



*State of Georgia  
Disaster Management  
Handbook*

**Georgia Emergency Management Agency**

**1/11/07**

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# Schedule of Updates

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Original Issue ..... June 01, 2006  
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# Introduction and Purpose

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Georgia has had 16 Presidential declarations of a major disaster since 1991. Nearly every county in the state has been included in one or more of these declarations. In addition, there have been 72 Governor declared emergencies that state and local government have responded to, and innumerable smaller emergencies and disasters that did not result in Presidential declarations. Georgia must be prepared to mitigate, respond to, and recover from natural, man-made and technological events.

The four phases of emergency management – *mitigation, preparedness, response, and recovery* – are ongoing, interdependent, and overlapping. To ignore the actions required by any one of the four phases jeopardizes the jurisdiction's overall ability to "manage" disasters and emergencies. The purpose of this handbook is to provide a variety of tools to help emergency managers mitigate hazards, prepare for emergencies, and enhance the response and recovery phases of any emergency situation.

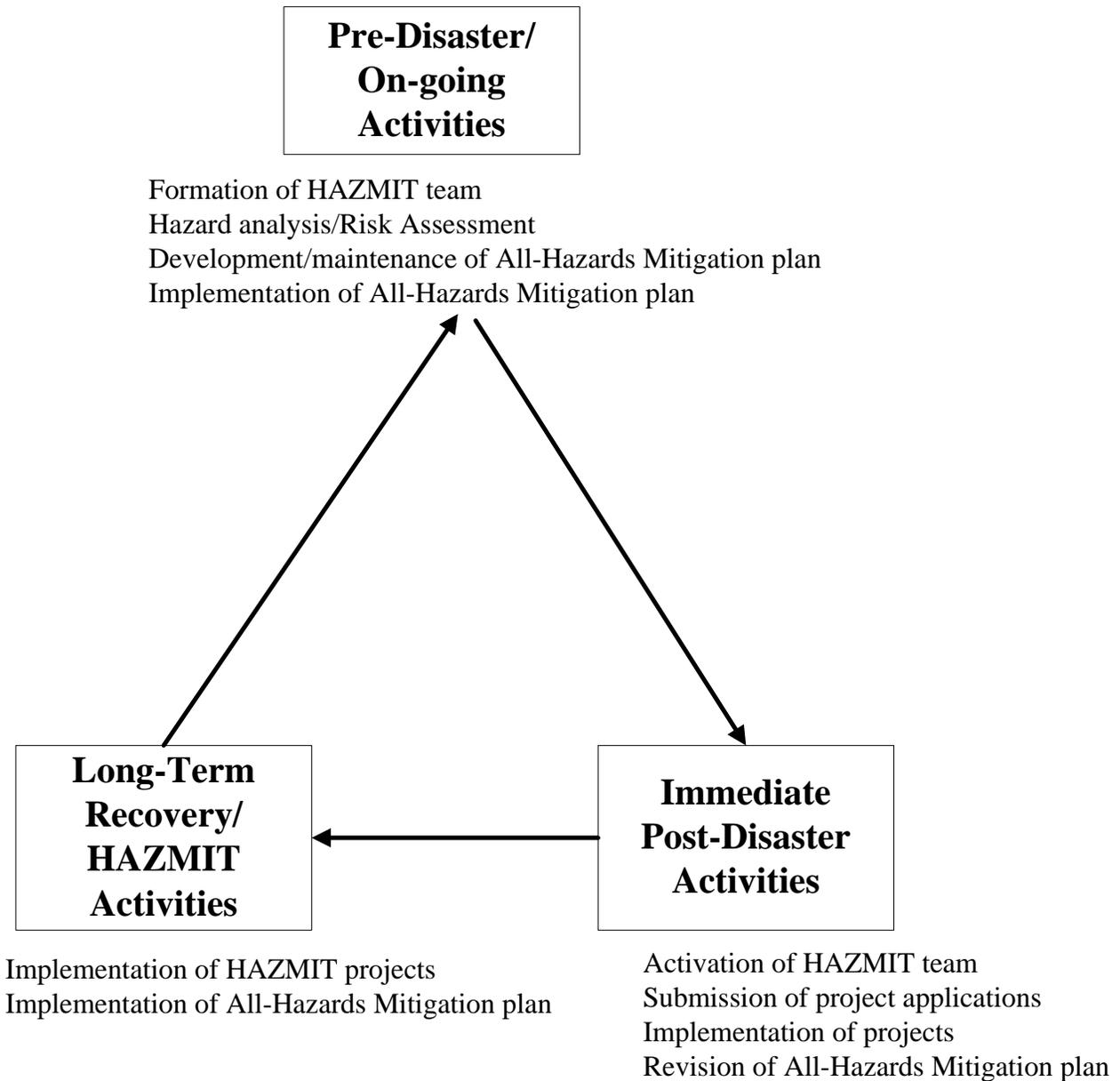
Much of the information contained in this manual is also available in other documents. For this reason, the amount of detail provided for each topic will vary. In some cases, only an overview is provided; in others, more specific information is included.

The forms in the Appendix may be freely copied.

# Mitigation

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## A. Local Hazard Mitigation Cycle



## **B. Pre-Disaster Hazard Mitigation Actions**

As shown on the Local Hazard Mitigation Cycle chart, hazard mitigation is a continuous process, not just an immediate post-disaster activity. The key on-going activities are as follows.

### **Formation of a Local Hazard Mitigation Team**

In most jurisdictions, there are several officials who have a role in hazard mitigation. These officials include emergency managers, zoning officers, public works directors, housing agency administrators, city/county administrators, and utility service operators, among others. An important step in the implementation of a hazard mitigation program within a city or county is the identification of officials who are willing to participate on a hazard mitigation team. The purpose of the team is to help define the jurisdiction's hazard mitigation goals and objectives and coordinate its hazard mitigation efforts.

### **Hazard Analysis/Risk Assessment**

The first step toward establishing a jurisdiction's hazard mitigation goals and objectives is the identification and prioritization of its hazards and risks. Specifically, in terms of injuries, deaths, economic losses, disruption of services, etc., what are the major threats (either natural or other) that affect the community? Most communities are already able to answer this question to some degree. A hazard analysis and risk assessment, however, will often reveal "surprises" regarding the actual threat posed by floods, tornadoes, windstorms, ice storms, etc. This information is necessary in order for a jurisdiction to know how much emphasis it should place on mitigating a particular hazard. It can be argued that the larger (in terms of both population and territory) and more complex (i.e. is there a river, airport, chemical plant, major rail line, etc. within its boundary) the jurisdiction, the more thorough the hazard analysis and risk assessment should be. Each community will have to decide for itself how elaborate its hazard analysis and risk assessment will be and which hazards and risks it will include. The hazard analysis should serve as a basis for, and constitute part of, a jurisdiction's hazard mitigation plan. GEMA can provide guidance relative to the conduct of a hazard analysis and risk assessment.

### **The Georgia Hazard Mitigation Plan**

The Georgia Hazard Mitigation Plan is an all-hazard summary of vulnerabilities, capabilities and mitigation strategies for the state. The plan has been developed, first and foremost, for the purpose of eliminating and/or reducing future losses due to disasters. However, such plans are also a requirement for those states, like Georgia, that have received a presidential declaration of a major disaster. It is directed at state government; local governments need to develop their own hazard mitigation plans.

### **All-Hazards Mitigation Plan**

Individual hazard mitigation projects are sometimes unfortunately carried out in the absence of any overall local hazard mitigation plan. The lack of a plan may result in mitigation efforts that are disjointed, misdirected, or both. A local all-hazards mitigation plan should serve as the road map for all of a jurisdiction's hazard mitigation efforts. Hazard mitigation planning information, however, may simply constitute part of another document (such as a community development plan), rather than assume the form of a separate, stand-alone document.

In addition to providing direction for a jurisdiction's hazard mitigation efforts, the plan can also help it achieve other objectives. Well thought-out flood mitigation planning and projects, for example, can make a community more attractive to new business and industry, improve local water quality, enhance recreational opportunities, and improve the quality of housing.

As is true for a hazard analysis, the complexity and scope of a local hazard mitigation plan may vary considerably. Each jurisdiction will have to determine how comprehensive its plan will be. Although the

content of local hazard mitigation plans may vary, GEMA suggests that all plans include certain minimum items. Furthermore, some items must be included if a jurisdiction wants to be eligible to participate in certain state and federal mitigation assistance programs. Upon request, GEMA will provide specific information and guidance in this area.

### **Implementation of a Local All-Hazards Mitigation Plan**

Once an all-hazards mitigation plan is completed, it should be implemented on an ongoing basis. As depicted in the Local Hazard Mitigation Cycle chart, some hazard mitigation objectives can be accomplished in the pre-disaster time period, some in the immediate post-disaster period, and some during the long-term recovery period. For this reason, it is important that the plan identify not only proposed all-hazards mitigation measures, but also the time frame or schedule for their implementation. Realistically, some measures can be initiated immediately; some cannot be carried out for some time; and some should constitute an ongoing activity. One responsibility of the local hazard mitigation team is to review the plan on a regular basis to determine if the jurisdiction is still on track relative to the mitigation actions and the schedule for their accomplishment.

# Georgia Incident Management System (NIMS/ICS)

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## A. Rationale and Overview

The need for an organized approach to the management of incidents is critical because incident management is carried out in a constantly changing environment with multiple priorities and complex problems. Georgia has adopted the National Incident Management System (NIMS) and its Incident Command System (ICS) principles as the framework for emergency response and management.

The incident commander may need to deal with life safety, incident stabilization, personnel accountability, and environmental concerns as well as other issues. The incident commander has to balance these priorities while keeping in mind the limited resources available. These decisions may need to be made in minutes or only seconds.

Communication issues add to the complexity of incident management. Without an organized system of management, the incident manager may be hampered by poorly understood procedures, inadequate or incompatible equipment, lack of interagency training, inadequate planning, problems in gathering accurate information, and awareness of only part of the total picture.

Incident management systems such as NIMS/ICS alleviate these problems through the use of:

- Common terminology,
- Modular organization,
- Integrated communications,
- Unified command structure,
- Consolidated action plans,
- Manageable span of control,
- Designated incident facilities, and
- Comprehensive resource management.

NIMS/ICS can be used in emergencies resulting from normal day to day incidents (such as house fires and minor utility outages), major incidents (such as hazardous materials spills and small stream flooding), and disasters and major emergencies (such as tornadoes and widespread flooding). It can also be used for other non-emergency events such as parades and community celebrations. This type of formalized system lends consistency to the way team members and agencies function in an incident and fosters efficiency by using the same system regardless of the size of the incident.

Only in rare situations can a single agency or department handle an emergency situation of any scale alone; interagency cooperation may be required from fire departments, law enforcement agencies, local boards of health, public works departments, state agencies, and federal agencies. NIMS/ICS creates a common basis for a community to handle the situation. It is staffed and operated by qualified personnel from any agency and may involve personnel from a variety of agencies. These may include individuals with obvious roles, as well as those whose roles seem peripheral. For example, important members of an incident management team may include the editor of the local newspaper or the supervisor of a local construction crew. Because NIMS/ICS can be used at virtually any type and size of incident and with personnel from almost any agency, it is important to provide NIMS/ICS training to all responders.

NIMS/ICS is designed to be in use from the time an incident first occurs until the requirements for management no longer exist. "Incident Commander" is a title that can apply equally to any responding organization or to any one of its members representing any level of management, depending on the

situation. The structure of NIMS/ICS can be established and expanded depending upon the changing conditions of the incident.

NIMS/ICS can be looked upon by responders as their incident management “tool box.” All the tools in the tool box will not be used for any given incident, but there is a need to be familiar with everything just in case the need comes up for its use.

### **Key concepts of NIMS/ICS**

NIMS/ICS will provide for the following kinds of operations:

- Single jurisdiction/single agency involvement
- Single jurisdiction/multi-agency involvement
- Multi-jurisdiction/multi-agency involvement

The NIMS/ICS organization structure:

- Can be adapted to any emergency or incident.
- Can be applicable and acceptable to users throughout the country.
- Should be readily adaptable to new technology.
- Must be able to expand in a logical manner from an initial response to long-term recovery.
- Must have basic common elements in organization, terminology, and procedures.
- Should cause the least possible disruption to existing systems.

### **Organization and Operation**

NIMS/ICS has five major functional areas which are further explained in the next section and can be seen in the organization chart on page 11:

- Command,
- Operations,
- Planning,
- Logistics, and
- Finance/administration.

## **B. Incident Command Duties and Responsibilities/ Training**

### Incident Commander

The incident commander is responsible for incident activities including the development and implementation of strategic decisions and for approving the ordering and releasing of resources.

#### Duties

- Assess incident situation.
- Assume command.
- Establish additional functional roles and organization elements of NIMS/ICS needed to fit the incident.
- Request or confirm dispatch or arrival of needed resources.
- Designate Public Information, Safety, and Liaison Officers.
- Establish Operations section with group/functional branches or sectors (e.g. law enforcement, fire, EMS, public works, public health) as appropriate.
- Establish support sections (e.g. logistics, planning, finance) as appropriate.
- Provide instruction and resources as necessary.
- Conduct initial briefing.
- Review, approve, and authorize implementation of incident action plan.
- Oversee implementation of incident action plan.
- Ensure planning meetings are conducted.
- Approve requests for additional resources and requests for release of resources.
- Authorize release of information to news media.
- Report situation and plans to Emergency Operating Center (EOC).
- Approve plan for demobilization.

### Information Officer

The information officer, a member of the command staff, is responsible for the formulation and release of information about the incident to the news media and other appropriate agencies and organizations.

#### Duties

- Obtain briefing from incident commander.
- Contact the jurisdictional agency to coordinate public information activities.
- Establish single incident information center whenever possible.
- Arrange for necessary workspace, materials, telephones, and staffing.
- Prepare initial information summary as soon as possible after arrival.
- Observe constraints on the release of information imposed by the incident commander.
- Obtain approval for release of information from the information commander.
- Release news to news media and post information in command post and other appropriate locations.
- Arrange for meetings between media and incident personnel.
- Provide escort service to the media and VIPs.
- Respond to special requests for information.

### Safety Officer

The safety officer, a member of the command staff, is responsible for monitoring and assessing hazardous and unsafe situations and developing measures for assuring personnel safety. Although the safety officer

may exercise emergency authority to stop or prevent unsafe acts when immediate action is required, the officer will generally correct unsafe acts or conditions through the regular line of authority.

#### Duties

- Obtain briefing from incident commander.
- Participate in planning meetings.
- Identify potentially unsafe situations in operating environment, proposed actions, and incident operations.
- Advise personnel on hazardous situations and appropriate actions to protect safety.
- Exercise emergency authority to stop and prevent unsafe acts.
- Coordinate investigation of accidents that have occurred within incident areas.

#### Liaison Officer

The liaison officer is a member of the command staff and is the point of contact for cooperating agencies, including the Red Cross, law enforcement, public works, and others.

#### Duties

- Obtain briefing from incident commander.
- Identify supporting agency representative or agency contact person including communication link and location.
- Provide a point of contact for and establish contact with supporting agencies.
- Respond to requests from incident personnel for interagency contacts.
- Monitor incident operations to identify current or potential interagency problems and recommend solutions to interagency problems.

#### Operations Section Chief

The operations section chief, a member of the general staff, is responsible for the management of all operations directly applicable to the primary mission. The operations chief activates and supervises organization elements in accordance with the incident action plan and directs its execution. The operations chief also directs the preparation of unit operational plans, requests or releases resources, makes expedient changes to the incident action plan as necessary and reports such to the incident commander.

