travel authorizations, time sheets and travel vouchers
- ❑ Provide PDA data to PA Officer if declaration is received
- ❑ Ensure FEMA and other PDA team member training needs are addressed

**FIGURE I-4: PA Branch Chief Responsibilities**

The PA Branch Chief will ensure that the PA PDA Coordinator is fully briefed and has the necessary resources to complete the PDA and begin the narrative of the *Regional Summary* and *Regional Analysis and Recommendation*.

After reviewing reports and other information, the PA Branch Chief will ensure that required technical assistance is deployed; disparate findings are reconciled by the appropriate program managers and State and local officials; and that the exchange of information between the different levels of government and organizations is coordinated. This latter process may involve coordination with such Federal agencies as the Department of Defense, Army Corps of Engineers, Department of Transportation, Tennessee Valley Authority, Bureau of Reclamation, Federal Aviation Administration, Federal Highway Administration, the Department of Agriculture, Natural Resources and Conservation Service, and other Federal departments and agencies to ensure that affected Federal facilities are identified and assessed and that the use and extent of their existing disaster authorities is understood and accounted for during the PDA.

## **2. PA PDA COORDINATOR**

The PA PDA Coordinator is directly responsible to the overall PDA coordinator. The PA PDA coordinator will be in continuous contact with the Regional Public Assistance Branch Chief for all PDA-related field operations. Depending upon the magnitude of the disaster and other considerations, all or some of the responsibilities of the Public Assistance Branch Chief may be delegated to the PA PDA Coordinator. As such, the PA PDA Coordinator must possess similar abilities and authorities as the Public Assistance Branch Chief. The PA PDA Coordinator may work from the Regional Operations Center, the affected State's emergency operations center, a field location, or as a PDA Team leader.

In addition to the responsibilities of the Public Assistance Branch Chief, the PA PDA Coordinator is responsible for coordinating all PA PDA matters with State counterparts and other officials and ultimately for ensuring a successful assessment of damages throughout the affected areas. Specific responsibilities are outlined in FIGURE I-5.

Administratively, the PA PDA Coordinator is responsible for furnishing time sheets, travel vouchers, and other items to the FEMA team members. (Other Federal agency personnel receive this same service through their parent agency.) The PA PDA Coordinator also ensures that each FEMA team leader is adequately supplied with the necessary forms and other materials needed to complete the actual surveys. The Coordinator should establish a communication link to the ROC as soon as possible.

The PA PDA Coordinator, along with the State PDA coordinator, is responsible for establishing and conveying to team members the overall operational strategy for completing the assessment quickly and effectively.

**Administrative**

- ❑ Issue administrative and other guidance
- ❑ Issue go-kits
- ❑ Issue supplies and equipment
- ❑ Establish communication link with the Regional Operations Center (ROC)
- ❑ Ensure adequate transportation for team members

**Pre-deployment briefing**

- ❑ Brief Federal and other inspectors on the PDA process and the current operational strategy including priorities for critical facilities
- ❑ Establish reporting requirements and schedule of operations
- ❑ Assign teams, team members, and jurisdictions
- ❑ Define points of contact and communication links between and among teams
- ❑ Establish points of contact for environmental, historical, and other special considerations
- ❑ Train and mentor new PDA team members
- ❑ Summarize recent disaster-related historical, geographical, demographic, and potential applicants information
- ❑ Obtain prior disaster-related insurance commitments
- ❑ Identify, in coordination with each PA PDA team, prior implemented State and local hazard mitigation measures in the affected jurisdictions
- ❑ Summarize other invoked or germane Federal disaster authorities and current actions

**Post-Deployment**

- ❑ Compile field data and ensure quality control and completion of all assignments and reports
- ❑ Input PDA information into summary report for transmittal to the Regional Public Branch Chief and the State
- ❑ Conduct exit briefing with the State Public Assistance Officer and other State officials
- ❑ Develop drafts of narrative text and tables for the *Regional Summary* and *Regional Analysis and Recommendation* in coordination with the Regional Operations and Planning Branch

• **FIGURE I-5: PA PDA Coordinator Responsibilities**

### 3. STATE PA PDA COORDINATOR

The State PA PDA coordinator is responsible to the State Emergency Management

#### **Administrative**

- ❑ Issue State administrative and other guidance
- ❑ Issue supplies and equipment
- ❑ Establish communication links with local and county officials and State EOC
- ❑ Serve as a liaison throughout the affected area and assigned jurisdictions
- ❑ Identify and coordinate the need for specialized transportation

#### **Pre-deployment briefing**

- ❑ Participate in the joint briefing of Federal and State team members on the PDA process and the current operational strategy including priorities for critical facilities
- ❑ Establish, in conjunction with FEMA counterpart, operational strategy, timetables and reporting format
- ❑ Serve as primary point of contact for media questions
- ❑ Assign team members and jurisdictions in coordination with FEMA PA PDA Coordinator.
- ❑ Define points of contact, transportation and communication links (local contacts, maps, locations etc.)
- ❑ Serve as primary point of contact for statewide environmental, historical, and other special considerations

#### **Pre-deployment and deployment actions**

- ❑ Summarize recent disaster-related historical, geographical, demographic, and public entity information
- ❑ Obtain prior disaster-related insurance commitments
- ❑ Identify previously implemented State and local hazard mitigation measures in the affected jurisdictions

#### **Post-Deployment**

- ❑ In conjunction with the FEMA PA PDA Coordinator, compile field data and ensure quality control and completion of all assignments and reports
- ❑ Participate in exit briefing with FEMA and State Officials
- ❑ Maintain contact with FEMA and Local Officials

**FIGURE I-6: State PA PDA Coordinator (typical)**

Director for all PDA-related field operations. The State PA PDA coordinator serves as the State's counterpart to the FEMA PA PDA Coordinator.

The State PA PDA coordinator works in conjunction with the FEMA PA PDA Coordinator to ensure an accurate assessment of damages throughout the affected area. Specific responsibilities related to initiating contact with potential applicants and coordinating specialized transportation

are listed in Figure 1-6

The State PA PDA coordinator, in coordination with the FEMA PA PDA Coordinator, is responsible for establishing and executing overall operational strategy for completing the assessment quickly and effectively.

#### 4. FEMA PA PDA TEAM LEADER

The FEMA Public Assistance representative on the PA PDA team typically serves as team leader and is directly responsible to the PA PDA Coordinator for the overall completion of the PDA in the assigned counties, parishes, or other major jurisdictions. The FEMA Public Assistance team leader is often a Disaster Assistance Employee (DAE) assigned to a Regional Public Assistance Branch, but depending upon program, technical expertise, and experience, this position may be held by a full-time FEMA Regional or other Federal agency employee. Specific responsibilities are noted in FIGURE I-7.

Responsibilities are wide ranging and require not only cost estimating skills and knowledge of the construction trades, but the FEMA PA PDA team leader must possess people skills and a working knowledge of local government practices, operations, and procedures.

The FEMA PA PDA team leader along with the State team member facilitates the exchange

##### **Administrative**

- ❑ Maintain go-kits, including necessary forms, equipment, and other essentials
- ❑ Maintain communication link with the PA PDA Coordinator
- ❑ Ensure adequate transportation for team members

##### **Pre-deployment briefing**

- ❑ Record contacts and other information
- ❑ Obtain operational strategy, time tables, and reporting formats and criteria

##### **Deployment actions**

- ❑ Serve as PA PDA team leader
- ❑ Incorporate other team-member expertise and experience
- ❑ Obtain necessary demographic, budgetary, disaster impact, and other information
- ❑ Develop project-specific repair/replacement cost estimates
- ❑ Ascertain project-specific impacts to the affected community, public entities, and jurisdictions
- ❑ Summarize overall impacts to each public entity surveyed
- ❑ Identify and record potential special considerations on a project-by-project and jurisdictional basis including the following:
  - Presence of hazardous materials
  - Impacts on historic/potentially historic properties and facilities
  - Impacts on floodplains, wetlands, coastal barriers and other protected properties
  - Mitigation opportunities
  - Insurance considerations
  - Socioeconomic considerations
- ❑ Reconcile discrepancies between team members estimates
- ❑ Report potential/current technical assistance requirements
- ❑ Tabulate and record data in accordance with prescribed PDA and Public Assistance program procedures
- ❑ Prepare summary report for each public entity surveyed
- ❑ Serve to pro-actively educate and inform local officials on PA eligibility, such as debris removal eligibility criteria, contracts, and contract monitoring, and environmental compliance.
- ❑ Conduct public entity exit conference
- ❑ Work with the State PA PDA Team leader to reconcile differences in assessments.