#### Duties

- Obtain briefing from incident commander.
- Develop tactical operations portion of action plan, including operations and resource assignments for each operations branch or sector.
- Establish and maintain appropriate staging areas, appointing a staging area manager for each.
- Supervise tactical operations.
- Evaluate effectiveness of tactical operations and adequacy of resources; take action to improve.
- Report information about special activities, events, and occurrences to incident commander.
- Review suggested list of resources to be released and initiate recommendation for release of resources.

#### Staging Area Manager

The staging area manager is responsible for managing all activities within a staging area.

## Duties

- Obtain briefing from operations section chief.
- Proceed to staging area.
- Establish staging area layout.
- Determine any support needs for equipment.
- Establish check-in function as appropriate.
- Post areas for identification and traffic control.
- Request maintenance service for equipment at staging area as appropriate.
- Respond to request for resource assignment.
- Obtain and issue supplies distributed and received at staging area.
- Demobilize staging area in accordance with incident demobilization plan.

## Planning Section Chief

The planning section chief, a member of the general staff, is responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and the status of resources. Information is needed to understand the current situation, predict the probable course of incident events, and prepare alternative strategies and control operations for the incident.

## Duties

- Obtain briefing from incident commander.
- Activate planning section units.
- Reassign initial attack personnel to incident positions as appropriate.
- Establish information requirements and reporting schedules for all NIMS/ICS organizational elements for use in preparing the incident action plan.
- Supervise preparation of incident action plan.
- Assemble information on alternative strategies.
- Identify need for specialized resources.
- Anticipate developments and provide projections to incident command.
- Compile and display incident status summary information.
- Advise general staff of any significant changes in incident status.
- Document and disseminate all formal orders by incident command.
- Ensure that normal agency information collection and reporting requirements are being met.
- Prepare recommendations for release of resources for submission to the incident commander.

## Logistics Section Chief

The logistics section chief is a member of the general staff and is responsible for locating, organizing, and providing facilities, vital support services (such as transportation, fuel, water, power, communications), and supplies for the incident.

## Duties

- Obtain briefing from incident commander.
- Track names and locations of assigned personnel.
- Identify service and support requirements for planned and expected operations.
- Coordinate and process requests for additional resources.
- Advise on current service and support capabilities.
- Estimate future service and support requirements.
- Recommend release of resources in conformity with demobilization plan.
- Prepare and implement the communications plan.

- Ensure that an equipment accountability system is established.
- Determine method of feeding to best fit each situation.
- Ensure that sufficient potable water is available to meet all incident needs.
- Order, receive, distribute, and store supplies and equipment.
- Maintain inventory of supplies and equipment.
- Provide facility maintenance services, sanitation, lighting, and clean-up.
- Maintain incident roads.
- Provide maintenance and fueling according to schedule.

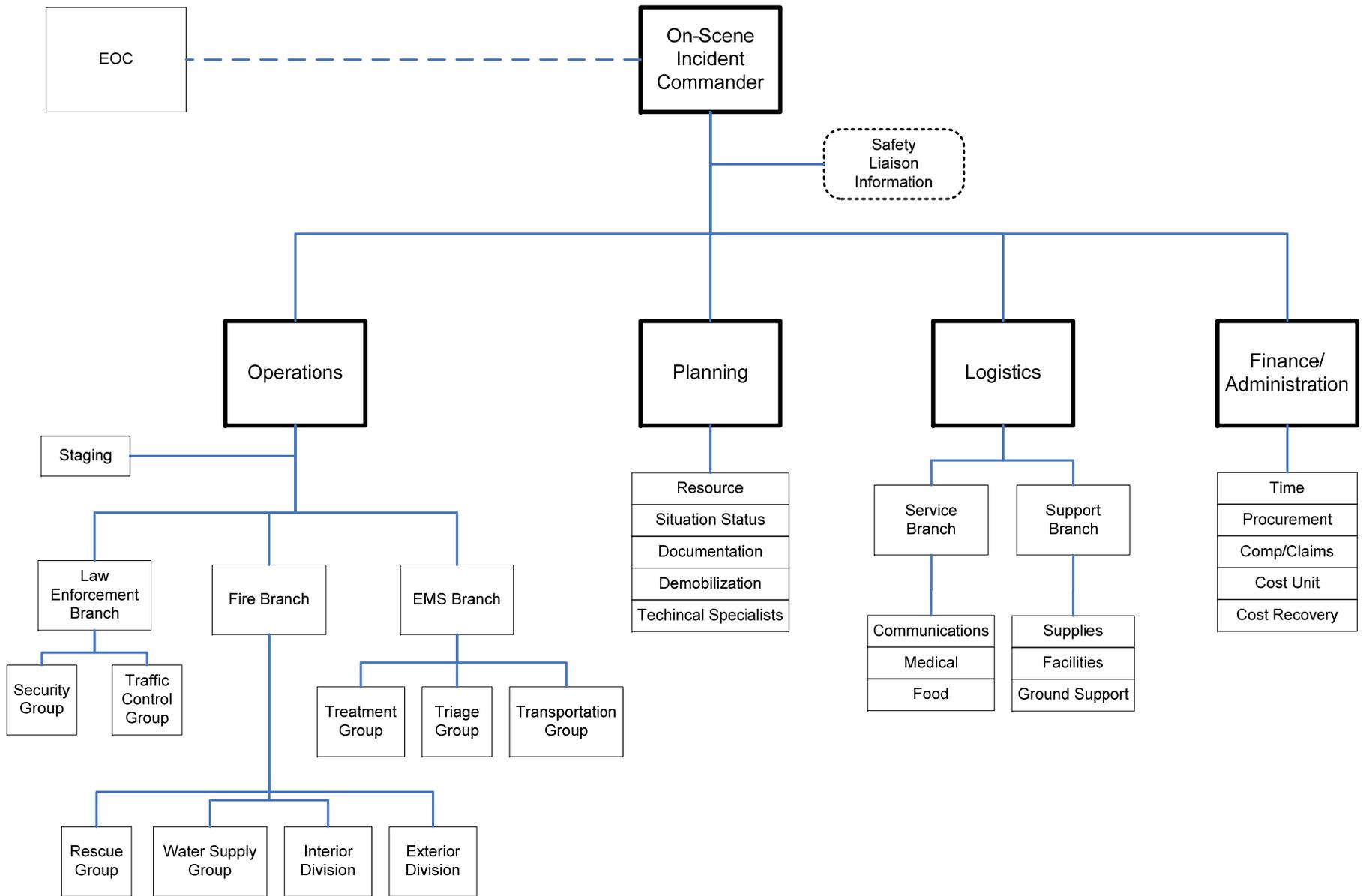
#### Finance/Administration Section Chief

The finance/administration section chief is a member of the general staff and is responsible for tracking all incident costs and evaluating the financial considerations of the incident.

#### Duties

- Obtain briefing from incident commander.
- Ensure that daily personnel time recording documents are prepared.
- Provide for record security.
- Ensure that all records are current or complete prior to demobilization.
- Record equipment use time.
- Maintain current posting on all charges or credits for fuel, parts, and services.
- Distribute copies per agency and incident policy.
- Establish and maintain a file for employee time reports.
- Prepare and sign contracts and land use agreements as needed.
- Establish contracts with supply vendors as required.
- Provide written authority for persons requiring medical treatment.
- Document all injuries occurring during incident.
- Keep informed and report on status of hospitalized personnel.
- Arrange for notification of next of kin of seriously injured or deceased persons.
- Obtain and record all cost data.

# Georgia Incident Management System Model



## **NIMS/ICS Training**

Georgia has adopted the Department of Homeland Security standard that all federal, state, local, tribal, private sector and non-governmental personnel with a direct role in emergency management and response must be NIMS and ICS trained. This includes all emergency services related disciplines such as EMS, hospitals, public health, fire service, law enforcement, public works/utilities, skilled support personnel, and other emergency management response, support and volunteer personnel, as follows:

Note: All classes are available on –line except ICS-300 and ICS 400 via:

<http://training.fema.gov/EMIWeb/IS/>

### Entry Level

- FEMA IS-700: NIMS, An Introduction; ICS-100: Introduction to ICS or equivalent

### First Line, Single Resource, Field Supervisors

- IS-700, ICS-100 and ICS-200: Basic ICS or its equivalent

### Middle Management: Strike Team Leaders, Division Supervisors, EOC Staff, etc.

- IS-700, IS-800 National Response Plan, ICS-100, ICS-200, and ICS-300

### Command and General Staff; Area, Emergency and EOC Managers

- IS-700, IS-800, ICS-100, ICS-200, ICS-300 and ICS-400

ICS 300 and 400 are available through the Georgia Public Safety Training Center, and the Georgia Fire Academy. Please contact these entities for training assistance and further information.

### What about elected officials?

The Federal NIMS Integration Center strongly *recommends* that all elected officials who will be interacting with multiple jurisdictions and agencies during an emergency incident at the minimum, complete IS-700: NIMS, An Introduction and ICS-100: Introduction to ICS. These courses provide a basic understanding of the National Incident Management System and the Incident Command System. Everyone directly involved in managing an emergency should understand the command reporting structures, common terminology and roles and responsibilities inherent in a response operation.

## **C. NIMS/ICS/EOC Interface**

Most incidents are classified as minor. They affect only a small portion of the community, and most response organizations have the ability to manage the incident by committing only limited resources.

Major incidents, however, may threaten the entire community. Whole communities may require evacuation for several days during large-scale incidents. A much greater commitment of equipment and personnel is made in an attempt to control these incidents. The decision-making process moves to the policy level, which involves more people in the procedure. Coordination of the response, responders, and information management moves to the highest level.

A thorough understanding of the Georgia Incident Management System (NIMS/ICS) and the concept of the Emergency Operations Center (EOC) is fundamental to effective management of both large and small incidents. The on-scene commander (OSC) must understand precisely under what circumstances the EOC is activated and what authority the OSC has when an EOC is activated.

The OSC and the EOC are partners in addressing issues facing a community during disaster and emergencies. The OSC is generally responsible for coordination and control of specific activities at a particular incident site. The EOC is generally responsible for coordination and control of all incidents occurring within a community. Usually, administrative and off-site functions are the responsibility of the EOC staff. The OSC retains authority at the site of the incident. These functions may overlap, and sometimes conflicts may develop. Continual communications and discussion between the EOC and OSC can assist in conflict resolution. In rare instances where there is no resolution, the EOC, which has responsibility for the entire community, should prevail.

The EOC does not dictate actions at the scene but may influence changes in the action plan through the distribution of resources. For instance, if the OSC develops an on-scene action plan requiring 25 emergency medical technicians and the EOC cannot meet the request, the OSC must modify the action plan based on available resources.

EOCs do not develop on-scene action plans, but must be made aware of them. Possible conflicts and potential problems can be role-played and addressed during planning and exercising before an actual incident.

Local emergency operations plans give precise protocols for activating the EOC and providing for a smooth transition of functions from the OSC to the EOC. Communication links between the two are established as the EOC is activated and are continued throughout the incident.

The EOC is a function, not just a building. Some communities may have a mobile EOC with the capability to respond to the scene or any other remote location. This usually happens during partial activation of the EOC when the numbers of persons in the EOC is small. A mobile EOC is sometimes more cost-effective than activating the primary EOC.

## Roles and responsibilities

The roles and responsibilities of the OSC and the EOC must be defined in local emergency operations plans and understood by everyone before the incident occurs.

The roles and responsibilities defined in this chart are based on full-scale, simultaneous, on-scene incident command and EOC activation. This chart serves as a planning tool for a jurisdiction.

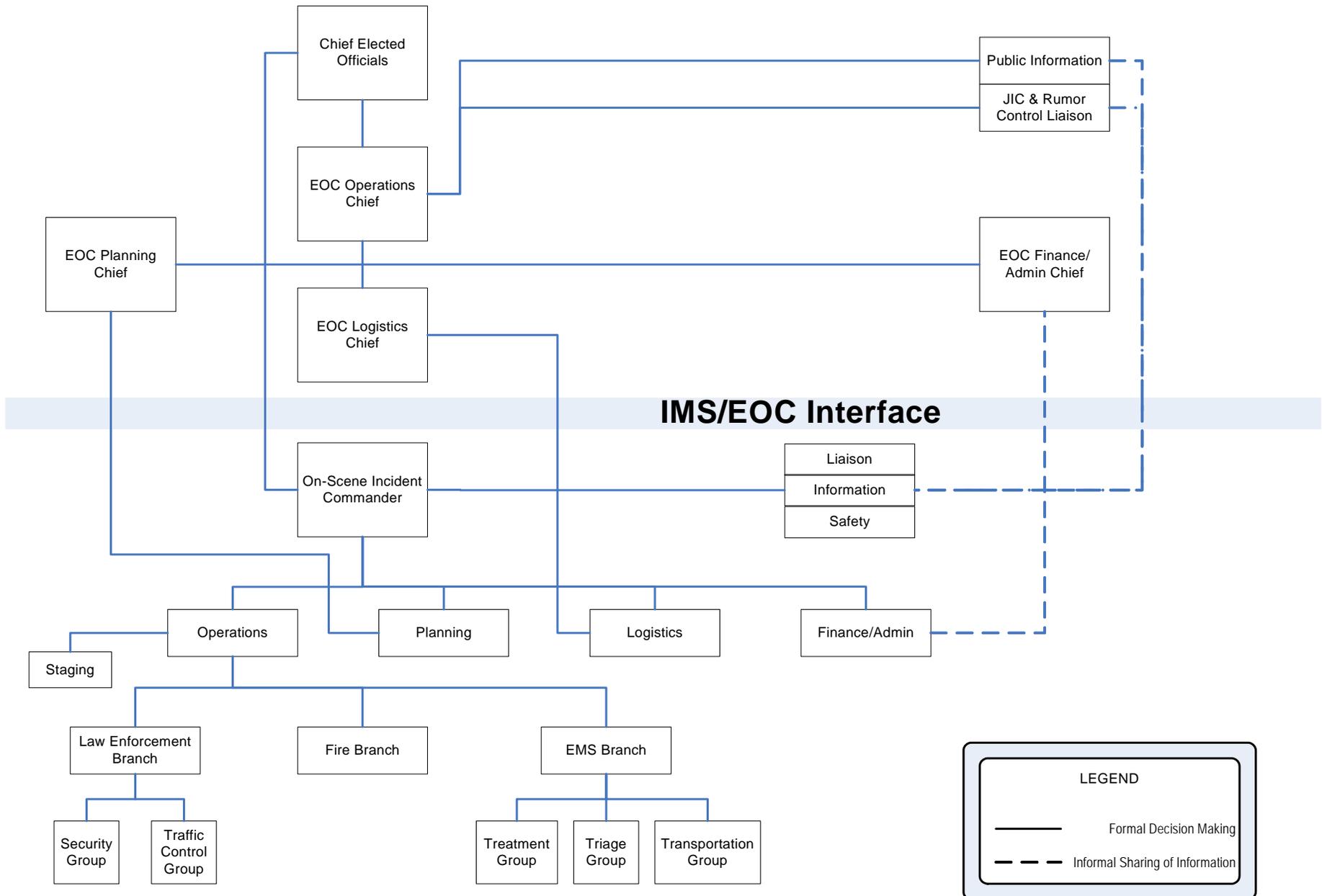
EOC – Emergency Operations Center  
 OSC – On-Scene Commander

P – Primary responsibility  
 S – Secondary responsibility

<i>Function/Responsibility</i>	<i>EOC</i>	<i>OSC</i>
<b>Notification and warning</b>		
Public warning	P	-
Staff notifications	P	-
<b>Incident management</b>		
Prioritization of overall activities	P	S
Multi-agency communications coordination	S	P
Command of on-scene activities	-	P
Control of on-scene operations	-	P
Assigning tasks to resources	S	P
Documentation and finance	P	S
<b>Public information</b>		
Public information	P	S
Coordination of media on-scene	S	P
<b>Accident/damage assessment</b>		
On-scene situation status	S(P)	P(S)
Evaluation of community impact	P	S
<b>Search and rescue</b>		
Prioritization of search areas	P	S
Coordination of actual search teams	S	P
<b>Health protection</b>		
Public health policies	P	-
Technical support	P	S
Re-entry into evacuated area	P	S

<b>Medical services</b>		
Treating victims	S	P
Identifying host and risk facilities	P	S
<b>Fire protection</b>		
Controlling fires	S	P
<b>Evacuation/traffic control/security</b>		
Traffic control policies	P	S
Traffic control	S	P
Security for the community	P	S
Recovery	P	-
<b>Mass care</b>		
Initial evacuation	S	P
Evacuation policies	P	S
Sheltering	P	S
Political/social decisions	P	-
<b>Debris clearance</b>		
Debris management	P	-
<b>Public works and utility restoration</b>		
Restoration of essential services	P	S
Shutting off broken gas lines	S	P
<b>Environmental hazard response</b>		
Oversight of recovery activities	P	S
Assessing overall environmental impact	P	S
<b>Resource Management</b>		
Gathering mutual aid resources	P	S
Multi-agency resource coordination	P	S
Resource allocation	P	S
Logistics	P	S
Coordination of community resources and activities	P	-

# State of Georgia EOC and On-Scene Command Interface Chart



# Public Information

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When disaster strikes, it is the responsibility of the public affairs team to provide information to people affected by the disaster. The goal of the public affairs team is to disseminate information that is timely, accurate, consistent, and easy to understand. The information must explain to people what to expect and what not to expect.