##### **Post-deployment responsibilities**

- ❑ Submit finalized damage assessment data and summary reports to the PA PDA Coordinator
- ❑ Brief PA PDA Coordinator; answer questions relative to findings, reports, and important elements of the PDA

**FIGURE I-7: FEMA PA PDA Team Leader Responsibilities**

of information with local officials to ensure a timely and accurate PDA of the affected areas and facilities.

### **5. STATE PA PDA TEAM MEMBER**

Typical State roles and responsibilities are outlined in FIGURE I-8.

The State PA PDA team member hosts the PDA effort throughout the assigned jurisdictions. Typical activities include the coordination of routine and specialized transportation of personnel and coordination of all contacts, PA PDA scheduling, and addressing media concerns.

### **6. LOCAL PA PDA TEAM MEMBER**

Typical roles and responsibilities of local representatives are outlined in FIGURE I-9. Local representatives identify and distinguish between disaster-related and non disaster-related sites and damage. Local representatives provide cost estimates and disaster impact data including impacts on the public entity's physical, economic, and financial assets. Local officials

#### **Administrative**

- ❑ Coordinate transportation for team members
- ❑ Ensure communication link with the State Public Assistance Officer

#### **Pre-deployment briefing**

- ❑ Record personnel contacts and other necessary information
- ❑ Coordinate operational strategy, time tables, and reporting formats and criteria

#### **Deployment actions**

- ❑ Serve as State contact on the PA PDA team
- ❑ Address media questions and concerns to the extent possible
- ❑ Initiate and coordinate local contacts and scheduling
- ❑ Locate damaged areas and facilities
- ❑ Provide historic, demographic, insurance, and other necessary disaster-related information
- ❑ Participate in formulating repair/replacement cost estimates and identifying special considerations
- ❑ Work with the PA PDA team leader to reconcile differences in assessments
- ❑ Ensure completion of the PA PDA in assigned jurisdictions

#### **Post-deployment responsibilities**

- ❑ Maintain copy of finalized reports and summaries
- ❑ Remain in contact with local government officials

**FIGURE I-8: State PA PDA Team Member Responsibilities (typical)**

- ❑ Provide overview and specific disaster damage data
- ❑ Provide summary of disaster impacts
- ❑ Identify all disaster-related damage sites and facilities
- ❑ Provide map(s) depicting damaged sites
- ❑ Provide insurance documents, cost data, hazard mitigation, codes and standards, policies, ordinances, budgetary data and other information and data
- ❑ Guide and accompany PA PDA team members to damaged sites
- ❑ Provide site-specific, project-by-project, and jurisdictional information
- ❑ Help to identify local potential Private Nonprofit Organizations (PNPs)

**FIGURE I-9: Local PA PDA Team Member Responsibilities (typical)**

also assist in identifying private non-profit entities potentially impacted by the disaster.

## 7. REGIONAL ENVIRONMENTAL OFFICER

While the presence of the Regional Environmental Officer (REO) or his representative during a PDA is not always necessary, ready access to environmental-related expertise is vital to comprehensive and effective damage assessment. The REO or his representative, in coordination with the PA PDA Coordinator, may accompany PDA

- ❑ Identify special consideration issues and need for specialists on PDA team
- ❑ Brief inspectors on known special consideration issues
- ❑ Provide readily available information to PDA Team members
- ❑ Educate potential applicants and PDA team members on environmental and historic issues relevant to the disaster
- ❑ Coordinate with PA Branch Chief on special considerations strategy if declaration is received

**FIGURE I-10: FEMA REO Team Member Responsibilities**

teams to known or potential environmental, historical, or otherwise sensitive damage locations to obtain site-specific information for the PDA and for immediate and future strategic planning purposes. Upon identification of environmental and historical concerns, the REO will coordinate with the PA PDA Coordinator in defining the impact on the

local jurisdiction and the State as a whole. The REO will also ensure that environmental issues that are identified during the PDA are addressed at the appropriate level of government. The REO will proactively seek to inform and educate potential applicants on all environmental laws, policies and Executive Orders. Typical responsibilities are shown on Figure I-10.

## 8. FEMA MITIGATION TEAM MEMBER

Similar to the REO, a representative from the FEMA Mitigation Division may accompany a PA PDA team. The FEMA Mitigation team member identifies mitigation opportunities on a site-by-site, public entity, and statewide basis. (For additional information, see Mitigation PDA Operations Manual.) Typical responsibilities are shown on Figure I-11

- ❑ Assist in identification of Section 406 mitigation projects and opportunities
- ❑ Identification of Section 404 opportunities will be addressed through the HM PDA

**FIGURE I-11: FEMA Mitigation Team Member Responsibilities**

## II. OPERATIONS AND PROCEDURES

### A. TEAM ASSIGNMENTS AND PRE-BRIEFING

The PA PDA Coordinator, in consultation with the State PDA Coordinator, will assign teams and team members. Assignments are based upon local jurisdictions affected by the disaster, e.g., counties, parishes, townships, cities, towns, villages, etc., which are noted in the State's request for a PDA, or which are subsequently requested by the State.

PA PDA Teams are typically assigned responsibility for specific counties, parishes, or other major jurisdictions, including responsibility for the assessment of damages within those jurisdictions.

The items noted in FIGURE II-1 should be addressed during the pre-deployment briefing. Past major disaster declarations and emergencies should be noted. A brief review of the Public Assistance program's basic eligibility criteria and policies should be conducted. Known mitigation measures should be identified and highlighted.

Media questions should be referred to the State PA PDA coordinator or the State PA PDA team member. Known and anticipated special concerns should be reviewed: anticipated insurance proceeds should be deducted from the otherwise eligible repair and replacement estimates; and potential environmental and historical impacts determined.

- I. Consider other Federal agency (OFA) participation and responsibilities under their own authorities, deducting OFA-responsible facilities from the estimated costs along with insurance proceeds. Team members should be

#### **General Information**

- Previous disaster history
- Known critical facilities
- Eligibility criteria
- Pertinent and new policies
- Codes and standards
- Mitigation techniques
- Needs for Immediate Needs Funding
- Media concerns
- Special considerations including environmental, historic preservation, insurance, mitigation practices, etc.
- Reporting requirements (damage assessment priorities, site-by-site investigations, jurisdictional summaries, impact descriptions, and formatting)

#### **Administrative and Management Information**

- Hand out briefing packets (all information contained in pre-deployment briefing, maps, PDA forms and worksheets, cost data, etc.)
- Schedule routine time intervals for reporting the status of the PDA, damage assessment data, and to receive new or altered assignments
- Site-by-site investigation requirements
- Expected scopes of work and cost summaries
- Team quality reviews
- Schedule debriefing time(s) and location(s)

#### **FIGURE II-1: Pre-Deployment Briefing of PA PDA Team Members**

given specific instructions about the scope and quality of work expected from each team and especially from the FEMA PA team representative. The PA PDA Coordinator reviews all final work products personally, preferably in the company of the Federal project officer responsible for preparing the summary reports.

## B. FIELD TEAM ASSESSMENT METHODOLOGY

The most widely practiced methodology for gathering PA PDA information is accomplished on a priority site-by-site or project-by-project basis. Team members deploy to their assigned county, parish, or other jurisdiction and meet with local representatives. The State PA PDA coordinator determines the priority in which affected communities or locations will be assessed. Based upon the local government's or public entity's priorities and the answer to the question *Where is the worst hit area of your community?* the PA PDA team members visit the most severely damaged communities and sites first, develop abbreviated scopes of work and cost estimates, provide reasonable and coordinated cost estimates for other similarly damaged sites not visited by the team, and summarize the results for all communities on a county, parish, or other major jurisdictional basis. Finally, the PA PDA Coordinator compiles the major jurisdictional information and summarizes the completed PA PDA data on a statewide basis.

This priority-based, site-by-site or project-by-project method for conducting PA PDAs is summarized in FIGURE II-2. Unique or unusual circumstances may occur where this particular methodology is impractical and where unconventional approaches are necessary, but this process works for most scenarios.

- Prioritize communities and other public entities
- Prioritize locations and facilities
- Evaluate prioritized sites in terms of numbers damaged, repair and replacement costs, and resulting impacts
- Estimate and project the number of non-prioritized sites and facilities
- Summarize and report findings

**FIGURE II-2: General PA PDA Methodology**

A supplemental method for assisting PA PDAs is the use of predictive modeling (storm surge maps, HAZUS earthquake module, Sea, Lake, and Overland Surge Height [SLOSH]) or remote sensing.

Predictive computer modeling can be used to make maps that show areas likely to be impacted by a flood, earthquake, or other disaster. Once the computer model identifies the probable damage areas, PA facilities (e.g., wastewater treatment plants, electrical power stations) located within those areas can be mapped. The resulting map can be used as a guide to determine where PDAs should be conducted first.

The results could serve to (1) prioritize the PDA, and (2) suggest that certain expertise may be required to properly assess potential structural and other damages prior to deployment of the PA PDA team.

For large-scale disasters, remote sensing could be used to verify areas actually damaged. This could be used as a tool to determine where PDAs should begin, especially for areas not accessible by ground transportation. The Regional remote sensing/geographic information system coordinator can provide information and available products.

At the conclusion of the PA PDA, the team members will conduct an exit briefing with local officials, informing them of the team's findings, including the major sites inspected, the total number of sites inspected and projected, and the estimated total verified dollar damages, community-wide. Insurance and other special considerations will be summarized, discussed, and agreed upon. A "Debris Removal Fact Sheet" and other suggested guidance, such as environmental/historic, will be discussed and left with local government officials.

Prior to departure, local officials are given the phone, fax and e-mail address of the State PA Officer to ask further questions or to report additional information.

### **C. GENERAL PA PDA INFORMATION**

Generally speaking, there are at least five types of disaster information collected during a PA PDA, four of which are continuously being evaluated throughout the PA PDA process.

These are:

- population
- critical facilities
- special considerations
- site-specific evaluations, and
- local impacts

Obtaining and evaluating this information begins at the first meeting with local officials. Team members meet with and brief local officials on the purpose and overall process of the PA PDA.

Local officials will brief the PA PDA team members about disaster impacts and furnish maps and listings of damages in the affected area. Priority is given to the most severely damaged and impacted communities and areas. This general procedure is repeated for each public entity.

#### **1. Population Data**

The population of the county, parish, or other major jurisdiction is needed to calculate the per capita impact of the disaster on the jurisdiction. This element of the PA PDA is discussed in detail under "Specific PA PDA Information."

## 2. Prioritized Areas and Critical Facilities

- Where are the most severely impacted areas?
- Where is the most costly damage?
- Which damaged facilities have the most severe impact on the community?
- What essential/critical facilities or structures were damaged?

**FIGURE II-3: Locating Severely Damaged Areas**

Priority is always given to the most severely damaged areas and critical facilities. In order to determine where the most severely damaged areas and facilities are located, several questions, such as those noted in FIGURE II-3, should be asked of the local representatives prior to beginning site-by-site assessments.

These questions are important, because severity is measured not only in terms of the numbers of facilities damaged or destroyed, but also whether or not those facilities are essential or critical components of the community. Therefore, PA PDA team members should inquire to determine exactly where the most severe impacts of the disaster occurred and to what types of facilities. Some essential or critical facilities typically encountered during PA PDAs are noted in FIGURE II-4.

- Hospitals and urgent care facilities
- Electric utilities, facilities, and systems
- Water treatment and wastewater treatment facilities
- Communications facilities
- Fire and police stations
- Schools
- Other important government facilities
- Important transportation corridors
- Primary State and county bridges
- Dams and levees

**FIGURE II-4: Examples of Essential or Critical Facilities**

## 3. Special Considerations

Prior to and during on-site investigations it is important to ask local representatives whether any special considerations exist, such as those noted in FIGURE II-5. Local officials are the best source of this information. Reporting the existence of special

- Flood and general insurance in effect
- Environmentally sensitive areas (wetlands, floodplains, beaches, etc.)
- Socioeconomic factors
- Critical habitat areas or endangered species
- Historic or potentially historic properties affected
- Past mitigation practices

**FIGURE II-5: Examples of Special Considerations**

considerations can help make local and other governmental response agencies aware of potential environmental and other impacts resulting from the disaster. Past mitigation practices must also be evaluated to determine whether disaster costs were lessened as a result of mitigation. Specific details

about special considerations appear later in this manual.

#### **4. Site-Specific Evaluations**

The PA PDA team members will visually inspect and evaluate all major damages. General responsibilities at each site are listed in FIGURE II-6.

Team members will develop and record the following on a site-by-site or project-by-project basis: abbreviated scopes of work, cost estimates, and disaster impacts for all priority sites in approved formats.

- Develop and record scope of work, cost estimates, and disaster impacts
- Develop projections for less severely damaged sites
- Collaborate and reconcile team member differences
- Summarize data for all jurisdictions surveyed

**FIGURE II-6: Site-By-Site Evaluations**

Cost projections for sites where comparable, but less severe damage occurred are then completed, listed, and summarized by the PA PDA team members. Local officials should be apprised of all cost estimates and every effort should be made to reconcile any disparities between local and PDA team cost projections. Damage assessment data is summarized for all townships, cities, villages, and other public entities on a county, parish or other major jurisdictional basis. The PA PDA team leader may request additional technical expertise from the PA PDA Coordinator if the extent or type of damages so warrant.

#### **5. Local Impacts**

- What health and safety threats exist?
- Are segments of the population isolated?
- What local resources were committed?
- Have essential services been interrupted? For how long?
- What are the effects on business and commerce?
- How will repairs be made? Scheduled? Paid for?
- What happens if no Federal assistance is made available?

**FIGURE II-7: Evaluating Local Impacts**

Answers to questions such as those noted in FIGURE II-7 will help describe the disaster's impact on the community. Prior to beginning the site-by-site damage assessment, it is recommended that known and potential impacts of the disaster be listed. What health and safety issues have been identified? What are the community's current response actions to these issues? Has the

disaster isolated members of the populace? Has the local tax base been severely affected as a result of the disaster? What do the local merchants plan to do? Rebuild? Relocate? This listing is updated, expanded upon, and otherwise clarified based on the results of the on-site evaluations.

**D. SPECIFIC PA PDA INFORMATION**

Information specific to the particular public entity overall and site-specific or site-dependent data are obtained and formulated during a PA PDA. Disaster impact data is then prepared using these two sources plus the criteria previously discussed.

Information specific to the public entity as a whole (which can be collectively called "Public Entity/Potential Subgrantee Information") is normally available through the State PA PDA representative and the local contact by simply asking the right questions. Collecting, compiling, formulating, and analyzing site-specific data and the resulting impact information will encompass the bulk of the PA PDA effort.

***Specific Information Related to the Overall Affected Public Entity***

As noted in FIGURE II-8, five elements make up the "Public Entity/Potential Subgrantee Information" required to properly identify, evaluate, and track the damages and impact of the disaster in each county, parish, township, city, town, village, private nonprofit, or other public entity surveyed.


The name of the county, parish or other major jurisdiction where the public entity is located is essential for compiling and analyzing data and for accurately determining major jurisdictional impacts. The name of the public entity/ potential subgrantee is needed to complete, report, and track the results of the PDA. The name and telephone number or other means of contacting the local representatives is always useful, especially if additional information is later required. Population data is required to determine per capita impact.

***Specific Information Related to Affected Sites and Facilities in Particular***

Essential site-specific data involves seven additional elements of information that the PA PDA team members must collect at each damaged location and facility as depicted on figure II-9. All data entries should be concise and in


accordance with prescribed procedures, eligibility criteria, regulatory guidance, and standard practice.

**Number** -- The site number should be listed in numerical order or reflect an agreed-upon mapping scheme or other criteria. Once the site number is assigned, it should be consistent with other numbers used during the assessment and should not be duplicated for the same public entity/potential subgrantee.

**Inspected or Projected** -- Note whether the sites were personally inspected by the team members or projected. Do not combine data entries for both “inspected” and “projected” sites on the same cost estimate entry.

**No. of Sites** -- Enter the total number of sites inspected or projected. All following data entry fields should reflect this figure. For example, if the description reads “27 sites with similar rural aggregate roadway damages at \$2,500 each”, then the total “No. of Sites” should read “27”.

**Category of Work (“Cat.”)** -- Each damaged facility should be categorized in one of the seven Categories of Work in the Public Assistance program, as shown in figure II-10. Itemizing damages and ensuing repair and replacement scopes of work in this manner is essential for analyzing and reporting the results of the PDA in concise and clear terms. For regulatory and programmatic considerations, these seven categories of work are divided into emergency and permanent-type work. Each assessed facility or site must be coded into only one category of work. Sites where multiple categories of work are involved should reflect the single most prevalent type or category of work for that site.