Public affairs must develop and implement strategies to:

- Instill confidence in the community that all levels of government are working in partnership to restore essential services and help individuals begin to put their lives back together;
- Work with the media to promote a positive understanding of federal, state and local response, recovery, and mitigation programs;
- Provide all target markets with equal access to timely and accurate information about disaster response, recovery, and mitigation programs;
- Manage expectations so that disaster victims have a clear understanding of all disaster services and programs available; and
- Support efforts to reach disaster victims with specific program information.

## **After an Incident**

Immediately following an incident, disaster response and recovery operations are primarily handled by local and state emergency response and relief organizations. Emergency needs for clothing, food, shelter, and medical assistance are usually handled by local resources including the American Red Cross and other voluntary organizations active in disasters.

Public affairs is also handled at the state and local levels. Public affairs officer(s) (PAOs) from the local and/or state levels who are on duty during this time may be asked to accompany a preliminary damage assessment team, respond to media inquiries, and identify demographic and sensitive issues. In many cases, where there is no PAO on duty, the incident commander or local emergency management director will be called upon to perform these duties.

## **After a Presidential Disaster Declaration**

In disasters of catastrophic or nationally significant proportions, a Joint Information Center (JIC) is established to coordinate the dissemination of information about all disaster response and recovery programs. PAOs representing all of the federal, state, local, and voluntary agencies providing response or recovery services are invited to co-locate and be part of JIC operations.

The number of staff assigned to a JIC depends on the size, nature, and complexity of the disaster. In general, there is a Lead PAO, a Deputy Lead PAO, and staff PAOs responsible for the various JIC functions, such as Congressional Liaison and Community Relations.

Partnership and teamwork are key when it comes to achieving the JIC mission and implementing successful emergency information and media affairs following a major disaster. Each member of the public affairs staff is responsible for fostering positive working relationships with all program areas and with other federal, state, and voluntary agency personnel.

## **Coordination with FEMA Public Affairs**

PAOs working in the JIC, the Disaster Field Office, or anywhere in the field are responsible for communicating information about FEMA's programs and how these programs affect individuals at the local and state level.

FEMA's Lead PAO is responsible for maintaining communications with FEMA Headquarters and serves as the key advisor to the Federal Coordinating Officer (FCO) on public affairs matters. FEMA's Lead PAO and the State PAO jointly manage the JIC. The State PAO reports to the State Coordinating Officer (SCO) and serves as the primary media contact for the state. The State PAO can offer valuable insights into crucial issues in the state and in dealing with the state and local media.

Coordination with the FEMA Congressional Liaison is a very important part of Public Affairs activities. The Congressional Liaison needs to be kept informed of all anticipated news conferences and media events. Public Affairs needs to know about congressional tours and concerns.

It is also important for Public Affairs and FEMA Community Relations to work closely together. Community Relations Officers are responsible for delivering FEMA program messages to key audiences and are in direct contact with disaster victims on a daily basis. Public Affairs develops and provides Community Relations with fliers on such items as the toll-free registration line, the helpline, the opening of Disaster Recovery Centers, and FEMA/state/local community meetings.

In a large-scale disaster, FEMA will produce and distribute the *Recovery Times*, a newsletter that provides information for disaster victims about disaster assistance programs, the response and recovery process, and mitigation and preparedness activities. *Recovery Times* is produced and edited at FEMA Headquarters with input from the Disaster Field Office. The Lead PAO assigns a coordinator/writer at the JIC to oversee the gathering of information, photographs, and story ideas; to write local articles; and to transmit the materials to the *Recovery Times* managing editor.

FEMA's broadcast operations are playing an increasingly important role in communicating important information following a major disaster and reassuring disaster victims that federal, state, and local officials are responding to their needs. Through the Recovery Channel, FEMA Radio Network, and the Internet, FEMA is able to communicate to the public in many modes. Requests for local and state input to these communication vehicles may be made by the Lead PAO.

## **Tips on Dealing with the Media**

- Release only verified information; deal with the here and now.
- Gather all the facts and disseminate from a central information center.
- Speak with one voice consistently via designated and trained spokespeople.
- Select credible spokespeople, train them, and make sure they are well informed.
- Be accessible to the media so they won't go to other sources for news.
- Report your own bad news. If the media has to dig it out, they may decide you are guilty of creating a crisis.
- Tell your story quickly, openly, and honestly to allay suspicion and rumors.
- If you can't discuss something, explain why.
- Provide sufficient evidence of statements.
- Record events as the crisis evolves.
- Escort the press on the emergency site.
- Avoid "no comment" as it leads to speculation.
- Don't debate the subject.
- Don't attempt to assess blame; rather, address and solve the problem at hand.
- Don't overact and don't exaggerate the situation.
- Don't make "off-the-record" statements; there is no such thing.
- Don't speculate about the dollar value of losses, resumption of normal operations, outside effects of the emergency, or hypothetical questions.

## **What the Press Will Ask During a Crisis**

### Casualties

- Number killed or injured
- Number who escaped
- Nature of the injuries received
- Care given to the injured
- Disposition of anyone who was killed, injured, or escaped
- Prominence of anyone who was killed, injured, or escaped
- How escape was handicapped or cut off

### Property damage

- Estimated value of loss
- Description, kind of building, etc.
- Importance of the property, e.g. historic value, precious woodland
- Other property threatened
- Insurance protection
- Previous emergencies in the area

### Causes

- Testimony of participants
- Testimony of witnesses
- Testimony of key responders (crisis management team, police, fire, etc.)
- How the emergency was discovered
- Who sounded the alarm
- Who summoned aid
- Previous indications of danger

### Description of the crisis or disaster

- The number engaged in rescue and relief operations
- Any prominent persons in the relief crew
- Equipment used
- Handicaps to rescue
- Care of destitute and homeless
- How the emergency was prevented from spreading
- How property was saved
- Acts of heroism
- Spread of the emergency
- Blasts and explosions
- Crimes or violence
- Attempts at escape or rescue
- Duration
- Collapse of structures
- Color of flames
- Extent of spill

### Accompanying incidents

- Number of spectators, spectator attitudes, and crowd control
- Unusual happenings
- Anxiety or stress of families, survivors, etc.

### Legal actions

- Inquests, coroner's reports
- Policy follow-up
- Insurance company actions
- Professional negligence or inaction
- Suits stemming from the incident

### **Media Relations Considerations**

- Credential the press every day and have them wear a visible badge that provides access to the press-briefing site. Information you should ask reporters as part of the check-in process includes whom to notify in case of an emergency, who they represent, where they are staying, and where they can be reached.
- Provide for regularly scheduled press briefings and photo opportunities. Escort the media into the disaster area, making sure to explain to them, in advance, what they are going to see.
- Treat all reporters equally. What you give to one, in terms of information and photo opportunities, give to all.
- Maintain a separate communications (press staging) center, and separate press/visitor registration site. Secure the actual disaster area.
- Give careful consideration to who releases what information. Ask yourself, "Is mine the responsible agency/organization, or is someone else more appropriate?"
- When you release information, do it through one credible spokesperson.
- Have reasonable rules regarding access to the crisis site, people, and information and follow them.
- Provide physical space for television stations to set up their production or "live" trucks.

# Damage Assessment

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Damage assessment is a continuous process whereby appropriate public officials, working together, determine what impact the disaster has had on the community. Damage assessment can be defined as the process by which information is gathered on the impact of a particular disaster in order to begin the recovery phase of emergency management. Damage assessment is sometimes confused with the term "needs assessment" which can be defined as the process by which information is gathered at the time of a disaster to better utilize response measures.

Once the immediate life safety issues are resolved, the most important task facing the community is to compile data that depicts the disaster's impact. Accurate and timely damage assessment information is also the most vital component of determining a course of action when requesting supplemental disaster assistance.

## **Damage Assessment Planning**

During the planning process, a local damage assessment team is identified within your community. Local voluntary organizations and insurance adjusters, who also collect damage figures, should be included in the planning process. Each member of the team should be assigned the task of gathering specific information with which he/she is most familiar. State and federal personnel are also available to assist local officials as needed. Other groups such as voluntary organizations and insurance adjusters may also collect similar data.

Every effort should be made to fill out this report as completely as possible and provide it to your county emergency manager so that all forms can be consolidated into one Initial Damage and Impact Assessment Form and faxed to GEMA within 48 hours of the disaster. Special emphasis should be placed on the impact that this event has made on the local jurisdiction(s).

It is during the preparedness phase that jurisdictions should consider how a comprehensive damage assessment would be conducted. Key points to consider in developing these procedures include: Reviewing the various damage assessment forms in this manual and assigning data gathering responsibilities to appropriate individuals who will form your damage assessment team; Training the damage assessment team on various techniques that will be employed during the damage assessment process, what information will be gathered, and what level of detail is needed; and Including damage assessment in response exercises so that the damage assessment team has an opportunity to practice its responsibilities.

## **Damage Assessment Process**

The damage assessment process begins with an immediate damage assessment or windshield survey conducted by local county damage assessment teams. The data collected should be summarized on the Post Storm Event Damage Report Summary. Both forms can be found in Appendix B. Every effort should be made to fill out this report as completely as possible and send it via fax to GEMA within 48 hours of the disaster.

After the Post Event Damage Report Summary has been received and reviewed by GEMA and the affected communities, a decision is reached as to what, if any, federal disaster assistance will be requested.

## **Disaster Hotline**

To help with the gathering of the data for the initial damage and impact assessment and to provide access to needed services for the victims of the disaster, many communities set up a local telephone hotline. The size, type, and location of the disaster are factors to consider before employing such a service. In disasters that have had limited impact on a community, a disaster hotline may have little value. Conversely, for larger-scale disasters that have a much more significant impact on the community, a disaster hotline could prove quite valuable. Another positive outcome from using a disaster hotline is to minimize rumors and misinformation.

*Local government needs to establish operating procedures prior to the occurrence of a disaster, and consider the points outlined below. Voluntary agencies may provide significant assistance in setting up and maintaining a hotline operation.*

1. The telephone number chosen should be independent, if possible, from the main switchboard. Incoming calls could jam other important phone lines.
2. The telephone number should be well publicized in all areas of the disaster through news releases, flyers, etc., so that all those who need to call are aware of the service.
3. The phone system should have rollover capability so that more than one phone can be used for answering the hotline.
4. Sufficient numbers of operators should be available to answer the phones.
5. Instructions should be given to the operators so that calls can be properly routed or responded to.
6. Consideration should be given to maintaining the hotline on a 24-hour basis, if appropriate.
7. Operators should keep a complete and accurate log of all incoming calls.

An average length of time that the hotline should be in existence would be one to two weeks beginning with the day of the disaster.

If the disaster results in a Presidential declaration of a major disaster with human services programs, FEMA will immediately establish a toll-free hotline for the entire disaster area and keep it operational throughout the disaster recovery process. The purpose of FEMA's toll-free hotline is for people who have suffered individual losses to register for FEMA disaster relief programs. It does not replace the need for a community hotline.

# Debris Management

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Disasters create large amounts of debris. There are preparations that a jurisdiction can make before an event that will make debris removal and disposal go more smoothly. In preparing the community's emergency plan, a variety of hazards should be examined with an assessment of what types of debris would be generated by each. Once the likely types of debris have been identified, a debris plan can be developed. The plan would include the naming of a debris management team, tentative site identification for storage (both temporary and permanent), reduction methods, a list of qualified contractors, sample contract language if permitted by the city/county attorney, and any environmental issues identified.

Local elected officials should decide ahead of time to what extent the jurisdiction will be responsible for debris including how much will be picked up and paid for by the local government. They are also involved in decisions on demolishing structures made unsafe by the disaster as their demolition will change the very face of the community. They must take into consideration in making these decisions the fact that federal help may not be available.

## Sorting Debris

Proper sorting of debris at the point of collection can save time and money. If citizens have sorting information early in the event, they can put items at the curb in appropriate piles. This practice avoids mixed loads that can be not only costly but can legally be refused at demolition landfills. Sanitary landfills are much more expensive to use than demolition ones but may be the only appropriate ones for unsorted loads.

The public information officer (PIO) should prescript public service announcements (PSAs) advising the public on how to sort its debris, when debris will be picked up, where there are drop-off sites, and other pertinent information. Once a debris-generating event has happened, it is critical to disseminate the PSAs as soon as possible. Sorting categories include:

- Trees and brush
- Demolition (construction materials)
- Household garbage (what is collected on a normal trash day)
- Household hazardous waste
- White goods (refrigerators, water heaters, etc.)
- Metal

The Georgia Environmental Protection Division (GEPD) plays a significant role in granting permits and advising local officials and landfill operators on disaster-generated debris. If a temporary storage site is used, GEPD can help a community determine how to restore it to its original condition as well as re-evaluate its landfill capacity after an event.