<p><b>Emergency Work</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Category A -- Debris removal</li><li><input type="checkbox"/> Category B -- Emergency protective measures</li></ul> <p><b>Permanent Work</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> Category C -- Roads and bridges</li><li><input type="checkbox"/> Category D -- Water control facilities</li><li><input type="checkbox"/> Category E -- Buildings and equipment</li><li><input type="checkbox"/> Category F -- Utilities</li><li><input type="checkbox"/> Category G -- Parks, recreational, other</li></ul> <p><b>FIGURE II-10: Categories of Work</b></p>
--

**Location** -- The location of the facility or project being assessed is essential site-specific information and is needed to find the site during subsequent visits or re-inspections. Should a major disaster be declared, the location of the site noted on the PDA (especially if special considerations or concerns exist) would prove invaluable for planning and response purposes. If the site numbering system corresponds to a mapping scheme it is permissible to simply note the map's site number as the location of the facility. The county in which the damage is located must be stated in addition to the map number or other location indicator. This is especially important for damages that are the responsibility of a State agency. All damages must be tabulated in the appropriate county to ensure proper per capita amounts are used. This applies to all but Category B – Emergency Protective Measures and may even apply to some of that category.

**Lat/Long** -- Insert the latitude and longitude for this particular site. Do not enter a latitude and longitude reading for multiple sites on a single form; one representative reading should be sufficient with its matching description. **For accuracy and consistency of GPS entries, a standard of 'decimal minutes' is established.** When applicants provide their own readings and they are not in the standard of 'decimal minutes,' a conversion can be done with a simple math formula.

Calculations to a minimum of 6 digits after the decimal point should be used. (There may be times that this is 6 zeros, but calculating to 6 digits will ensure accuracy and consistency).

Different makes and models of GPS machines will frequently be used, and manufacturers may also use different 'plotting standards'. The differences in those 'plotting standards' may be reflected by slightly different readings for the same site on different GPS units.

**Description of Damages** -- This is a brief narrative of the damages found during the PDA and a succinctly worded scope of work that describes the work necessary to restore the facility on the basis of its pre-disaster design and applicable standards or to document appropriate emergency work and costs. Record whether the site is a critical facility. If so, also enter the specific type of critical facility.

FIGURE II-11 depicts important guidance for developing scopes of work and cost estimates during the PDA. With the exception of mitigation costs, Public Assistance program regulations, policies, procedures, and practices apply. For PA PDA purposes, mitigation measures and opportunities are noted, but associated costs are not included in the overall repair or replacement estimates.

**For emergency work**

- Record types of debris and estimate quantities in cubic yardage *if possible*
- Use debris removal unit costs that include pickup through disposal as appropriate
- Record start and end dates for emergency protective measures

**For permanent work**

- Consider increased costs due to codes and standards
- Note opportunities for mitigation, but do not add costs to the PDA estimates
- Note if existing mitigation measures reduced otherwise eligible costs
- Distinguish between emergency and permanent repairs (discuss thoroughly in narrative)

**For both emergency and permanent work**

- Deduct anticipated insurance proceeds
- Record special considerations
- Record completed work and estimates for future work
- Record inaccessible/concealed facilities with \$0 cost estimates
- Estimated costs of OFA-responsible facilities be listed as \$0
- Record projected costs, by category of work, for similar damages elsewhere

**FIGURE II-11: General Guidance for Damage Descriptions**

Record damage description information for each site visited by the PA PDA team members, even if incurred damages ultimately prove ineligible. Ineligible sites are always recorded as \$0 damage.

**Emergency Work --**

Debris removal estimates should note types of debris and associated quantities, preferably in cubic yards. Types of debris will vary depending upon the nature of the disaster and may include any one of the debris types listed in FIGURE II-12. Additional debris-related information typically includes the distribution of debris and the properties affected, such as schools, roadways, parks, stream channels, and other private and public properties along with related health or safety concerns. Debris clearance efforts should include unit costs to remove, stage, segregate, reduce, and dispose of debris. Alternatively, debris may be reported on an aggregate basis.

- Vegetative (trees, limbs, brush)
  - Construction, demolition (siding, roofs, porches, brick and block, etc.)
  - Metals (metal roofs, manufactured homes)
  - Major household appliances (washers, dryers, freezers, refrigerators)
  - Household hazardous materials (normal amounts and types of cleaning materials, gas or propane cylinders, paint, etc.)
  - Hazardous materials (major industrial, commercial, agricultural, recreational products)
  - Sediment/sand
- FIGURE II-12: Types of Debris**

- Category C - Roads and Bridges**
- Note road surface materials, lanes and road-classification (when available)
  - Note bridge size and type (steel, concrete, timber, truss type, suspension); number of lanes, approach lanes, and specific damages
  - If not passable, note alternate routes
- Category D - Water Control Facilities**
- Note purpose of facility and extent of damages
  - Note continuing threats
- Category E - Buildings and Equipment**
- Note type (masonry, steel and glass, brick, wood) and dimensions
  - Note availability of alternate facilities
- Category F - Utilities**
- Note/distinguish between emergency/permanent repairs
  - Note component/system damages and dimensions
  - Determine operational status: time out and when back on line
- Category G - Parks, Recreational, Other**
- Include damaged roads, utilities, erosion, structures, etc. within a park facility
- All Permanent Work Categories**
- Determine ownership and maintenance responsibilities
  - Note types of construction and dimensions
  - Note frequency of damages
  - Deduct anticipated insurance proceeds
- FIGURE II-13: Permanent Work Considerations**

Emergency protective measures should describe the work undertaken, such as pumping, sandbagging, disease control, unplugging of debris on culverts, search and rescue operations, and what essential services, if any, are affected. List the volunteer, local, and State resources committed to support the operation and other local and State planned response actions. Remember to allow only for overtime labor charges when dealing with Category A and B labor charges. Volunteer effort is

documented, but zero cost (\$0) is included for the PDA.

**Permanent Work** -- When describing damages and scopes of work, use simple phrases that describe where the damage occurred, followed by repair or replacement-related verb phrases and project dimensions. Do not write lengthy narratives. Always identify ownership and maintenance responsibilities that existed at the time of the disaster. For example, some facilities can be shared in common with other adjacent public entities and jurisdictions.

Determine if the facilities were previously damaged. Always record the type of construction and repair and replacement dimensions. Note disaster impacts. Always deduct anticipated insurance proceeds. Add costs for meeting building codes and standards, but not for mitigation measures. Other listed items on Figure II-13 are self-explanatory.

- 100 families isolated
- Essential services interrupted
- Loss of tax base
- Thirty-five minute/5 mile detour for seven families
- Loss of firefighting capability for community
- Significant loss of administrative space with no alternative facilities
- Recreational loss
- Vulnerability to additional damage impacts
- No adverse impacts

**FIGURE II-14: Examples of Potential Impacts**

Under Stafford Act regulations, FEMA generally does not provide disaster assistance for facilities under the authority of other Federal agencies.

**Impact** -- The term "impact" is a brief interpretation of what the assessed damages mean to the community now and over the long term. Refer to FIGURE II-7 for general questions used to ascertain impacts. Impacts vary depending upon the severity of the damages and the importance or essential nature of the damaged facility. For example, major damage to a private non-profit hospital will have a more severe impact than damage to a community swimming pool. Refer to Figure II-14 for additional examples. Disaster impacts for each applicant must be recorded either on an aggregate or site-by-site basis. All special considerations listed in FIGURE II-5 should be addressed.

**% Complete** – Note the percentage of work completed to date. The percent of work completed is an indicator of both impact and future cost. It also helps to predict final costs and to alert inspectors to significant cost increases.

**Do**

- Allow estimated minimum cost to repair/replace facility to its pre-disaster design and use
- Allow additional costs for eligible codes and standards

**Don't**

- Add costs for hazard mitigation opportunities
- Add costs for inaccessible facilities

**FIGURE II-15: Cost Estimate Criteria**

**Estimated Cost** -- All cost estimates should reflect at a minimum the work necessary to repair or replace the facility for a fair and reasonable cost, plus additional costs to upgrade the facility in accordance with duly adopted, enforced, applicable, and otherwise eligible codes and standards.

FIGURE II-15 lists some *Do's* and *Don'ts* about the development of estimated repair and replacement costs.

Several standard cost estimating techniques are used to itemize site-specific repair and replacement costs. Typically, cost estimates for new or replacement construction are prepared using *unit costs*; and *lump sum* estimates for cost-in-place work. Square foot cost estimates are appropriate for new or replacement construction and when a historical database of such costs is available. The FEMA cost code system is one such database. This database is readily available and widely used during PA PDAs and during the formulation of projects following a major disaster declaration. Although the database encompasses a wide range of materials and other items, there may be unit cost data developed by State or local governments that could be used instead, if appropriate.

Since the primary criterion for evaluating infrastructure-type damages is dollars, the use of accurate square foot cost data is vitally important during and subsequent to a PA PDA. A regionally developed database of construction costs for large-scale work (which reflects bids on a variety of similar projects throughout the Region) can also help develop a reasonable and fair cost estimate as well as agreement among team members.

The local representative on the PA PDA team is also an excellent source of information. Local representatives may have developed cost estimates for the project through the bid process, or they may be knowledgeable of recent, similar construction elsewhere in the area. Sometimes local representatives have all the knowledge and experience needed to formulate a reasonable repair or replacement cost estimate.

For large or complex projects, such as sewer treatment plants, cost estimates may be developed from R.S. Means or other cost estimating tools.

Cost estimates to repair or replace a damaged or destroyed facility are vital to establishing an accurate per capita dollar-damage impact to the affected jurisdictions and the State as a whole. Per capita dollar-damage impacts, which are the total dollar damages divided by the population of the affected jurisdictions and the State as a whole, are one of the components used in determining whether to provide supplemental Federal disaster assistance under the Public Assistance program.

Requests for add-on counties are handled in the manner described above. The Federal Coordinating Officer/Disaster Recovery Manager (FCO/DRM) determines whether the county should be eligible for Federal assistance.

## **E. PA PDA DATA ENTRY FORMS**

### ***PA PDA Site Estimate Form***

The PA PDA site estimate form (depicted in part in FIGURE II-9) contains ten elements for each site damage description and cost estimate. These same data are recorded in

the NEMIS database during field operations or immediately thereafter. FIGURE II-16 contains guidance on site-specific data entries.

All ten elements of information should be entered for each project assessed. Ineligible, but inspected sites, should contain a zero dollar estimate. Eligible, but inaccessible sites should also contain a zero dollar estimate. Team members should use clear, concise language and round estimates to the nearest dollar. For projection purposes, use a separate data entry for similar projects that were not inspected, but which are credited as eligible costs nonetheless. Clearly denote the number of such un-inspected sites either in the site no. area or in the description of damages block.

- Enter all ten data fields for each project assessed
- Use concise, clear, yet abbreviated damage description and disaster impact phrases
- Use a separate entry for similar, un-inspected sites
- Note the number of sites
- Note the total estimated cost
- Clearly reference notes and source documents such as local costs, FEMA cost codes, R.S. Means, etc.
- Record essential, critical facilities
- Record total number of sites

**FIGURE II-16: Site Estimate Guide**

***PA PDA Potential Subgrantee Summary Form***

The PA PDA Potential Subgrantee Summary form (FIGURE III-1) is used to summarize all assessed data on the basis of categories of damages, the number of sites inspected, and the respective and total estimated dollar damages incurred by the potential subgrantee. The summary sheet is formatted to highlight critical information essential to the *Regional Summary* and *Regional Analysis and Recommendation* documents.

This form serves to summarize all PA PDA data for the county, parish, city, town, village, or private non-profit public entity surveyed. While comprehensive in scope, it is not intended to reflect the sum total of disaster impact information. Team members should report assessment data in the prescribed format, adding written comments about specific critical facility damages, health and safety issues, other disaster impacts, and whether or not previous hazard mitigation measures in place at the time of the disaster reduced otherwise eligible costs.

***PA PDA Summary Form***

The *PA PDA Summary Form* (Figure III-2) is used to summarize the disaster's total dollar damages per category of work for each political subdivision and public entity surveyed and ensuing per capita dollar impacts, by jurisdiction and statewide. Damages that are the responsibility of a State agency should be listed within the county in which the damage is located. On the form, the State agency can be shown in the same manner as any other subgrantee in that county. This will ensure that per capita damages within a county are properly tabulated. FIGURE III-2 depicts an example of the tabular format and summary information for an actual disaster. This same or similar format is part of the current NEMIS database and reporting format. Data entries are self-explanatory.

## **F. ADD-ON COUNTIES PROCEDURE**

### **PRE-DECLARATION**

During the course of the PDA, the State may notify the PA PDA Coordinator of additional counties that require surveys. The FEMA/State PA PDA Coordinators will adjust the PDA survey team assignments to incorporate the new counties and brief the appropriate FEMA/State PDA PA team members accordingly. The PDA team then conducts the additional survey.

### **POST-DECLARATION**

Once a disaster has been declared, the State may notify FEMA of additional damage in undesignated counties and request that a damage survey be accomplished. In this situation, the following steps should be taken:

- ❑ FEMA and State PA Officers form joint PDA team
- ❑ PDA team conducts the survey according to procedures described in this manual
- ❑ NEMIS entries in both PDA and Declaration modules are made by PA personnel and/or Operations and Planning Support personnel at the DFO
- ❑ FEMA PA Officer prepares narrative and statistical report for the FCO/ DRM
- ❑ FCO/DRM submits request to FEMA Headquarters Emergency Preparedness & Response Directorate)

If approved, the FEMA PA Officer must ensure add-on county figures are depicted in the initial estimate column on the S.5 report. The FEMA PA Officer updates the current estimate column on the S.5 report to reflect add-on county(s) figures.

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### III. POST FIELD ASSESSMENT ACTIVITIES

#### A. TEAM REVIEW OF ASSESSMENT FINDINGS

The FEMA Public Assistance team leader should build consensus among the team members and especially with the State and local representatives. The PA PDA team members must take the time necessary during the PDA process to inform local officials of the purpose and scope of the PA PDA and relevant eligibility criteria under the Public Assistance program.

Team members will be encouraged to exchange information freely and ask questions whenever doubts, misunderstandings, mistakes, or concerns arise. Local cost estimates will be given full consideration. Consensus among Federal, State and local findings will reduce the need for re-inspections and appeals.

#### B. SUBMITTAL OF FINAL PA PDA INFORMATION

The PA PDA Coordinator will look to the FEMA PA team leader to complete the formulation of all damage descriptions, costs estimates, and disaster impacts and to summarize the data on the necessary forms and in the appropriate formats. The PA PDA Coordinator will debrief team members, review submittals, tabulate and summarize the data on the PA PDA Summary, and forward the results of the assessment to the Regional Office and the State in the most expeditious manner possible. All information should be available through NEMIS; see Declaration Documents, below, for further guidance on Regional write up.

#### C. DECLARATION DOCUMENTS

In order to prepare the Regional write up, an understanding of the evaluation criteria, 44 CFR 206.48, is fundamental. Each program has its own criteria, and these are based on the extent of damage and the State and local governments' ability to respond. Some criteria for PA are:

- **Estimated cost of assistance** – PA evaluates the estimated cost of Federal and nonfederal public assistance against the statewide population to give some measure of the per capita impact within the State.
- **Localized impacts** – PA evaluates the impact of the disaster at the county and local government level, as well as impacts at the American Indian and Alaskan Native Tribal Government levels, because at times there are extraordinary concentrations of damages that might warrant Federal assistance even if the statewide per capita cost is not met.
- **Recent multiple disasters** – Disaster history within the last twelve-month period is looked at to better evaluate the overall impact on the State or locality.

- **Programs of other Federal assistance** – Sometimes, other Federal agencies' programs of assistance might more appropriately meet the needs created by the event.

The Regional write up should be available under the narrative sub-tab of the general screen in the NEMIS PDA module for easy accessibility. This way, the PDA Coordinator and Declarations Coordinator can use this information for other required documents (such as the *Regional Disaster Summary* and the *Regional Analysis and Recommendations*, which are the culmination of the PDA and the subject of separate guidance).

#### **D. DEACTIVATION OF THE PA PDA FUNCTION**

The PA PDA Coordinator will debrief all PA PDA team members, collect all administrative papers and forms and all issued supplies and equipment, and release personnel from their assigned duties.

U.S. DEPARTMENT OF HOMELAND SECURITY EMERGENCY PREPAREDNESS AND RESPONSE DIRECTORATE <b>PRELIMINARY DAMAGE ASSESSMENT - POTENTIAL SUBGRANTEE</b>				TEAM		Team Leader Initials/Date	
PUBLIC ENTITY/POTENTIAL SUBGRANTEE INFORMATION							
PUBLIC ENTITY/POTENTIAL SUBGRANTEE			CONTACT & TELEPHONE NO.			POPULATION	
COUNTY/PARISH			ADDITIONAL CONTACT(S) & TELEPHONE NO(s)				
SITE ESTIMATE SUMMARY							
CATEGORY	CRITICAL FACILITIES AND OTHER DAMAGES	INSPECTED		PROJECTED		TOTAL	
		# of Sites	Estimated Cost	# of Sites	Estimated Cost	# of Sites	Estimated Cost
<b>EMERGENCY WORK</b>							
A	Debris						
B	Emcr. prot. meas.						
<b>Emergency Work sub-total</b>							
<b>PERMANENT WORK</b>							
C	Roads and bridges						
<b>sub-total</b>							
D	Water control facilities						
<b>sub-total</b>							
E	Buildings and equipment						
<b>sub-total</b>							
F	Utilities						
<b>sub-total</b>							
G	Rec./other						
<b>Permanent work sub-total</b>							
<b>TOTAL</b>							

**DISASTER IMPACTS**

List detours/critical facilities damaged.