## FEMA Assistance

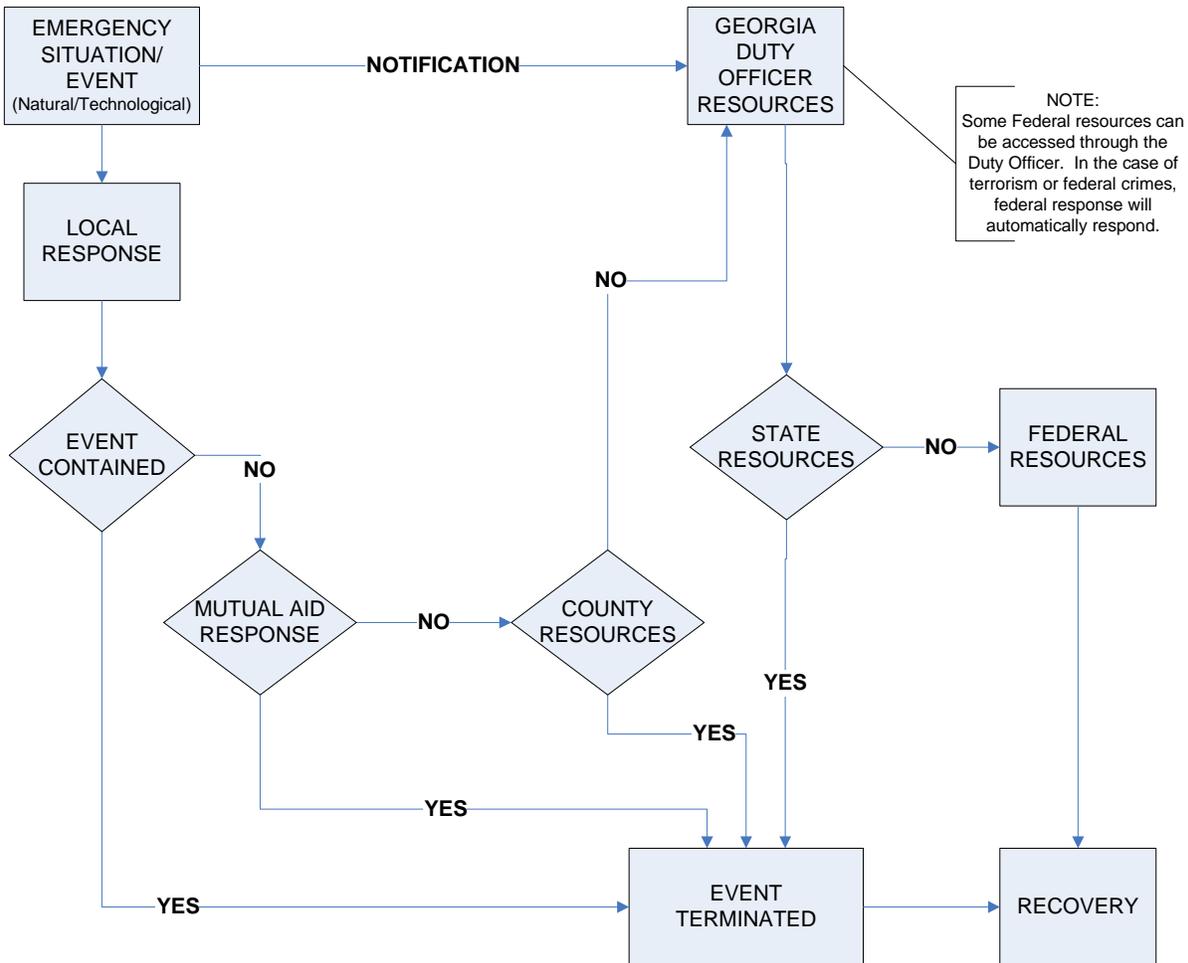
If the disaster event is significant enough to warrant a Presidential declaration of a major disaster, the local emergency manager should contact GEMA as soon as possible for advice on handling debris and demolition of structures. If a jurisdiction is to qualify for federal reimbursement for removing debris, the methods and expenditures must meet certain eligibility requirements. Most homeowners' insurance policies contain some coverage for demolition and disposal of a structure and have to be factored into cost estimates for debris removal. *Eligibility for debris removal, demolition of structures, and contracting methods are under FEMA scrutiny.*

It is advisable for all aspects of the debris issue to meet federal standards, regardless of the possibility of a declaration. GEMA Public Assistance staff can provide the latest information on current FEMA standards.

# Resources

When a disaster strikes, the response needs vary greatly. The scope and size of the disaster ultimately dictates what resources are available. Resources can be obtained in the form of mutual aid assets, volunteers and donations; local organizations, faith-based communities and state resources. The following flowchart provides a schematic of what resources are available and when their assistance is obtained.

## A. Response Flowchart



## **B. Mutual Aid**

Mutual aid has long been utilized as a structured method of asking for and providing additional resources in disaster situations. Most jurisdictions have some sort of mutual aid agreements with neighboring communities to share fire, police, ambulance, and public works services. These agreements are, in most instances, formal written agreements; but in some cases they are based on a handshake. It is recommended that formal written agreements be made wherever possible.

It is recommended that every manager have a formal or informal agreement with another emergency manager who is familiar with that jurisdiction's operations so the latter individual could then easily provide the extra coordination support that may be needed during the response and recovery phases. It is also recommended that he/she not be a "neighbor" in the sense that if you are impacted by a major disaster, your neighbor most likely will be, too. Contact the president of Emergency Management Association of Georgia (EMAG), or GEMA for more information on asking for help from other emergency managers.

There are legal and financial implications for mutual aid. If there is a Presidential disaster declaration, FEMA will reimburse for costs associated with emergency assistance as long as the assistance is directly related to the disaster event, is eligible, and is not dependent on a disaster declaration. In addition, a mutual aid agreement must be in written form and signed by authorized officials.

Any mutual aid (formal or informal) agreements that are established should be reflected in the emergency operations plan and the accompanying standard operating procedures. When training and exercises are conducted, mutual aid should be evaluated. Having a "backup" from another jurisdiction makes it easier and more logical to accomplish the emergency operations plan review in "year three" of the local emergency operations plan four-year planning cycle.

## C. Non-governmental Resources and Planning

The many voluntary organizations in Georgia are strong partners of local, county, state, and federal emergency managers during all four phases of disaster. They have very significant roles in disaster planning, preparedness, response, and mitigation for two main reasons:

Many times they are the only disaster assistance provider, particularly in “small” disasters; and They can mobilize their forces very quickly and begin to meet basic human needs almost immediately.

Numerous Georgia voluntary agencies provide assistance to disaster victims or responders. Some of the major roles that responding agencies fill include

- Mass care (emergency feeding and sheltering)
- Damage assessment
- Donations management
- Volunteer coordination
- Critical incident stress management (CISM)
- Client case management
- Disaster health services
- Disaster mental health services
- Pastoral care
- Clean-up of debris (particularly for vulnerable populations and on private property)
- Child care
- Long-term/unmet needs

FEMA Independent Study Course IS-288, *The Role of Voluntary Agencies In Emergency Management*, provides a much more detailed listing of potential services that voluntary agencies provide.

### Notification and Activation Procedures

Local government officials are encouraged to contact local representatives of voluntary organizations located in the county or city before disasters strike. Invite local voluntary agency leaders to become partners with government emergency responders by inviting them to participate in exercises, training opportunities, and planning sessions that concern them. Call them in to assist during emergencies and become familiar with their capabilities. This could become very important, particularly in a small disaster, when government individual assistance response is limited.

When disasters strike, emergency managers can turn to local representatives of voluntary agencies first for assistance. If the emergency situation requires more assistance than local responders can provide, then assistance can be requested from state-level or even national-level voluntary agencies. During normal business hours, the GEMA Volunteer Program Coordinator can help you develop links with local voluntary agency responders and state-level voluntary response organizations. At other times, the GEMA Duty Officer can help local emergency managers contact voluntary agencies for assistance.

### Donations and Volunteer Management Plans

Unmanaged (or poorly managed) donations of goods, cash, and volunteer help can seriously complicate otherwise well-run disaster response operations. Developing local donations and volunteer management plans can help jurisdictions handle this “second disaster,” by matching verified disaster needs of stricken communities with unsolicited offers of goods, offers of service from unaffiliated volunteers, and undesignated offers of money.

Donations Coordination Teams, set up in local jurisdictions and consisting of government and voluntary agency partners, work cooperatively to get needed goods, funds or help to where the need is greatest.

Emergency managers should develop donations management and volunteer coordination plans to handle these offers at the local level.

### **Animal Issues**

Dealing with animal issues during emergencies is vital to human public safety efforts. People who have pets or that work with or care for animals sometimes react very differently to emergency instructions (evacuation orders, etc), than those that don't have an "animal" connection. As with donations and volunteer management, local jurisdictions should address animal issues in their emergency plans.

### **Voluntary Agency Coordination Efforts**

Several Georgia voluntary agencies have come together to find ways to provide more effective services to victims of disaster and to better coordinate their efforts with those of government and business community responders.

Georgia Voluntary Organizations Active in Disaster (GaVOAD) is a state affiliate of a national organization, composed of secular and faith-based voluntary organizations. They work to improve their effectiveness on disaster relief operations by promoting:

Collaboration,

Cooperation,

Communication, and

Coordination among partner agencies responding to disasters.

During times of disaster, GaVOAD convenes regular meetings (by conference call or in-person) of partner organizations to search for opportunities to help each other provide better service to disaster clients by working with each other and with government emergency managers. During the preparedness phase, GaVOAD promotes voluntary agency readiness through its sponsorship of disaster training seminars for agency personnel.

Georgia Interfaith Task Force is a forum for faith-based organizations to discuss and promote cooperation and coordination during emergencies. GITF efforts focus primarily on the recovery phase of the emergency management cycle, when group members assist disaster-stricken communities to form interfaith groups and long-term recovery committees. These groups assist disaster victims who have unmet needs after government assistance, insurance, and other programs have provided all of the assistance they can.

## **D. Critical Incident Stress Management**

A critical incident is defined as any traumatic event that is outside the usual range of human experience. These events have the potential for causing traumatic stress reactions that may impair cognitive, emotional, or behavioral function at the time or later. Critical Incident Stress Management (CISM) is designed to assist emergency responders and communities that are exposed to critical incidents. A variety of professional groups serve those exposed to critical incidents. The Georgia Division of Public Health is the primary responsible agency for coordination of these CISM teams, and their response can be coordinated through GEMA.

### **CISM for Emergency Responders**

There may be a need for trained CISM personnel to provide:

1. On the scene support services (for large or prolonged incidents);
2. Demobilization briefings, which are carried out at the scene at the end of shifts;
3. Initial defusing, which is done shortly after the incident; and
4. Formal debriefing, which is conducted after the incident and led by mental health professionals.

To request CISM services, use the following procedures:

1. Call the GEMA Duty Officer.
2. He/she will ask for the following information: a brief description of the incident, the agencies that were involved in the response to the incident, a potential time and place to provide services, and the anticipated number of people expected to need CISM assistance.
3. You, the caller, are responsible for notifying other agencies and obtaining a site for services.

### **CISM for Individuals and Communities**

Individuals and community groups may have need of CISM services, particularly with an event that either directly affects a large part of a community or involves tragic deaths as a result of a disaster or emergency. Many of the voluntary agencies with a disaster mission have professional counseling and debriefing services to offer and they target individuals and community members suffering after critical incidents. To request these services, call the GEMA Duty Officer after business hours or the GEMA Volunteer Program Coordinator. Local expertise within local voluntary organizations can be part of the planning process.

## **E. Assistance Available Through the State**

The state and federal governments have access to a variety of personnel, supplies, and equipment that can supplement the response and recovery effort of the impacted jurisdiction. However, direction and control of a disaster situation always remains with the local incident manager. In some special cases where a federal crime scene exists or other federal investigation is required, the affected federal authorities take over that portion of the response effort. They should never, however, be expected to assume direction and control over the entire incident. This section reviews some of the more commonly used state and federal resources and the methods of accessing them.

### **Local Resources: The First Line of Defense**

Almost any type of disaster of any size involves one or more local jurisdictions. Those local jurisdictions provide the initial response simply because they maintain the resources for the initial response. Direction and control should always remain with the local authorities; the only exception to this would be in extreme cases where local authorities relinquish that responsibility. When supplemental forces (military or civilian) are requested, direction and control of those forces remains with the unit commander who, in turn, is directed by the incident manager. It is important for local authorities to remember that before state and/or federal resources are brought in, local resources must be exhausted or unavailable and a local state of emergency declared. A sample resolution for declaring a state of emergency can be found in the Appendix. In only extreme cases will state and/or federal resources be employed in lieu of local resources. Fully developing a resource manual at the local level will ensure that all locally available resources, which are usually the most cost effective, are utilized.

### **GEMA 24 Hour Communication Center**

The purpose of the 24-hour GEMA 24 Communication Center is to provide a single point of contact for public and private sector entities to call when state-level assistance is needed or when a state-level notification is required.

The scope of the program includes, but is not limited to, actual or impending events such as the following:

- Hazardous materials incidents
- Pipeline leaks or breaks
- Radiological incidents
- Requests for National Guard/Civil Air Patrol
- Aircraft accidents/incidents
- Search and rescue assistance
- Bomb squad information
- Natural disasters (tornado, flood, fire, etc.)
- Homeland security threats
- Any incident where assistance is needed from one or more of the following state agencies or when one or more of the following state agencies has a reporting requirement:
  - Division of Health
  - Department of Natural Resources
  - Environmental Protection Division
  - Department of Transportation
  - Department of Agriculture
  - Department of Public Safety

When the GEMA Communications Center receives a call of an incident, it will make notifications to state agency personnel with the expertise and/or resources to assist the caller. Furthermore, if an incident occurs for which one or more federal or state laws require notification to the state, one call to the GEMA

Communications Center will satisfy that requirement. Local emergency management personnel are encouraged to call the GEMA Communications Center for status reports of ongoing incidents within their counties.

The telephone numbers to be used to contact the GEMA Duty Officer are: (404) 635-7200 (Metro Atlanta) or (800) TRY- GEMA (Greater Georgia).

### **Georgia National Guard**

The Governor is the Commander in Chief of all Georgia Air and Army National Guard units that are not on active federal service.

The National Guard may assist local authorities when the situation is beyond the capacity of local and state government and all civilian resources have been exhausted. The Governor must formally activate the National Guard and authorize state funding to pay for operations.

Some of the typical missions the National Guard performs during emergencies include:

- Security,
- Traffic control,
- Evacuation,
- Search and rescue,
- Wildfire fighting,
- Debris clearance,
- Civil disturbance control, and
- Providing facilities and specialty equipment

County sheriffs and mayors are authorized to request National Guard assistance using the following procedures. Other local officials must forward their requests through their sheriff.

1. Sheriff/mayor forwards the request to GEMA
2. GEMA coordinates mission with the National Guard and forwards a recommendation to the Governor.
3. Governor approves request.
4. National Guard representative contacts the local incident commander to coordinate deployment of Guard resources.

The National Guard provides assistance; they will not take over management of the incident. Local authorities remain in charge of the overall response. National Guard officers retain control of military personnel and equipment at all times.

### **GEMA Mobile Command Vehicle (MCV)**

GEMA maintains two MCVs and has a listing of similar vehicles statewide. These vehicles have varying capability, but typically have advanced communication gear that is useful in supplementing public safety communication during special events, or helping restore lost radio communications after a disaster. These vehicles can be requested though contacting GEMA Communications Center or the GEMA Duty Officer.