Describe any health and safety issues.

Did previous state or local hazard mitigation measures reduce otherwise eligible costs? *(If yes, please explain)*

Comments:

**FIGURE III-2: PA PDA Summary Form**

Jurisdiction	Categories of Work							Total	Pop <sup>1</sup>	Per Capita Impact
	A	B	C	D	E	F	G			
<b>Franklin County</b>			30.9%							
Franklin County	\$ -	\$ 8,586	\$ 1,159,500	\$ -	\$ -	\$ -	\$ -	\$ 1,168,086		
Union, City of	\$ 186,677	\$ 25,193	\$ 140,203		\$ -	\$ 64,000	\$ 537,343	\$ 953,416	6,048	\$ 157.64
Pacific, City of	\$ 1,435	\$ -	\$ -		\$ -	\$ 26,977	\$ 15,600	\$ 44,012	4,350	\$ 10.12
Washington, City of	\$ 16,790	\$ 14,294	\$ 65,000	\$ 50,000	\$ 59,074	\$ 54,780	\$ 320	\$ 260,258	10,704	\$ 24.31
St. Claire, City of	\$ -	\$ -	\$ 110,950		\$ -	\$ 185,000	\$ 22,845	\$ 318,795	3,917	\$ 81.39
Gerald, City of	\$ 1,310	\$ -	\$ 3,890	\$ -	\$ -	\$ 32,030	\$ -	\$ 37,230	888	\$ 41.93
Washington SRD	\$ -	\$ -	\$ 15,600	\$ -	\$ -	\$ -	\$ -	\$ 15,600		
Union SRD	\$ 1,000	\$ -	\$ 27,900	\$ -	\$ -	\$ -	\$ -	\$ 28,900		
Boles FPD		\$ 12,000						\$ 12,000		
Pacific FPD	\$ -	\$ 1,006	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,006		
Beaufort-Leslie FPD	\$ -	\$ 1,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,000		
Union FPD	\$ -	\$ 1,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,000		
Washington Ambul. Dist.	\$ -	\$ 1,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,000		
St. Claire Ambul. Dist.	\$ -	\$ 1,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,000		
Meramec Ambul. Dist.		\$ 800			\$ 1,500			\$ 2,300		
Franklin County PWSD #1						\$ 24,901		\$ 24,901		
Franklin County PWSD #3						\$ 2,980		\$ 2,980		
<b>17</b>	<b>\$ 207,212</b>	<b>\$ 65,879</b>	<b>\$ 1,523,043</b>	<b>\$ 50,000</b>	<b>\$ 60,574</b>	<b>\$ 390,668</b>	<b>\$ 576,108</b>	<b>\$ 2,873,484</b>	<b>80,603</b>	<b>\$ 35.65</b>
<b>Jefferson County</b>										
Jefferson County	\$ -	\$ -	\$ 746,090	\$ -	\$ -	\$ -	\$ -	\$ 746,090		
Hillsboro, City of						\$ 2,632		\$ 2,632	1,625	\$ 1.62
DeSoto, City of	\$ 5,000	\$ 5,000				\$ 27,000		\$ 37,000	5,993	\$ 6.17
High Ridge FPD	\$ -	\$ 3,542	\$ -	\$ -	\$ 3,000	\$ -	\$ -	\$ 6,542		
Cedar Hill FPD	\$ -	\$ -	\$ -	\$ -	\$ 13,331	\$ -	\$ -	\$ 13,331		
Rock Community FPD	\$ -	\$ 7,930	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,930		
Rock Creek PSD						\$ 10,500		\$ 10,500		
Jeff. County Park			\$ 2,080					\$ 2,080		
<b>8</b>	<b>\$ 5,000</b>	<b>\$ 16,472</b>	<b>\$ 748,170</b>		<b>\$ 16,331</b>	<b>\$ 40,132</b>		<b>\$ 826,105</b>	<b>171,380</b>	<b>\$ 4.82</b>
<b>Gasconade County</b>										
Gasconade County	\$ 3,100	\$ 1,000	\$ 54,400	\$ -	\$ -	\$ -	\$ -	\$ 58,500	14,006	
<b>1</b>	<b>\$ 3,100</b>	<b>\$ 1,000</b>	<b>\$ 54,400</b>					<b>\$ 58,500</b>	<b>14,006</b>	<b>\$ 4.18</b>
<b>26 Jurisdictions</b>	<b>\$ 215,312</b>	<b>\$ 83,351</b>	<b>\$ 2,325,613</b>	<b>\$ 50,000</b>	<b>\$ 76,905</b>	<b>\$ 430,800</b>	<b>\$ 576,108</b>	<b>\$ 3,758,089</b>	<b>5,117,073</b>	<b>\$ 0.73</b>
<b>26</b>	<b>5.7%</b>	<b>2.2%</b>	<b>61.9%</b>	<b>1.3%</b>	<b>2.0%</b>	<b>11.5%</b>	<b>15.3%</b>	<b>100.0%</b>		

<sup>1</sup>U.S. Census Bureau, Population Estimates, 1990 census data.



## IV. CHECKLIST FOR PRELIMINARY DAMAGE ASSESSMENT

### Public Assistance Program

#### Checklist for Preliminary Damage Assessment

1. General. Damage assessments identifying PA Program requirements focus on damage to facilities belonging to a State or local government, eligible private nonprofit organization, public entity, unincorporated town, village, tribal government, or rural community.

The following guidelines are used to develop an accurate measure of needs for the PA Program.

2. Definitions. Terminology used is in accordance with 44 CFR, Part 206. Selected definitions for ready reference follow:

a. Health and Safety. General health and safety problems that impact on the situation; the impact on medical care facilities and the need for vector control.

b. Private Nonprofit Facility. Any private nonprofit educational, utility, emergency, medical, irrigation, rehabilitation, and temporary or permanent custodial care facility (including those for the aged and disabled); other private nonprofit facilities which provide essential services of a governmental nature to the general public, such as community centers, libraries, homeless shelters, senior citizen centers, shelter workshops, museums, zoos and facilities which provide health and safety services open to the general public; and facilities on Indian reservations.

c. Public Facility. Any publicly owned flood control, navigation, irrigation, reclamation, public power, sewage treatment and collection, water supply and distribution, watershed development, or airport facility; any non-Federal-aid street, road, or highway; any other public building, structure, or system, including those used for educational, recreational, or cultural purposes; or any park.

3. Use of PDA information in recovery process. Ensure forwarding of PDA information to NEMIS case management file to facilitate assignment of Public Assistance Coordinators (PAC) and scheduling of kick-off meetings.

4. Checklist. The following items may be considered in developing a profile of the damage and the impact on the community, as well as in translating impact into PA Program requirements:

#### **a. Debris (Category A).**

(1) Type and Volume. Estimate the amount and type of debris (may include building materials, trees, mud, temporary disposal sites, etc.)

(2) Affected Property. Identify types of property affected by debris; such as farmland, roads, schools, commercial centers, and public or private property.

- (3) **Affected Services.** Identify local transportation, communication, water supply, or sewage disposal affected by debris problems.
- (4) **Distribution/Density.** Describe the size of the area over which the debris is distributed and its density within that area.
- (5) **Removal Requirements.** Identify requirements for special equipment needed to remove debris. Identify the requirements for and availability of debris disposal sites both temporary and permanent.
- (6) **Local Response.** Describe the progress of local debris removal activities (by State and local governments, as well as voluntary efforts).
- (7) Identify sites of total infrastructure destruction over a wide spread area with potential for large-scale demolition and debris removal.

**b. Emergency Protective Measures (Category B).**

- (1) **Nature of the Threat.** Note the conditions, which threaten public health, safety, and property, and describe the threat.
- (2) **Nature of Protective Work.** Identify such measures as pumping, sandbagging, vector control, and stream clearance, and describe the requirements.
- (3) **Impact.** Determine essential services affected by the threatening situation.
- (4) **Local Response.** Describe actions by the local and State governments and private voluntary groups to deal with the problem, and the need, if any, for additional resources to combat it.