### **FEMA - Mobile Emergency Response Support (MERS) Detachment**

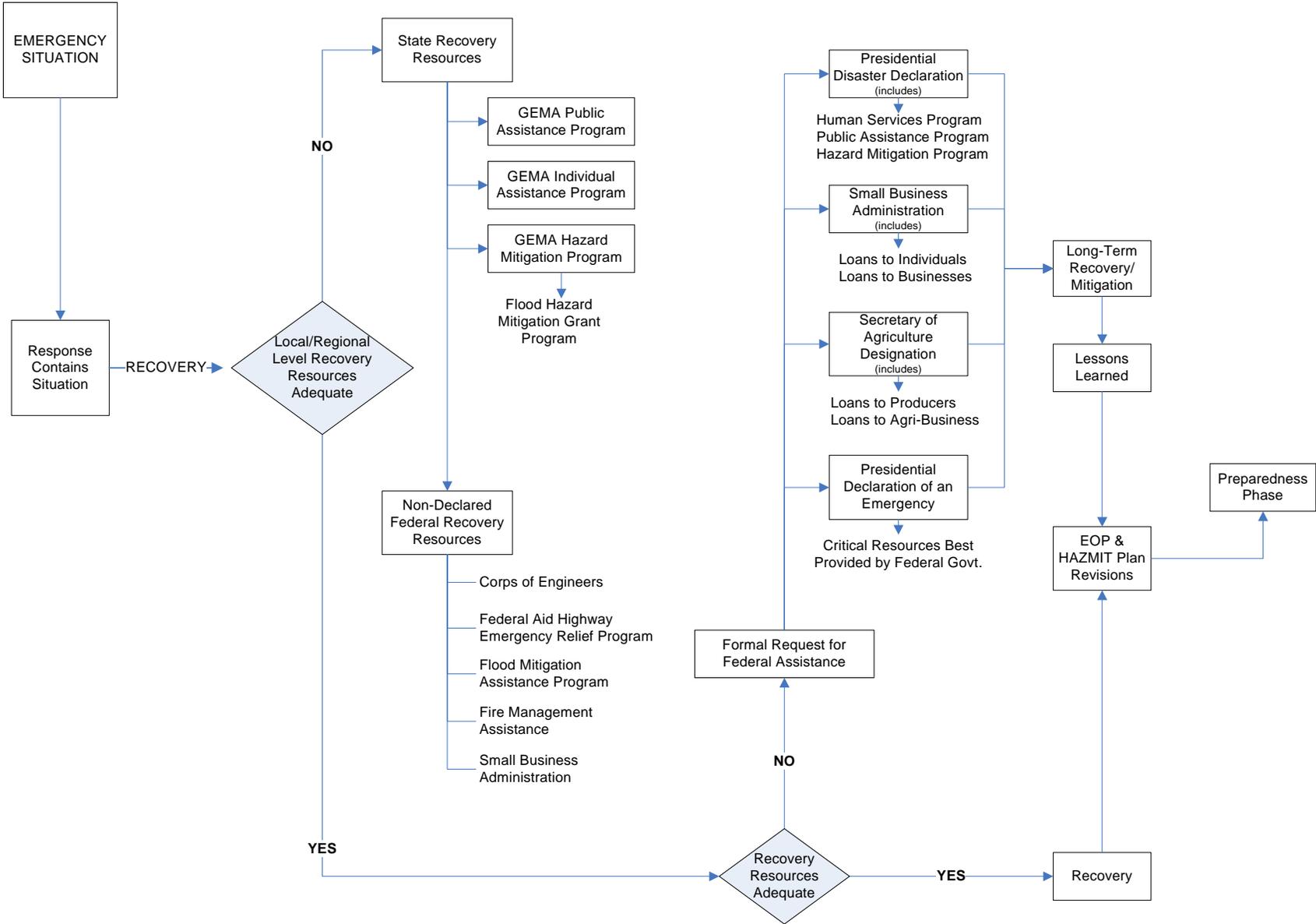
The MERS unit that serves Georgia is based in Thomasville, Georgia. MERS has trained personnel and specialized equipment that can provide a wide variety of logistical and communications support in any major disaster situation. The MERS Detachment is usually requested by the state; but if any local jurisdiction needs logistical or communication support in major disaster response efforts, it can be

accessed, in consultation with GEMA, through the GEMA Duty Officer.

### **Federal Investigative Agencies**

When certain disasters occur that are a result of a federal criminal act or require federal investigation, certain federal agencies will respond to the disaster scene and perform this function. They do not and will not assume command and control. Examples of this type of federal support include the Federal Bureau of Investigation (FBI), which can also respond with the Nuclear Emergency Support Team (NEST); the Bureau of Alcohol, Tobacco, and Firearms (ATF); and the National Transportation Safety Board (NTSB). In most instances, these agencies arrive on the scene without notification by the local authorities; however, requests for their response or consultation can be done through the GEMA Duty Officer.

# Recovery Flow Chart



# State Recovery Programs

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## A. State Financial Assistance When Federal Assistance is Not Available

### Background and Purpose

The policy outlined in this document seeks to provide criteria and guidelines for disasters and emergencies approved for *state financial assistance when federal assistance is not available*.

The State of Georgia is under the constant threat of a broad range of disasters, both natural and man-made. Since 1990, Georgia has experienced numerous Presidential Disaster Declarations. Under the Emergency Management Act of 1981, GEMA is charged with ensuring “that preparations of this state will be adequate to deal with such emergencies or disasters; generally to provide for the common defense and to protect the public peace, health, and safety; and to preserve the lives and property of the people of this state” (O.C.G.A. §38-3-1 thru 38-3-93).

Many disasters and emergency situations do not meet the criteria for a Presidential Disaster Declaration. In these instances, a county or a local community can be overwhelmed by the financial strain of responding to, and recovering from a disaster of this proportion. When federal assistance is not available to these counties, they may seek assistance from the state. This assistance may be in the form of resources and/or financial assistance. This policy only applies when local and state authorities are able to make a timely and appropriate response.

For the purpose of this policy, a State of Emergency, of and by itself, does not necessarily warrant financial assistance to the affected communities. A State of Emergency, if declared by the Governor, will allow state agencies to respond to local communities to assist with immediate response activities. Financial assistance to local communities may or may not be approved, based on a comparative analysis, outlined in the following paragraphs.

Under this program, emphasis will be placed on the human needs of disaster victims. It is the responsibility of the GEMA to conduct a rational assessment of need for each event. This assessment will include a comparative analysis of the affected community’s budget situation, and impact of disaster on said budget, as well as mutual aid agreements in place, resources available within the community’s control, status of the affected population, and others. GEMA must ensure that prior to receiving state assistance, the affected local government(s) are putting forth significant efforts utilizing their own resources, both financially and materially, and that those resources have in fact been exhausted to the point of warranting state assistance. This analysis will be completed immediately upon a request of assistance, provided a State of Emergency has been declared by the Governor.

Additionally, state agencies must recognize that the individual responsibilities of their said agencies remain the same as listed in the Georgia Emergency Operations Plan (GEOP). The Governor’s Office of Planning and Budget (OPB) and the Department of Audits will create an object of expenditure to track state agencies expenses for States of Emergency.

Under this policy, eligible work is limited to the response to impacts on public health, public safety, critical infrastructure and/or essential operations of government. Examples may include overtime and eligible fringe benefits, emergency temporary road repair and debris removal. All work must be a direct result of the declared event. Additionally, all work must also be within the declared disaster area and the legal responsibility of the applicant. Upon approval of financial assistance, the incident period and

recovery process for each event will be established by the Director of GEMA. Local governments will incur a cash match cost share of 50% and the state will reimburse 50% of eligible costs. There will be no administrative cost allowances under this program, and all funds will be on a reimbursement basis.

### **Debris Removal**

Items eligible under this category are debris removal costs incurred directly as a result of the declared incident. Emergency bid procedures that are in compliance with State of Georgia purchasing guidelines are to be used by the local government during this time period. If contracting the debris removal operation, only a unit price contract is acceptable. This rate must be of reasonable cost. All contracts must be approved by GEMA before the contract is awarded. If using force account labor for the debris removal operation is chosen, normal overtime pay and fringe benefit rates are reimbursable. Counties or cities are required to use their own equipment whenever available. The state will not reimburse for the use of their own equipment, but necessary rental of equipment and associated costs are reimbursable. Eligible storm related debris pushed to the curbside is reimbursable under this program. Eligible storm related debris removal includes the clearance of trees and woody debris, building debris, and other disaster related debris restricting emergency travel on the county or city roads, shoulders, roadside ditches and drainage structures and the established, maintained right-of-way. The removal of this debris must eliminate the immediate threat to public health and safety.

The removal of fallen debris in woody or forested areas is not eligible for reimbursement, as well as debris removal from unused lands. Stump removal is not a reimbursable expense.

### **Incident Period**

The incident period is defined as the duration of the event that occurred which caused damage. There will be established an emergency response period, and a recovery period for each event. Both will be determined by the Director of GEMA.

### **Emergency Protective Measures**

Actions taken to protect the community from the effects of a disaster immediately before, during and immediately following an event may be eligible for reimbursement. Protective measures include preparations taken immediately prior to an anticipated disaster, including forecast landfall of a hurricane which warrants a large scale evacuation, even if a disaster does not occur. In these incidents where communities must take appropriate action to protect life, health and public safety, if the cost of these preparations is determined through GEMA analysis to warrant assistance, financial assistance may be considered under this program. The measures include, but are not limited to, the opening and maintaining of government sponsored shelters and controlling traffic flow during evacuations. Only rates for overtime associated with the emergency protection to include debris removal and provision of public safety operations are eligible for reimbursement for city and county employees. Fringe benefits rates associated with the overtime period are also eligible for reimbursement, provided there is an established policy justifying the rates. The fringe rates for overtime will be restricted to the same benefits that the state pays on overtime for its employees (i.e. Health, Social Security, and Medicare). Such items include search and rescue efforts as well as overtime and the associated fringe benefit rates.

### **Mutual Aid**

Costs associated with assistance from local governments in support of the affected government or GEMA through existing mutual aid agreements may be considered for reimbursement. Only Mutual Aid agreements existing prior to the declared event will be considered, and must be consistent with the Statewide Mutual Aid Agreement maintained by GEMA.

**Advocate Assistance**

GEMA will assist local government to identify other sources of assistance, government or otherwise. This assistance may include grants, loan programs, or others. GEMA will coordinate with charitable groups on behalf of local government. GEMA will advocate for a higher level of service for local governments and will foster relationships with other agencies and organizations.

**Individual Assistance**

Direct financial assistance to victims of an event is limited to existing programs, unless otherwise directed by the Governor of Georgia.

**Temporary Facilities**

This policy allows for costs associated with the establishment or procurement of temporary facilities as approved by the Director of GEMA, including but not limited to the Joint Operations Center and the Joint Information Center, used to manage operations as needed.

**Restrictions**

Restrictions from reimbursement under this policy include, but are not limited to:

Permanent work, such as sidewalk replacement

Stump removal

Use of government owned equipment

Time and material contracts

Local government owned utilities and EMCs

Alternate projects

**Intent**

Upon adoption of this policy, a procedure for carrying out its intent will be developed and implemented. This policy, as well as subsequent procedure, will be made available to local governments and other interested parties upon adoption by the Director of GEMA.

GEMA will soon empanel a group of local government representatives and state agencies in order to explain state disaster policy and procedures for implementation.

**Policy Addendums**

Addendums to this policy should be adopted and listed in numerical type order.

## **B. State of Georgia Individual Assistance and Housing Program – Policy Synopsis**

### **Purpose**

The purpose of the State of Georgia Individual Assistance and Housing Program is to enable disaster victims without sufficient resources to find alternative housing for 2-3 months until their homes can be made livable. The program focus is to keep families together and in their home communities. Financial assistance will be provided at 100% of HUD fair market rental standards. These funds may also be used, on a limited basis, for repairs or necessary purchases to expedite the provision of permanent housing.

The State Individual Assistance and Housing Program is strictly supplemental to the full efforts of local governments and community groups and is, in effect, a safety net effort. As a condition of receiving State assistance, the affected local government(s) must demonstrate that they are putting forth significant efforts utilizing their own resources, both financially and materially, and that those resources have been exhausted to the point of warranting State assistance.

### **Sliding Scale**

A sliding scale has been established to identify possible sources of assistance for a particular city or county. This scale is based on the number of uninhabitable homes whose owners/renters are under insured or without insurance for the type of event experienced. The sliding scale is described below:

<u># of Uninhabitable Homes</u>	<u>Possible Assistance Provider</u>
0 – 25	Red Cross; Church groups; community; individuals
26 – 50	Above; Small Business Administration loans
51- 100	Above; State IAHP providing 2-3 months rental money
100+	FEMA assistance

The sliding scale is a general guideline/threshold. It is not a guarantee for financial assistance. It is one factor that will be used to determine the provision of assistance. Other factors will be considered, including a socio-economic analysis of local government's capacity to assist its citizens.

### **Implementation Responsibilities**

In coordination with GEMA, local government officials, including representatives from building code enforcement, public health and emergency management programs, will be responsible for identifying damage and destroyed homes.

## C. State Financial Assistance Policy for Local Governments Declared Eligible for Federal Disaster Assistance Programs

### Intent of Policy

The Georgia Office of Homeland Security-Georgia Emergency Management Agency (OHS-GEMA) is adopting the following policy to provide definitive guidance to local governments concerning the amount of State funding they will receive to match federal disaster assistance monies.

The federal share for most disaster declarations is 75% of the eligible repair and restoration costs; the remaining 25% match must be provided by local and/or state government. This policy calls for the sharing of financial responsibility between the State and local governments, and provides a minimum State contribution of 10% of eligible costs, with the possibility of an additional 15% of eligible costs. The determination of the total amount of the State's financial support on behalf of cities and counties will be based on a sliding scale which considers the severity of damage and financial need. This is described in more detail below.

This policy was developed consistent with other states' best practices, and provides a guaranteed baseline amount of assistance to all local governments eligible for federal assistance. In addition, those cities and counties which are most severely impacted and most in need of financial assistance are eligible to receive additional State match monies according to their amount of damage per capita.

### Assistance Formula

Severity of damage is determined by the per capita dollar amount of damage to uninsured publicly owned infrastructure (for example, roads, bridges, sewerage treatment plants) in the affected county as identified by the official joint federal/state/local preliminary damage assessment (PDA). This measure is the same criterion utilized by FEMA in determining eligibility for federal disaster programs\*, and will now be used by OHS-GEMA to place federally declared counties into one of five categories based on the severity of damage. As the category of severity increases, the amount the State will contribute over and above the baseline of 10% will also increase.

**\* The FEMA threshold is adjusted annually according to changes in the consumer price index; therefore, the specific dollar amount is slightly different each year. For federal fiscal year 2007 the threshold is \$3.05 of damage per capita.**

These categories are cumulative and are benchmarked on FEMA eligibility thresholds, as outlined below:

<u>Category #</u>	<u>Per Capita Damage</u>	<u>State Contribution</u>	<u>Local Contribution</u>
One	\$3.05 - \$15.24	10%	15%
Two	\$15.25 - \$30.49	13.75%	11.25%
Three	\$30.50 - \$60.99	17.5%	7.5%
Four	\$61.00 - \$91.49	21.25%	3.75%
Five	\$91.50^	25%	0%

For example, a county of 15,000 people for which the joint PDA documents loss to publicly owned, uninsured buildings, roads and other eligible infrastructure totaling \$350,000 would have damage calculated at \$23.33 per capita. Accordingly, they would be in Category Two, and would receive the following assistance: 75% of project funding from FEMA and 13.75% from the State. The local government would be expected to provide the balance of project funding, 11.25%. Again, those

communities with the greatest damage per capita will receive higher percentage levels of State funding than those with lesser damages.

# Federal Assistance Available Without a Presidential Declaration

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## A. U.S. Department of Agriculture Disaster Assistance

In the event of a natural disaster (e.g., drought, flood, tornado), the U.S. Department of Agriculture (USDA) can provide many types of assistance to farmers and other rural residents. The following pages will deal with only the most commonly implemented programs and procedures.