**c. Roads (Category C).**

- (1) **Maintenance Responsibility.** Identify maintenance responsibility (State, county, or local government; private; Federal Aid System; or other Federal agency, e.g., Forest Service, Bureau of Indian Affairs [BIA]. Note the county location for roads. Note the county location even for roads, which are the responsibility of the State Highway Department.
- (2) **Road Description.** List name or route number, road width, pavement type, etc.
- (3) **Damage Description.** Describe types of damage including road material, shoulder erosion, culvert washouts, debris (including slides), and the size of each type of damage.
- (4) **Alternate Routes.** Identify alternative routes, their lengths, and the amount of traffic.
- (5) **History.** Describe the type, cost, and frequency of damage from previous incidents.
- (6) **Impact.** Describe the social and economic effect the damage has had on local activities.

#### **d. Bridges (Category C).**

- (1) Maintenance Responsibility. Identify maintenance responsibility (State, county, or local government; private; Federal Aid System; or other Federal agency, e.g., Forest Service, BIA).
- (2) Bridge Description. Identify the length, type, location, historical significance and specify the number of lanes or width, number of spans, and construction material.
- (3) Damage Description. Describe the type of damage and the approximate extent of damage, especially when the bridge was not completely destroyed. Specify damage to piers, parapets, surface, abutments, superstructure, and approaches.
- (4) Impact. Describe the effect the loss of this bridge has on local traffic flow and circulation, particularly if it isolates the community or an essential service, such as a hospital or major employer.
- (5) Alternate Routes. Estimate the number of days out of service and the length of any available detours or alternate routes, or the need for an emergency replacement structure.

#### **e. Water Control Facilities (Category D).**

- (1) Maintenance Responsibility. Identify the organization responsible for maintenance. Identify potential flood control works that are the responsibility of other Federal agencies, i.e. USACE or NRCS.
- (2) Facility Description. Provide the approximate pre-disaster height and length of the facility and its construction material (e.g., earth, concrete, rock, and wood).
- (3) Function. Describe the purpose of the facility.
- (4) Damage Description. Describe specific damage to major components and give the location, extent and type of damage (seepage, over-topping, erosion, or actual breaks).
- (5) Impact. Describe the threat existing because of the damage and note any need for evacuation and the approximate timeframe.

#### **f. Buildings and Equipment (Category E).**

- (1) Functions of Damaged Buildings and Equipment. Describe the uses of major buildings and equipment damaged, such as schools, hospitals, government buildings, and commercial structures.
- (2) Prevalent Construction Types. Identify the construction material (e.g., masonry, steel and glass, brick, and wood) and give dimensions.
- (3) Damage Description. Indicate the type of damage (e.g., windows broken, roof blown off, height of flood water), indicate if the item was destroyed or is repairable, and describe equipment and content damage.

(4) Impact. Report the availability of alternate facilities, and the general consequences of interruption of activities carried on in the damaged major buildings when such buildings are no longer usable.

(5) Insurance Coverage. Estimate the percentage of damaged buildings covered by general and/or flood insurance, along with the extent of coverage, if available.

(6) Historical issues. Identify if structure is potentially subject to 36 CFR, Historical Preservation.

(7) Identify if structure is in floodplain or coastal barrier area

#### **g. Utilities (Category F).**

(1) For Damage to Physical Plants.

(a) Function and Location of the Utility. Identify the type of facility (water, gas, electric, or sewage treatment) and its organization (e.g., public, private nonprofit cooperative).

(b) Damage Description. Describe the damage to each major component or subsystem; (e.g., buildings, filters, generators, or other equipment affected by fires, short-circuiting, water damage, structural damage, and underground breaks).

(c) Operating Status. Estimate the number of days out of service and the approximate time until service resumption.

(d) Impact. Describe health and safety problems caused by the damage and specify any need for an alternate or emergency system.

(e) History. Obtain a description from the local utility operator of any previous damage history, and then compare with the severity of current damage.

(f) Local Response. Describe the State and local response to the situation.

(2) For Damage to Distribution and Collection Systems.

(a) Damage Description. Describe the nature of the damage, supplemented by an estimate of the important dimensions of the damaged portion (e.g., size of the line, length, and number of manholes).

(b) Interim Restoration. Estimate the feasibility of bypassing the damaged section and, if so, describe the type of bypass.

(c) Impact. Describe health and safety problems caused by the damage.

(d) History. Identify the extent and frequency of damage due to previous incidents.

#### **h. Parks and Recreation, Other (Category G).**

(1) Facility Description. Identify the type of facility which has sustained damage.

(2) Function. Give the purpose of the facility.

(3) Maintenance Responsibility. Identify the organization responsible for maintenance. Note the county location even for facilities which are the responsibility of a State agency such as Department of Natural Resources.

(4) Damage Description. Describe the specific damage; if the item was destroyed or is repairable; location, dimensions, and other applicable information.

(5) Impact. Describe any threat, or health and safety problems, resulting from the damage; and the general impact the loss of the facility has on the community.

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# **PACIFIC ISLAND ANNEX**

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## **PACIFIC ISLAND ANNEX**

This annex provides basic information on conducting a Preliminary Damage Assessment (PDA) in the remote Pacific jurisdictions. The areas covered by this annex include American Samoa, Commonwealth of the Northern Mariana Islands (CNMI), Federated States of Micronesia (FSM), Guam and the Republic of the Marshall Islands (RMI). Except as noted below, the procedures are the same as the basic part of the PDA for Human Services Operations Manual.

### **A. TEAM ASSIGNMENTS AND PRE-BRIEFING**

- Coordinate with the local government to establish a pre-PDA briefing of the village mayor, Matai, and/or village/county council. Often, these are not government “officials,” as we know them.
- A Pacific Island PDA team will most likely be assigned to assess a village, a number of villages in close proximity, or an island.
- Pacific Island PDA teams need to be familiar with specific cultural differences that impact the family structure, housing, land ownership, and community governance.
- Pacific Island PDA teams need to be familiar with re-construction costs in that locality, as the degree of damage is determined by cost to rebuild.

### **B. FIELD ASSESSMENT METHODS**

- Pacific Island PDA teams may need to use small boats to travel between outer islands, atolls, and lagoons.
- Often the island terrain is mountainous and the homes may be accessible only on foot or by 4-wheel drive vehicle. Team members must be prepared to hike over hilly jungle terrain or ride in the back of a pick-up truck over dirt roads.
- Care should be exercised in rural areas so as to avoid unexploded World War II ordnance.

### **THINGS TO KNOW BEFORE LEAVING HOME**

- Bring a valid passport or birth certificate.
- Bring cash or travelers checks. Charge cards, Automatic Teller Machine card, and debit cards may not be accepted.

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# **INDIAN RESERVATION ANNEX**

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## **PROTOCOL**

### **PRIOR TO GOING ON ANY TRIBAL LANDS**

To conduct a PDA, the PDA Coordinator must establish contact with the Tribal Chair and the local Superintendent of the Bureau of Indian Affairs (BIA). The Superintendent's office is usually in close proximity to Tribal Headquarters. The PDA Coordinator will set up a meeting time with the Chairman or his designee (generally the Emergency Manager or Tribal Business Manager) to begin the PDA. The meeting should serve as an opportunity to introduce the PDA team and to brief tribal leadership on the PDA process.

It is recommended that the PDA team also include someone from the Tribal Housing Authority since many of the homes on a reservation are under their management. The Tribal Housing Authority member will be able to assist the PDA team in locating damaged residences and in determining occupancy issues.

It should be noted that Tribal staff resources are often very limited. Where practical, the scheduling of IA and PA PDA teams should be coordinated, as the same Village representative will often be assisting both teams.

At the conclusion of the PDA, and prior to leaving the area, the PDA Team Coordinator should contact the Tribal Chair or his/her designee to ensure that Tribal leadership is aware of what was found, confirm all damaged residences have been surveyed, and inform them of the next steps in the process. The PDA Coordinator should also re-contact the BIA Superintendent, and convey the same information.

FEMA's Public Assistance Program may help with disaster funds to pay for repairing disaster damage to Tribal Housing Authority homes if uninsured. Generally, the tribal government does not have funding to cover these types of losses and Department of Housing and Urban Development (HUD) no longer maintains disaster funding for such units.

Consider other Federal agency (OFA) participation and responsibilities under their own authorities, deducting OFA-responsible facilities from the estimated costs along with insurance proceeds. Team members should be given specific instructions about the scope and quality of work expected from each team and especially from the FEMA PA team representative. The PA PDA Coordinator reviews all final work products personally, preferably in the company of the Federal project officer responsible for preparing the summary reports.