Changes under the Federal Crop Insurance Reform Act of 1994 have affected eligibility requirements for many of the disaster assistance programs administered by the USDA. Most significantly, applicants for many programs must now carry at least "catastrophic" Federal Crop Insurance multi-crop insurance, if available. *If Federal Crop Insurance multi-crop insurance is available but not used, an applicant may not be eligible for further disaster assistance.* For more information on Federal Crop Insurance program requirements and how they may affect disaster assistance, contact your County Farm Service Agency (FSA) Office. *Federal Crop Insurance program changes have not affected the Emergency Loan Program.*

### USDA Assistance Available Without a Secretarial or Presidential Declaration

The type of assistance USDA can offer depends on the magnitude of the disaster. In many cases, the USDA can offer assistance that does not require a Presidential or Secretarial declaration. Commonly implemented programs of this nature are as follows:

#### Emergency Conservation Program (ECP)

*Administered by Farm Service Agency (FSA)*

To help farmers and ranchers rehabilitate farmland damaged by natural disaster, the ECP can provide cost-share assistance for repair or replacement of permanent fencing, debris removal from cropland and fields, grading and shaping (rehabilitation) of farmland, and other assistance as needed and approved by the county FSA committee. During periods of severe drought, costs are also shared for carrying out emergency water conservation measures. The ECP cost-share payment can be applied to up to 64% of the cost of the work with the farmer paying the remainder. Land subject to frequent damage (three or more times in 25 years) is not eligible. FSA can implement the ECP on a county-by-county basis, subject to the availability of funds.

#### Noninsured Crop Disaster Assistance Program (NAP)

*Administered by FSA*

Federal Crop Insurance is not available for all crops. When uninsurable crops are adversely affected by a natural disaster, NAP may be able to provide some crop loss protection. Producers may request payments to offset crop losses when the production loss was caused by a natural disaster in an approved area. NAP crops are eligible when the expected "Area Yield" is less than 65 % of normal. NAP payments are made to eligible producers when individual crop losses are in excess of 50% of the individual's approved yield at 60% of the crop's average market price (determined by FSA).

Producers must report losses within 15 days of the crop loss. Unlike previous disaster assistance programs, producers must file an acreage and production report with the local FSA office prior to the Crop Reporting Date<sup>1</sup>. If acres and yields are not reported on time, producers may not be eligible for NAP assistance. Funding is not dependent on emergency legislation; potential NAP payments are

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<sup>1</sup> The "Crop Reporting Date" is an annual date on which all producers for every crop report acreage to the federal government.

anticipated, and federal funding is assured. The only producer cost associated with NAP is the time it takes to annually report acres and yield to the FSA office. For more information, contact your County FSA Office.

## **USDA Assistance Requiring a Secretarial or Presidential Declaration**

### Emergency (EM) Loans

#### *Administered by FSA*

EM Loans may be used to help cover production losses<sup>2</sup> and/or physical losses<sup>3</sup>, including: restore or replace essential property, pay production costs, pay essential family living expenses, reorganize the farming operation, and refinance debts. The loan amount is limited to 80% of the loss up to a maximum of \$500,000. Applicants must meet certain eligibility requirements which include suffering a qualifying loss and being unable to obtain credit from commercial lenders. Applicants must also demonstrate repayment ability for the loan and provide collateral to secure the loan. The USDA-FSA EM Loan Program is made available to farmers in counties included in Presidential disaster declarations and Secretarial disaster declarations. The regional FSA Administrator may authorize EM loan assistance for physical losses only when there is no other disaster designation. Farmers in counties contiguous to the counties named in each type of declaration are also eligible for EM loans.

### **Secretary of Agriculture Declaration Process**

To be considered eligible to make a request for an agricultural disaster declaration, the county must demonstrate it has sustained a minimum of 30% crop loss for one or more crops countywide. This rule applies to declaration requests due to production losses. The request for a Secretary of Agriculture declaration is processed simultaneously in two different tracks with all documentation from both ending up in the Secretary of Agriculture's office. Both processes begin in the county with the County Emergency Board (CEB).

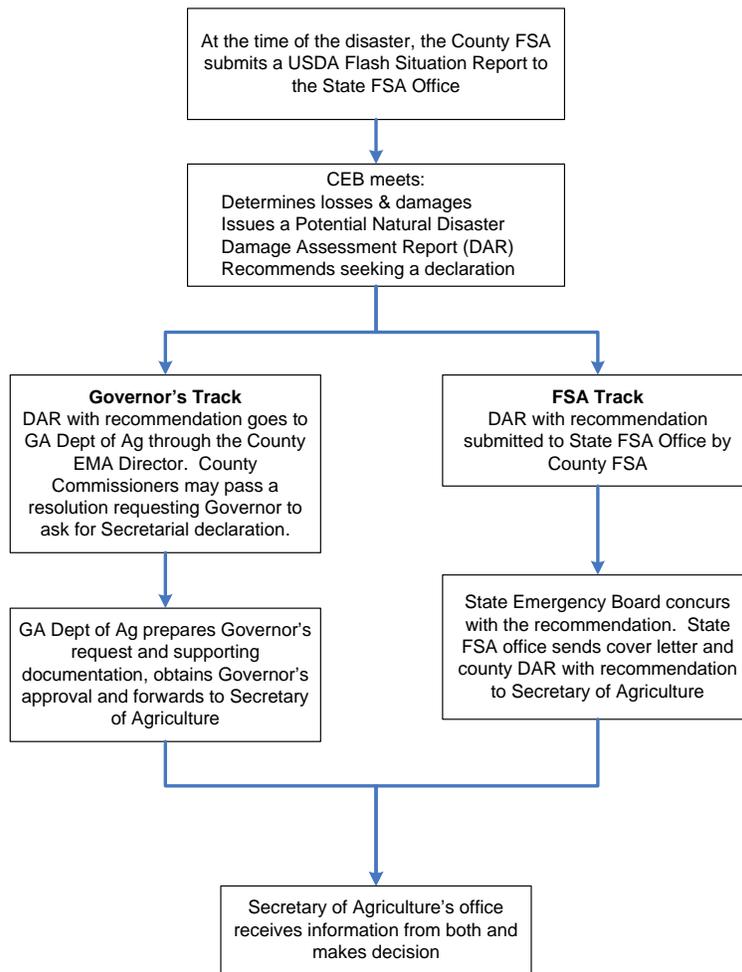
The flow chart shows the “dual track” for requesting an agricultural disaster declaration from the Secretary of Agriculture. The process begins with two steps at the county level involving the USDA FSA and the CEB. When the CEB issues a recommendation to seek a declaration, that recommendation is forwarded both to the Georgia Department of Agriculture and to the State FSA Office. For clarity on the chart, one track is referred to as the “Governor’s Track” and the other the “FSA Track.” The action steps in each track placed across from each other indicate that they occur in roughly the same time frame. *The county emergency manager can facilitate the process in the “Governor’s” track by participating in sending documentation to the Georgia Department of Agriculture.*

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<sup>2</sup> Production losses – A reduction in yield per acre or crop quality directly caused by the disaster.

<sup>3</sup> Physical losses – Damage to fences, machinery, equipment, tools, livestock, production on-hand or stored, harvested crops on-hand or stored, supplies on-hand, and growing crops/pasture that will be replanted or reestablished. Physical losses also include debris removal costs.

## Secretarial Declaration Request Flowchart (Dual Track)



Once a Secretarial declaration is made, farmers in the designated county(ies), as well as those in contiguous counties, may apply to the FSA for EM loans. When Small Business Administration (SBA) loans are made available in a Presidential declaration with human services programs, small businesses and agricultural cooperatives may also be eligible for economic injury disaster loans (EIDL). These loans provide working capital to assist applicants who have no credit available from other sources. The EIDL Program is also available with a Secretarial disaster declaration. It is not, however, implemented in a Presidential disaster declaration that does not include human services programs. For more information on Secretarial declaration regulations, contact your FSA Regional Program Coordinator.

The following table represents the eligible counties and types of assistance available for each form of agricultural disaster declaration.

Type of Agriculture Declaration	Type of Counties	EM Loans	SBA-EIDL Program
Presidential disaster declaration for Public Assistance (PA) only <sup>4</sup>	Primary and contiguous	Yes – for crop production losses and physical losses	No
Presidential disaster declaration with human services programs	Primary and contiguous	Yes – for crop production losses and physical losses	Yes – for small business and cooperative suffering economic losses due to agriculture disaster
Secretary of Agriculture designation of disaster	Primary and contiguous	Yes – for crop production losses and physical losses	Yes
FSA Administrator’s Physical Loss Declaration	Primary and contiguous	Yes – for physical losses ONLY	No

Primary counties – Those counties named as disaster counties in any declaration.

Contiguous counties – Those counties contiguous to a named disaster county including counties in adjoining states.

SBA-EIDL – Small Business Administration Economic Injury Disaster Loan Program

<sup>4</sup> The Governor requests agricultural assistance in his overall request for a Presidential disaster declaration.

## **B. Small Business Administration Disaster Assistance**

The Small Business Administration (SBA) offers low-interest loans to both homeowners and businesses affected by a disaster. Eligibility is based on financial criteria and private insurance. While damages suffered by a single community can trigger an SBA declaration, the designation is made for an entire county.

There are four ways in which a community/county can receive SBA assistance. They are:

1. A presidential declaration of a major disaster is received that includes the human services programs. The SBA loan program, including all three loan types explained below, is automatically implemented.
2. A Secretary of Agriculture designation is made. In response, the SBA may make an *economic injury* disaster declaration in support of the natural disaster determination by the Secretary of Agriculture (see Economic Injury Disaster Loans).
3. A county seeks an independent SBA declaration. In this instance, a community or communities in a county has suffered significant damages yet does not meet the threshold to seek a Presidential declaration. For a county to seek an independent SBA declaration, it must meet one of the following SBA requirements:
  - A minimum of 25 businesses, homes, apartments, or a combination of all three, in one county, sustaining uninsured losses equal to 40% or more of the fair-market replacement value. All owned residential property must be the primary residence. In the case of an apartment building, each apartment/renter is considered a separate residence. However, renters are only eligible for personal property loans.
  - A minimum of three businesses sustaining uninsured losses equal to 40% or more of their estimated fair-market value; and as a direct result of such damage, 25% of the work force in that community would be unemployed for at least 90 days.
4. The SBA makes an economic injury declaration. The Governor must certify in writing that at least five small business concerns in a disaster area have suffered substantial economic injury as a result of the disaster and are in need of financial assistance not otherwise available on reasonable terms.

All counties contiguous to the county that receives an SBA disaster designation will also become eligible for SBA loan programs *except in the instance of a Presidential declaration of a major disaster that includes human services programs*. In this case, only the counties designated for human services programs are eligible for SBA disaster home loans. Economic Injury Disaster Loans are available for all businesses in all primary and contiguous counties due to the inclusion of agricultural assistance in a Presidential declaration.

### **Types of SBA Disaster Loans**

Disaster Home Loans - Loans to homeowners or renters to repair or replace disaster damages to real estate and/or personal property owned by the victim. Renters are only eligible for personal property losses.

Business Physical Disaster Loans - Loans to businesses to repair or replace disaster damages to property owned by the business, including real estate, machinery and equipment, inventory, and supplies. Businesses of any size are eligible. Non-profit organizations such as charities, churches, and private universities, are also eligible.

Economic Injury Disaster Loans (EIDL) - Loans for working capital to small businesses and small agricultural cooperatives to assist them through the disaster recovery period. EIDL assistance is available only to applicants with no credit available elsewhere (i.e., if the business and its owners cannot provide for their own recovery from non-government sources).

SBA disaster assistance is in the form of loans. All applicants must demonstrate the ability to repay loans. Interest rates will depend on each applicant's credit status and ability to repay. Actual loan amounts, collateral, and terms vary by loan type. Questions regarding these details should be addressed to the SBA.

### **Sequence in Seeking an SBA Designation**

Conducting a damage assessment is always the first step in seeking either state or federal assistance. Counties should utilize the appropriate damage assessment forms contained in Appendix B. If the damage assessment demonstrates sufficient damages to warrant seeking an SBA declaration, GEMA will notify the Governor's office that a formal SBA assessment is requested.

Upon receipt of the Governor's request, the SBA will send an inspector to verify damages indicated in the original damage assessment. The SBA will then either approve or deny the request. If approved, the SBA will establish a toll-free hotline number for registering for assistance. The SBA will also establish an office in the affected community(ies) within days of the approval and will issue press releases on their programs. This temporary SBA office will remain open as long as needed, and individuals needing assistance can meet face-to-face with an SBA representative.

## C. Federal-Aid Highway Emergency Relief Program

The Federal-Aid Highway Emergency Relief (ER) program is designed to assist states whose federal highways have been seriously damaged by a natural disaster or by catastrophic failures from external causes. Federal aid highways are all the public roads not functionally classified as either local or rural minor collectors. This program is based on federal-state/local cost sharing and is administered through the Georgia Department of Transportation (GDOT) by the Federal Highway Administration (FHWA).

Upon the declaration of an emergency, GDOT should be notified immediately. Promptly upon notification of an emergency situation, GDOT will contact the FHWA to arrange for a windshield survey of the damage and the GDOT District Offices involved to arrange a time to visit the emergency sites.

Approved emergency repairs may begin immediately with good record-keeping a must. No reimbursement may be made until the following steps and approvals are complete:

1. The Governor must proclaim an emergency, or a Presidential declaration must be made.
2. GDOT officials prepare a letter of intent that the state intends to seek ER Program funding from federal highway authorities.
3. Federal and state highway officials conduct a damage assessment, usually with local highway departments. *This damage assessment is not part of any damage assessments conducted for a Presidential or SBA disaster declaration or other programs.*
4. Based on the damage assessments, GDOT makes a formal request for the ER Program. The Georgia Office of the FHWA recommends either approval or denial of the program based upon the damage assessment.

The two classifications for repair work supported by this program are emergency repairs and permanent repairs.

Emergency repairs are repairs during and immediately following a disaster necessary to restore essential traffic, minimize damage, or protect remaining facilities. These repairs can be made immediately, and properly documented costs can be reimbursed later if the ER Program is approved. Some examples of emergency repairs are:

- establishing emergency detours,
- removing slides and debris,
- providing temporary bridges or ferry service,
- regrading, and
- placing rip-rap to prevent further scour.

Permanent repairs are those necessary to restore a roadway to its predisaster condition. These repairs must follow normal federal aid procedures and require the approval of the FHWA administrator. These procedures include inclusion in a State Transportation Improvement Program, environmental documentation, project plan, federal authorization, and contract letting.

Failure to follow these procedures would result in a loss of federal reimbursement. Some examples of permanent repairs are:

- restoring pavement surfaces;
- reconstructing damaged bridges and culverts; and
- replacing signs, guardrails, and other highway appurtenances.
- The ER Program is a cost-sharing program between federal and state/local authorities. The actual amount of cost-sharing varies depending on the timing and nature of the repairs.

GEMA has a very limited role in this program. Most coordination and damage assessments are done by the FHWA, GDOT, and local highway departments. A Presidential declaration of a major disaster is needed in order for any other type of roads to receive federal financial assistance. County engineers and district GDOT offices have maps that identify on-system roads.

## **D. Flood Mitigation Assistance Program**

FEMA's Flood Mitigation Assistance (FMA) Program provides funding to assist states and communities in implementing measures to reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other structures insurable under the National Flood Insurance Program (NFIP).

### **How FMA Works**

FEMA distributes FMA funds to states, which in turn provide funds to communities. The State serves as the grantee and program administrator for the FMA. The State:

- Sets mitigation priorities,
- Provides technical assistance to communities applying for FMA funds,
- Evaluates grant applications based on minimum eligibility criteria and state priorities,
- Awards planning grants,
- Works with FEMA to approve projects and award funds to communities, and
- Ensures that all community applicants are aware of their grant management responsibilities.

### **Cost-Share and Funding Limits**

FEMA may contribute up to 75% of the total eligible costs. At least 25% of the total eligible costs must be provided by a non-federal source.

## **E. Fire Management Assistance Grant Program**

FEMA can provide fire management assistance to state agencies, local governments, and Indian tribal governments if the determination is made that a fire or fire complex, currently burning out of control threatens such destruction as would constitute a major disaster. The following criteria is used in making the decision to make a fire management assistance declaration:

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

In general for costs to be eligible, they must have occurred within the incident period. Eligible costs include equipment and supplies, labor, travel and per diem, pre-positioning (subject to approval of the Regional Director), emergency work (police barricading, traffic control, extraordinary EOC expenses, arson investigation etc.), temporary repair of damage caused by firefighting activities, mobilization and demobilization, and fires on co-mingled federal/state lands.

Following approval of the state's request for a fire management assistance declaration, a FEMA-State Agreement will be entered into. This agreement will remain in effect for the declared fire and any future declared fires until the end of the calendar year.

*Note:* The Fire Management Assistance Grant Program, formerly Fire Suppression Assistance, has been revised and changes were made to eligible applicants, eligible costs, and program administration.

# Federal Assistance Available With a Presidential Declaration

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## A. Presidential Disaster Declaration Process

The federal government has traditionally been the level of government that provides the greatest amount of disaster assistance for *catastrophic* disasters.

In a disaster situation in which all local and state resources have been committed and unmet needs remain, a state may petition the President to issue a declaration of a major disaster. The first step in seeking such a Presidential declaration is to conduct a thorough damage assessment at the local level. This damage assessment, conducted by local officials, provides the basis for GEMA to seek additional state resources and to determine if the extent of damages warrants a request from the Governor to the President for additional assistance. The justification to seek a presidential disaster declaration is made on the basis of unmet needs and the impact on the affected community(ies), not solely on the dollar amount of damages.

The three major programs available under a Presidential Declaration of a Major Disaster are Human Services, Public Assistance (Infrastructure Support), and Hazard Mitigation.

If the decision is made to seek a Presidential declaration, GEMA, with the support of local authorities, will request that FEMA participate with GEMA to conduct a Preliminary Damage Assessment (PDA). If FEMA concurs that damages may indeed be sufficient to warrant a declaration, it will send a team of inspectors for any or all of the three programs. This verification of damages by GEMA and FEMA inspectors is called a "Preliminary Damage Assessment."

### Preliminary Damage Assessment Process

Both FEMA and the Small Business Administration (SBA) will send inspectors to verify the local/state damage assessment. They will look at sites, businesses, and homes that have been identified in the initial damage and impact assessment. It is critical that most of the damage sites are identified and, in the case of public damage, plotted on a map. Usually, additional locations become known between the time the state request is sent to FEMA and the PDA teams actually arrive. These locations should be identified to the damage assessment team when they come out. The PDA teams will want to look at the locations with the worst damages first. The local emergency management director and the local damage assessment team should be prepared to guide them to these sites.

The composition and number of PDA teams will vary with the size of the disaster, the programs requested, and the number of locations to be inspected. However, the basic PDA team composition is as follows:

#### Individual Assistance Program:

- One FEMA inspector per team for the human services programs
- One SBA inspector per team for SBA disaster loan programs
- One GEMA or state agency representative per team
- One county/city representative per team to guide the team to damaged sites and to serve as a liaison for affected businesses and homes

#### Public Assistance (Infrastructure) Program

- One FEMA inspector per team for the Public Assistance Program

- One GEMA representative per team to assist in coordinating the damage locations
- One county/city/township representative per team to identify the damaged sites
- Hazard Mitigation Program\*
- One FEMA inspector per team for the Hazard Mitigation Program
- One GEMA representative per team to assist in coordinating potential locations
- One county/city/township representative per team to identify potential hazard mitigation projects

\*On smaller disasters, the Hazard Mitigation Team members merge with the Public Assistance Program teams.

*It is very important to provide a local representative for each team. This person should know where the damage sites are and be comfortable representing local government to citizens and businesses.*

The Governor's letter requesting a major disaster declaration will include a narrative describing the natural disaster which resulted in this request, the impact on the affected area, the state and local resources used to combat the emergency, the economic impact, and the results of the preliminary damage assessment. FEMA representatives will prepare a report for their office summarizing the extent and nature of the damages. FEMA Region IV, in consultation with FEMA Headquarters, will submit a recommendation to the President.

If approved, the declaration will specify which federal programs will be made available. There is no set time period allotted for the President to make a major disaster declaration; however, it is routinely only days from the FEMA PDA to the announcement of the President's decision.

The following sections explain specific program details for each of the three major federal grant programs.

## **B. Human Services Programs**

People and their needs (physical, material, and mental) are the focus of these programs. The programs offer a broad range of assistance including low-interest loans, grants, unemployment assistance, and counseling services, which are administered by a number of different agencies.

The most common programs implemented with a Presidential declaration of a major disaster are the SBA disaster home loan program and FEMA's Individuals and Households program. Applicants for these programs register by calling the FEMA teleregistration center using an "800" number which is published in the disaster-affected areas.

### **Disaster Recovery Centers (DRCs)**

The purpose of a DRC is to provide disaster victims with the opportunity to learn first hand what combination of federal, state, and local programs are available to address their needs. Ideally, all agencies with programs and services that may benefit disaster victims will be represented at a DRC. If a disaster covers a wide geographic area there may be multiple DRCs set up. DRCs are jointly operated by the State and FEMA.

Facilities for setting up DRCs are selected by the State and FEMA, utilizing the expertise and advice of local officials. FEMA will inspect each potential site to ensure the safety and security of workers and applicants.

A diverse number of agencies may be represented at a DRC depending on the nature of the disaster. Agencies may choose to be represented in person and/or with information materials. The following agencies may be represented at a DRC:

#### Federal Agencies

- FEMA – Answers questions regarding registration for human services programs
- SBA – Answers questions pertaining to business and home disaster loan programs; assists applicants in filling out necessary forms
- Internal Revenue Service (IRS) – Addresses tax issues related to disaster damages for businesses and individuals
- U.S. Department of Agriculture (USDA) and its sub-agencies – Provides information on federal disaster loans to farmers and other farm programs

#### State Agencies

- Department of Agriculture – Provides farm advocate support
- Georgia Insurance Commissioner– Gives information on insurance policies, claims adjustments, and recourse available for unsatisfactory performance by insurance companies; Provides information on flood insurance
- Department of Labor– Provides applications for disaster unemployment insurance
- Division of Public Health – Provides information on disaster-related health concerns
- Department of Human Resources– Provides information on local mental health efforts, stress symptoms, and where to seek help in the local community
- Department of Natural Resources – environmental advice
- Department of Revenue – Gives information on filing casualty losses, extensions on filing business, income, and sales taxes
- Department of Family and Children Services- Information of WIC program, and TANF program (food stamps.)

### Local Agencies

- Mental health organizations – Provide information on local crisis counseling efforts and referrals
- Economic development agencies – Give information on public and private disaster grant and loan programs
- County farm service agent – Provides assistance to farmers with disaster-related program information and enrollment procedures
- City/county public works – Provides information on clean-up and debris removal
- Public health – Provides information on local public health disaster-related issues

### Private Agencies/Organizations

GaVOAD agencies (Ga Voluntary Organizations Active in Disaster) – Includes many non-profit disaster relief organizations that assist individuals and families with urgent needs and longer term, unmet needs.

### **Small Business Administration Disaster Home Loan Program (SBA)**

The first form of federal assistance available to a citizen affected by a disaster is a disaster home loan offered through the Small Business Administration. Home disaster loans are for homeowners and renters to repair or replace disaster-related damages to home or personal property.

For more information, see pages 44-45.

### **Individuals & Households Program (IHP)**

If a citizen is not eligible for an SBA disaster home loan, he/she may be referred to the Individuals and Households Program for consideration of a grant award.

With the passage of the amendments to the federal Robert T. Stafford Act in the year 2000, the old forms of Human Services Programs known as the “Disaster Housing Program” and the “Individual and Family Grant Program” became obsolete. Many of the elements of each plus some additional items were combined to make the new IHP program, which took effect in October 2002.

In Georgia, the IHP will be administered by FEMA with input from the State. The methods of working together are detailed in a State Plan signed by both parties and updated annually. FEMA will continue to use the “800” toll-free teleregistration hotline as the primary method for citizens to register for assistance from IHP and SBA.

The IHP maximum grant for all assistance to any individual or household will be adjusted annually at the beginning of each federal fiscal year using consumer price index (CPI) figures. There are two elements of assistance in the IHP - Housing Assistance and Other Assistance.

### IHP Housing Assistance

This part of the program is 100% FEMA funded and provides the following assistance:

- Temporary housing – FEMA can provide rental assistance or direct assistance by providing a mobile home unit for a displaced family.
- Repairs (including mitigation) – FEMA may pay for repairs to a home and/or for mitigation efforts (i.e. elevating appliances, repair of retaining walls, flood-proofing). The maximum allowed for repairs is adjusted annually according to the CPI.
- Replacement – FEMA can build to replace a destroyed structure. This figure is adjusted annually according to the CPI.
- Permanent construction – FEMA can authorize permanent construction up to the maximum grant where rental or direct assistance is not feasible.

### IHP – Other Needs Assistance (ONA)

This part of the program is 75% funded by FEMA and 25% funded by the State. Categories of assistance include:

- Medical/dental/funeral – Applicants provide documentation of need and expenses.
- Personal property/transportation/other – FEMA inspectors verify losses and awards are made in accordance with a schedule of items and prices.

NOTE: For all “other needs assistance” categories, insurance must pay before FEMA.

### **Disaster Unemployment Assistance**

The Disaster Unemployment Assistance (DUA) Program provides unemployment benefits to individuals who have become unemployed as a result of a Presidential declaration of a major disaster and who are not normally eligible for unemployment benefits. These individuals include migrant, seasonal, and year-round employees. They must be able to demonstrate that the disaster specifically impacted their employment status. Individuals can enroll at their local Georgia Department of Labor office. It is important to note that DUA will not automatically be included in a disaster declaration; the state must specifically ask for it.

### **Crisis Counseling Program**

The goal of the Crisis Counseling Program (CCP) is to alleviate mental health problems caused by or aggravated by a major disaster. As in the DUA program, the state must specifically request this program in order for it to be implemented. CCP is comprised of two separate funding portions: immediate services and regular services. The State may request either or both types of funding.

- The immediate services portion is intended to respond to the immediate mental health needs with screening, diagnostic, and counseling techniques, as well as outreach services, and is funded up to 60 days after the disaster declaration.
- The regular program provides up to nine months of crisis counseling, community outreach, and consultation and education services to people affected by the disaster. The funding starts three to five months after the initial declaration. All CCP monies will be distributed through the Department of Human Resources to city/county mental health service providers in the declared disaster area.

## **C. Public Assistance (Infrastructure Support) Program**

Following a Presidential declaration of a major disaster, financial and technical assistance is made available through the Public Assistance (Infrastructure Support) (PA) Program by FEMA to state agencies, local governments, school districts, certain private-non-profit organizations, and Indian tribes.

This assistance is provided in order to repair and restore damaged public property to its pre-disaster condition or to meet current codes. This assistance is made available in the form of a grant to the state, which will in turn initiate sub-grants to eligible applicants.

### **Identification of Potential Applicants**

County emergency management directors work with their GEMA regional program coordinator to identify potential applicants, based on the damage assessment.

Potential applicants include:

- State agencies,
- Local governments,
- School districts,
- Indian tribes, and
- Certain private non-profit organizations (PNP). Non-critical PNPs must apply to the SBA prior to requesting assistance under the PA Program.

Eligible work:

- Result of the declared event,
- Within the disaster area,
- In use at the time of the disaster,
- Responsibility of the applicant, and
- Not eligible for reimbursement by another federal agency or insurance.

### **Applicants' Briefing**

Once the potential applicants are identified, Applicants' Briefings are held to provide the applicants with an overview of the assistance available to them through PA Program. Some of the subjects that will be covered are:

- Work and cost eligibility,
- Program time limitations,
- Delivery of the PA program,
- Project formulation,
- Contracting procedures, and
- Administrative requirements.

At this meeting every applicant:

- Completes the Request for Public Assistance form in which they provide the name of the contact person, telephone numbers, and mailing address for the jurisdiction.
- Receives a copy of the Sub-grantee's Guidebook on Major Disaster Assistance and Procedures for the Public Assistance (Infrastructure Support) Program and handouts on various aspects of the program, such as environmental considerations.

### **Delivery of the Public Assistance Program**

FEMA and GEMA determine the staffing requirements for the delivery of the PA Program based on the size of the disaster and the number of counties involved. FEMA and GEMA assign a Public Assistance Coordinator (PAC) to each county or group of counties. The PAC is responsible for working with each of the applicants from the initial kick-off meeting through the completion of the Project Worksheets.

## **Kick-Off Meetings**

A Kick-Off meeting is held with each applicant or group of applicants to assess the applicant's individual needs, discuss disaster-related damage, and set forth a plan of action for repair of the damaged facilities. Based on the applicant's damages, a decision will be made between the PAC and applicant whether or not the applicant will be preparing its own small Project Worksheets or if a Project Officer or Specialist will be required. On large projects, a Project Officer will need to work with the applicant in the preparation of the Project Worksheets.

Projects fall into the following categories:

1. Category A Debris removal
2. Category B Emergency protective measures
3. Category C Road systems and bridges
4. Category D Water control facilities
5. Category E Public buildings and contents
6. Category F Public utilities
7. Category G Parks, recreational and other

The county emergency management director's role is to serve as a coordination point for the PAC and the applicants. The PACs are provided with the name and telephone number of the county director in which they will be working and are directed to contact the director to obtain the names of the applicants that are ready for the Kick-Off meeting.

## **Project Worksheets**

A Project Worksheet (PW) is the form that describes the work to be completed and the estimated cost to restore each damaged site(s) to its pre-disaster condition or to current codes and standards.

Each PW is entered into the National Emergency Management Information System (NEMIS) and reviewed by FEMA and State PAOs, and, as necessary, goes through environmental, insurance, and hazard mitigation review.

## **Types of Projects and Funding Options**

Small Projects: Any PW prepared on a damaged site that is approved for less than \$54,100<sup>5</sup> is funded as a small project.

Large Projects: Any PW prepared on a damage site that is approved for over \$54,100<sup>5</sup> is funded as a large project.

## **Other Funding Options**

1. Alternate project. In some cases, an applicant may determine that it is not in its best interest to restore a damaged public facility or the function of that facility. In such cases, the applicant may request approval for an alternate project. If the request is approved, the applicant will receive 75% of the federal and state share(s) of the approved estimate of eligible costs.
2. Improved project. In some cases, an applicant may desire to repair or rebuild a damaged facility beyond the scope of the PW but still restore the pre-disaster function of that facility. In such cases, the applicant may request approval for an improved project.

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<sup>5</sup> This figure changes each October when the consumer index comes out.

**In both funding options, special considerations, such as environmental issues, historic sites, or insurance, have to be reviewed prior to approval.**

### **Funding**

- For small projects, 100% of Federal and state (if applicable) funding is provided to the sub-grantee on the basis of the project's eligible estimated amount, once the Sub-grant Agreement has been fully executed.
- For large projects, reimbursement is made based on the actual eligible cost of the project. Incremental reimbursements can be made to the sub-grantee provided the appropriate documentation is submitted for each project and as work is completed. Again, release of the federal and state (if applicable) is based on the Sub-grant Agreement being fully executed.
- Administrative allowance. Each applicant is given a percentage, based on a sliding scale, of its total PWs to use to cover administrative costs.
- Final reimbursement. Once all the work is done, the Project Completion and Certification Form is completed and signed by the applicant's authorized representative (the individual identified in the Sub-grant Agreement). It is sent to the State Coordinating Officer (SCO) along with the documentation, not previously provided, in support of the expenditures (copies of invoices, cancelled checks, labor, material, or equipment cost figures) along with proof of payment (warrant number). If an applicant experiences a large overrun against its small projects, it must request a small project offset in a letter addressed to the Region IV Director, through the SCO, within 60 days of the completion of the last small project.