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# **ALASKA NATIVE VILLAGES ANNEX**

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## **ALASKA NATIVE VILLAGES ANNEX**

While much of the methodology for gathering data on damage to public facilities is the same, there are important protocol requirements for conducting a Preliminary Damage Assessment (PDA) in Alaskan Native Villages. The Public Assistance (PA) PDA Coordinator must be aware of the sensitive nature of village issues and should follow village protocol. It is also important that all PDA team members be aware of the proper protocol and, in particular, of the occupancy issues in Alaskan Native Villages.

Every Alaska Native Village has either a Traditional or Indian Reorganization Act (IRA) Council (government), as well as a for-profit village corporation. Most native villages are also cities and have a city council. Although currently in a dynamic state of legal clarification, the State of Alaska Division of Emergency Services treats all forms of local government as equal entities, notwithstanding slight differences in structural nomenclature. In a few cases, more than one village could be involved in a common or unified council or Village Corporation.

Village corporations - not the city governments - own most of the land (surface estate) in rural villages, unless the land has been conveyed to the city government through what is commonly known as the 14(c)(3) process. Even in the village, the regional corporation owns the subsurface under the village corporation land.

Indian reservations (with the exception of the Annette Island Indian Reservation and counties) do not exist in Alaska. References may be made to the *Venetie Reservation*, an entity extinguished by the Alaska Native Claims Settlement Act (ANCSA) in 1971 (see definition below). The two Native corporations (Venetie and Arctic village) established for the Neets'ait Gwich'in elected to make use of an ANCSA provision allowing them to take title to former reservation lands in return for forgoing the statute's monetary payments and transfers of non-reservation land.

### **A. HOUSING AUTHORITIES**

Housing units in Alaskan Native villages may have been funded with Department of Housing and Urban Development (HUD) money passed through the housing authority of one of the 12 regional native corporations or directly to the native village pursuant to the Native American Housing and Self Determination Act of 1996 (NAHASDA).

### **B. OCCUPANCY OF RESIDENCES IN ALASKAN NATIVE VILLAGES**

There are basically five types of occupancy in Alaskan Native villages. They are:

## **Village Housing Authority Holds Title To The Residence**

These are homes being purchased from the Village Housing Authority. While the occupant may feel they are an owner, they are considered “renters” for FEMA programs, since repairs to the home are the responsibility of the Village Housing Authority. For FEMA purposes, the occupant does not “own” the home until title is conveyed to them by the Housing Authority. This is very similar to a lease purchase where the option has not yet been exercised. There may also be homes in this category where the occupant owns the land and indeed they may have a deed to that land, but the Housing Authority holds the title until such time as the title to the house is conveyed.

For insurance determinations, it should be noted that while the Housing Authority will probably have insurance on the structure, personal property and Additional Living Expense (ALE) coverage are not part of the policy. However, the type of insurance carried is generally for wind/rain/fire perils only, similar to a Homeowner’s policy and thus there is generally no coverage for flooding damage.

Under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. § 5121 et seq, FEMA’s Infrastructure Program (Public Assistance) may provide supplemental funding to pay for the disaster damaged repairs to these Village Housing Authority homes if uninsured. Generally, the Tribal government does not have funding available to cover these types of losses and HUD no longer maintains disaster funding for these units.

## **Village Housing Authority Homes Where The Title Has Been Conveyed**

These are homes where the purchaser has completed the payments and title has been conveyed. Most Village Housing Authorities maintain a list of homes that have been conveyed. If at all possible on the PDA, arrangements should be made to obtain a copy of the list of conveyed homes. This will clearly aid the inspectors, the Processing Center, and the Disaster Field Office (DFO) in sorting out the ownership of village homes in the event of a declaration. These occupants are considered true owners and not eligible for Public Assistance funding.

## **Fee Simple Homes**

These are homes owned outright by an individual or individuals, which an individual either purchased for a fee or built, and have never been owned by the Village Housing Authority. There will often be a deed for these homes. There are also homes within this category that have been inherited, with no transfer of title. However, there will often be a deed to the home and property registered at the county or within tribal records and the line of inheritance can be traced through that deed. The Housing Authority representative or team member will usually be able to identify homes in this category. These occupants are considered as true owners and not eligible for Public Assistance funding.

## **Homes Owned By Non-Village Members**

These homes are treated the same as Fee Simple Homes.

## **Rental Units**

Depending on the village, there may be homes that are true rental properties. While the rent charge may be minimal or even “free-rent”, the individuals occupying the residence are not responsible for repairs and are in a landlord/tenant relationship. These occupants are considered true renters and not eligible for Public Assistance funding. The rental units however may be eligible for Public Assistance funding depending on whether or not the unit is owned by an eligible public entity that is responsible for maintenance and repair.

## **Rent-Free Ownership**

As in other parts of the country, instances of rent-free ownership may be found in villages.

The following criteria must be met for an occupant to be considered an owner under rent-free guidelines. The occupant:

- does not hold formal title to the damaged dwelling and
- pays no rent,
- is responsible for payment of taxes or maintenance to the residence,
- or has lifetime occupancy rights with formal title vested in another

If these circumstances apply, the occupant is considered as an owner and is not eligible for Public Assistance funding.

## **C. PROTOCOL**

Prior to going into an Alaska Native Village to conduct the joint FEMA/State PDA, the PA PDA Coordinator should coordinate with the State to assure that initial contacts have been established with the Village’s Council Chairperson and the Village Corporation Representative.

The PDA team should include authorized representatives from the Village Council, and as appropriate, the Village Corporation, in addition to representatives from FEMA and Alaska Department of Emergency Services (ADES). The ADES representative and the FEMA Regional Tribal Liaison will be able to assist in the identification of appropriate points of contact. The PA PDA Coordinator will set up a meeting time with the Village representative to brief the Village leadership on the PA process and to review and document eligible damages.

In Alaska, the Bureau of Indian Affairs does not play a primary partnership role in the disaster recovery process and is normally not included when formulating a PDA team.

Also, in Alaska, Indian Health Service (IHS) represents ESF-8 (United States Public Health Service). When undertaking PDAs in the Villages, an informational contact to that agency is advisable, because IHS has primary responsibility for water systems, sewer and septic systems, and other sanitation systems in Alaska Native Villages.

It should be noted that Village staff resources are often very limited. Where practical, the scheduling of IA and PA PDA teams should be coordinated, as the same Village representative will often be assisting both teams.

The PDA process must also take into consideration the need for an interpreter as each specific area warrants.

At the conclusion of the PDA, and prior to leaving the area, the IA and PA PDA Team Coordinator should contact the Council Chair or his/her designee to ensure that Village leadership is aware of what was found, confirm all damaged residences have been surveyed, and inform them of the next steps in the process.

#### **D. DEFINITIONS**

- 1. Alaska Native Claims Settlement Act (ANCSA):** Alaska was unique in that no special “Indian policy” was established, no treaties were signed, and no reservations established. ANCSA officially designated Alaska Native Villages.
- 2. Alaska Native Village:** The village, as designated by ANCSA is the basic geographical unit (for the Federal purposes), not the tribal government (except in the case of Metlakatla). Section 104 of P. L. 103-454; 108 Stat. 4791, 4792 of November 2, 1994 recognized 227 Alaska Native Village entities eligible for funding and services from the Bureau of Indian Affairs by virtue of their status as Indian tribal governments. These entities are acknowledged to have the immunities and privileges available to other Federally-acknowledged Indian tribal governments by virtue of their government-to-government relationship with the United States as well as the responsibilities, powers, limitations, and obligations of such tribal governments. The Bureau of Indian Affairs has continued the practice of listing Alaska Native entities separately solely for the purpose of facilitating identification and given the number and complexity of native entities.
- 3. Regional (for profit) Corporations:** Twelve native regional corporations were established for Alaska Natives under ANCSA. A thirteenth corporation was established to represent non-resident natives. These corporations are for-profit organizations and hold title to the sub-surface rights of 40 million acres of Alaska land. The regions are in general ethnically homogeneous.

**4. Regional (private nonprofit) Corporations:** These regional non-profits are incorporated within the State of Alaska and are also organized to meet the Federal requirements of the Indian Self-Determination and Education Assistance Act (Public Law 93-638) ("ISDEA"), 1975. This legislation authorizes the Secretaries of the Department of the Interior and the Department of Health and Human Services to contract with tribal governments to operate Federal programs. As non-profit corporations, they are eligible to contract with the State of Alaska for grant programs. They are able to function as consortiums of native village governments by virtue of tribal resolutions passed by their constituent village IRA or Traditional Councils.

**5. Village Corporation:** Each ANCSA-designated native village corporation was given land based upon a population formula. When village corporations were established they could elect to be either for profit or non-profit. All village corporations in Alaska chose to be for profit. City governments obtain some or most of their land through conveyance from the village corporation.