### **Sub-grant Agreement Between State and Sub-grantee**

Once FEMA has obligated the federal dollars based on the PW, the applicant is provided with a Sub-grant Agreement, Project Summary Form, Project Completion and Certification Form, and a copy of each finalized PW. A letter accompanies these documents identifying each document and the necessary actions to be taken.

Any changes to the applicant's agreement will result in amending the Sub-grant Agreement.

### **Time Frame**

Emergency work (Categories A and B) is to be completed within six months from the date of the declaration, and all permanent work (all other categories) is to be completed within 18 months.

Time Extensions -- If an applicant is unable to complete the work within the allowed time frame, it will be necessary to complete the Time Extension Request Form. The form identifies the PW number, category of damage, indicates the estimated new completion date, describes the present status of the work, and gives the reason for the delay.

For more details on the PA Program, please refer to the Sub-grantee's Guidebook on Major Disaster Assistance and Procedures for the Public Assistance (Infrastructure Support) Program. A copy is available upon request.

## **D. Hazard Mitigation Program**

Hazard mitigation is defined as sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

The benefits of hazard mitigation include:

- reduction in the number of victims of natural disasters;
- reduction in economic losses that normally result from natural disasters (i.e., property damage, lost jobs, disabled businesses);
- Reduction in demand for financial and general hazard assistance following a natural disaster; and
- Implementation of preventive measures that will produce repeated benefits over a period of time.

A variety of hazard mitigation activities and requirements are triggered by a Presidential declaration of major disaster:

1. Designation of a State Hazard Mitigation Officer (SHMO). The SHMO is the state official who serves as the primary point of contact for other state agencies, FEMA, other federal agencies, and local government in the planning and implementation of mitigation activities. In Georgia, the SHMO is an GEMA staff member.
2. Designation of a Federal Hazard Mitigation Officer (FHMO). The FHMO is the federal official who serves as FEMA's primary point of contact in the planning and implementation of mitigation activities. The FHMO is designated by the Federal Coordinating Officer (FCO).
3. Overview of the Hazard Mitigation Grant Program (HMGP). The HMGP was created November, 1988, by Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The HMGP assists states and local communities in implementing long-term hazard mitigation measures following a Presidential disaster declaration. In December, 1993, the President signed the Hazard Mitigation and Relocation Assistance Act which amends Section 404 to increase federal funding of HMGP projects to 75% of the project's total eligible costs.

Applicant eligibility is the same for the HMGP as it is for the Public Assistance (Infrastructure Support) (PA) Program. Eligible applicants are state and local governments, certain private non-profit organizations, Indian tribes or authorized tribal organizations, and Alaska Native villages or organizations.

HMGP monies will be awarded by FEMA to GEMA, which will serve as the grantee. Eligible applicants with approved projects are the sub-grantees. The sub-grantee's portion of project costs will be determined at the time of a Presidential disaster declaration.

Potentially eligible hazard mitigation projects include:

- Structural hazard control, such as debris basins or drainage improvements;
- Retrofitting, such as floodproofing to protect structures from future damage; and
- Acquisition and relocation of structures from hazard-prone areas.

In order for a project to be eligible for an HMGP grant, it must meet certain minimum criteria that have been established by FEMA. In addition, GEMA may consider other basic criteria when it evaluates proposed HMGP projects. Minimum project criteria and other necessary information regarding the HMGP will be provided to potential applicants at the time of a Presidential declaration of a major disaster.

4. Implementation of the HMGP. Potential projects will be identified through the preliminary damage assessment (PDA), review of existing hazard mitigation plans, and information provided by the mitigation strategy and the PA teams.

Information about the HMGP will be disseminated through applicants' briefings, press releases, correspondence to regional program coordinators, and emergency management directors of affected counties.

Proposed HMGP projects will be evaluated by GEMA or the Georgia Recovers Task Force. Projects selected by the State will be forwarded to FEMA for review and approval. Upon FEMA approval, an HMGP Sub-grant Award Agreement will be executed and sent to the sub-grantee, accompanied by a handbook describing program requirements.



# *Appendix A: Terms and Acronyms*

**State of Georgia  
Disaster Management Handbook**

# Terms and Acronyms

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ARC – American Red Cross

ATF – Bureau of Alcohol, Tobacco, and Firearms

CAP – Civil Air Patrol

CISM – Critical Incident Stress Management

CCP – Crisis Counseling Program

DRC – Disaster Recovery Center

DUA – Disaster Unemployment Assistance

Emergency Work – Work which must be done immediately to save lives; to protect improved property, public health, and safety; or to avert or lessen the threat of a major disaster

EOC – Emergency Operations Center

EOP – Emergency Operations Plan

ERT – Emergency Response Team

Facility – Any publicly or privately owned building, works, system, or equipment built or manufactured or an improved and maintained natural feature. Land used for agricultural purposes is not a facility.

FCO – Federal Coordinating Officer

FEMA – Federal Emergency Management Agency

FHMO – Federal Hazard Mitigation Officer

FHWA – Federal Highway Administration

FMA – Flood Mitigation Assistance Program

FSA – Farm Service Agency

GAR – Governor’s Authorized Representative

GaVOAD – Georgia Voluntary Organizations Active in Disaster

GDO – GEMA Duty Officer

GDOT – Georgia Department of Transportation

GEMA – Georgia Emergency Management Agency

Grant – An award of financial assistance. The grant award shall be based on the total eligible federal/state share of all approved projects.

Grantee – The government to which a grant is awarded and which is accountable for the use of funds provided. The grantee is the entire legal entity even if only a particular component of the entity is designated in the grant award document. For the purposes of this manual, the state is the grantee.

Hazard mitigation – Sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

HAZMIT – Hazard Mitigation

HMGP – Hazard Mitigation Grant Program

IHP - Individuals and Households Program

Immediate threat – The threat of additional damage or destruction from an event that can reasonably be expected to occur within one year.

Improved property – A structure, facility, or piece of equipment that was built, constructed, or manufactured.

JIC – Joint Information Center (also known as JPIC)

MERS – Mobile Emergency Response Support

NIMS/ICS – Georgia Incident Management System

NAP – Noninsured Crop Disaster Assistance Program

NEMIS – National Emergency Management Information System

NEST – Nuclear Emergency Support Team

NTSB – National Transportation Safety Board

NVOAD – National Voluntary Organizations Active in Disaster

PAC – Public Assistance Coordinator

PAO – Public Affairs Officer or Public Assistance Officer

Permanent Work – Restorative work that must be performed through repairs or replacement to restore an eligible facility on the basis of its pre-disaster design and current applicable standards.

PIO – Public Information Officer (also known as PAO – Public Affairs Officer)

Pre-disaster design – The size or capacity of a facility as originally designed and constructed or subsequently modified by changes or additions to the original design. It does not mean the capacity at which the facility was being used at the time the disaster occurred if different from the designed capacity.

PNP – Private non-profit organization – These organizations will be determined by FEMA based on criteria.

Project – also referred to as “individual project” - All work performed at a single site or group of sites described on a Project Worksheet.

PW – Project Worksheet – The form that describes the work to be completed and the estimated cost to restore each damaged site(s) to its pre-disaster condition or to current codes and standards.

SBA – Small Business Administration

SCO – State Coordinating Officer

SHMO – State Hazard Mitigation Officer

Standards – Codes, specifications, or standards for the construction of facilities including legal requirements for additional features. Such standards may be different for new construction and repair work.

Sub-grant – An award of financial assistance under a grant by a grantee to an eligible sub-grantee.

Sub-grantee – A state agency, local government, school district, Indian tribe, or eligible private non-profit organization submitting an application to the Governor’s Authorized Representative for assistance under the state’s grant.

USDA – United States Department of Agriculture



# *Appendix B:* *Sample Documents & Forms*

**State of Georgia  
Disaster Management Handbook**

## Sample Resolution Declaring a State of Emergency

WHEREAS: The County of \_\_\_\_\_ has sustained serious damage due to (name/type of event) on the \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_, and:

WHEREAS: There exist emergency circumstances requiring extraordinary and immediate corrective acts for the protection of the health and safety of the citizens of the County of \_\_\_\_\_, and;

WHEREAS: To prevent or minimize injury to people and damage to property resulting from this event;

WHEREAS: The County of \_\_\_\_\_ declares that a local state of emergency exists.

IT IS ORDERED: That the County of \_\_\_\_\_ Emergency Management Agency activate the county Emergency Operations Plan.

\_\_\_\_\_ o'clock, \_\_.M.; this the \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

\_\_\_\_\_  
Chair

\_\_\_\_\_ County Commission

## Sample Resolution Request for Assistance

WHEREAS: The County of \_\_\_\_\_ has sustained serious damage due to (name/type of event) on the \_\_\_\_ day of \_\_\_\_\_, 20\_\_, and;

WHEREAS: Due to this event, the County of \_\_\_\_\_ has at this time exhausted all local and mutual aid resources and;

WHEREAS: The County of \_\_\_\_\_ has declared a local state of emergency, and;

WHEREAS: There exist emergency circumstances requiring extraordinary and immediate corrective acts for the protection of the health and safety of the citizens of the County of \_\_\_\_\_, and;

WHEREAS: The County of \_\_\_\_\_ has determined that the providing of such remedial and corrective measures are beyond it's area of expertise and financial abilities to provide for the same within the time frame required to provide for the health and safety of it's citizens and the protection of their properties;

NOW THEREFORE: The County of \_\_\_\_\_ is requesting state assistance to response and recover from the stated event

\_\_\_\_\_ o'clock, \_\_.M.; this the \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Chair

\_\_\_\_\_ County Commission

**Sample Transmittal/Cover Letter**  
**Requesting Assistance under GEMA IA/PA Program**  
(No Presidential Declaration of Disaster)

Date

Director  
GEMA  
P.O. Box 18055  
Atlanta, Georgia 30316-0055

Dear \_\_\_\_\_:

The political subdivision of \_\_\_\_\_ County of requests financial assistance in the amount of \$\_\_\_\_\_ from the State of Georgia in order to recover excessive costs that are beyond our capability. These costs were incurred as a result of the disaster described in the attached narrative.

The following documentation is attached to support our request for financial assistance.

- Detailed narrative which sets forth the cause, nature, and results of the event(s) giving rise to the political subdivision's need for assistance (includes map indicating damage sites and type of damages, supported by photographs).
- Resolution requesting assistance.
- Project explanation.
- Detailed explanation of efforts made to meet the costs of the disaster within the political subdivision's means or authorities (e.g., certificates of indebtedness).
- Detailed explanation of efforts made to obtain financial assistance from other sources.
- Financial statement.
- Emergency expenditure report.

Signature: \_\_\_\_\_

Title: \_\_\_\_\_

Please refer all communications to:

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Address: \_\_\_\_\_

City, Zip: \_\_\_\_\_

Telephone: \_\_\_\_\_

Fax: \_\_\_\_\_

# **Damage Assessment Forms for the Local Emergency Manager**

Purpose: To collect damage and impact information from affected jurisdictions.

Contents: Guidelines for Preliminary Damage Assessments

Immediate Damage Assessment Form

Post Event Damage Report Summary

Damage & Impact Assessment Summary

## **Guidelines for Preliminary Damage Assessments**

During local damage assessment, each team must determine what degree of damage as occurred. The guidelines below define each degree of damage.

### **FLOODING**

- Single Family/Multi-Family Homes (all variable –depends on length of time structure was flooded, velocity, clean/dirty flood water, etc.)
  - Affected: 0-6 inches
  - Minor: 6-18 inches (electrical, insulation)
  - Major: 18-48 inches (over 48 inches requires further investigation)
  - Destroyed
- Mobile Homes (all variable – will vary as above, as well as the age and make of home)
  - Affected: Ground level to within 12 inches of bottom board
  - Minor: Within 12 inches of bottom board to 3 inches above floor level
  - Major: 3-12 inches above floor level (over 12 inches requires further investigation)
  - Destroyed

### **OVERALL GUIDELINES- FLOOD & OTHER**

- Affected: If living unit, porch, carport, garage, etc., was damaged but in the inspector's judgment the living unit is still habitable, the affected category should be used.
- Minor: Minor damage is when the home is damaged and uninhabitable, but may be made habitable in short period of time (30 days) with home repairs (less than \$10,000).
- Major: Major damage is when the home has sustained structural or significant damages, is uninhabitable and requires extensive repairs (more than \$10,000)
- Destroyed: Destroyed is used when there is a total loss/damage to such an extent that repairs are not economically feasible and permanently uninhabitable.
- DO NOT consider out buildings in estimates or repair (sheds, shops, fencing, playground equipment, boat houses, etc.)

## **Immediate Damage Assessment Form**

Once an emergency event has occurred, the local emergency manager should begin the immediate damage assessment. The local county damage assessment teams use the Immediate Damage Assessment Form (see page 73) for each street damaged within the county.

## **Post Event Damage Report Summary**

One the Immediate Damage Assessment Forms have been completed, the county will then compile all the data and complete the Post Event Damage Report Summary (see page 74). This form provides an overall view of the damage in the county to include the number of shelters, citizens without power and any pending issues.



## Georgia Emergency Management Agency Post Event Damage Report Summary

Name/Date of Event \_\_\_\_\_  
 City/County \_\_\_\_\_

Date/Time: \_\_\_\_\_  
 Submitted by: \_\_\_\_\_

### Individual Assistance (IA)

Type of Dwelling	Affected	Minor	Major	Destroyed	Total	Uninsured Losses
Mobile Home						
Single Family						
Multi-Family						
<b>TOTALS</b>						
Unable to Assess						

### Public Assistance (PA)

Public/Govt Facilities					
Non-Profits					

	Paved	Dirt	St. Route	Total
Number of Roads Closed				
Number of Bridges Affected				
Number of Culverts Affected				
Total Number of Road Miles Affected				

Percentage of County Assessed	%
-------------------------------	---

# of Families Affected in	
Multi-Family Units	
<b>TOTAL</b>	

School System	
Open	<input type="checkbox"/>
Closed	<input type="checkbox"/>

SHELTERS	Red Cross	Good Samaritan
Number Open		
Number in Shelters		
Total in Shelters		

### Number of Customers without Power

Georgia Power		Total
EMCs/MEAGs		

# Injuries	# Fatalities	# Evacuated

Pending Issues:

Fax to GEMA: 404-635-7205

# GDOT Transportation Emergency Relief Site Assessment Report

## GENERAL INFORMATION

Date of Assessment: \_\_\_\_\_ County: \_\_\_\_\_

MP or Exact Site Location \_\_\_\_\_

Road Name \_\_\_\_\_

Road Number \_\_\_\_\_

Road is Passable       Yes       No

## DESCRIPTION OF DAMAGE

## DESCRIPTION OF REPAIR METHOD TO BE USED

## ESTIMATED COST OF REPAIR

Materials and construction – use latest mean item summary where possible for estimated construction cost.

Item No	Item Description	Estimated Quantities	Estimated Material Cost	Estimated Construction Cost
<b>TOTAL</b>				

Representative		CONCUR		Initial
GDOT		Yes	No	
GEMA		Yes	No	
Local		Yes	No	

## **Instructions for GEMA Damage & Impact Assessment Summary (D&IA) Forms**

**Jurisdictions(s) Affected** List the areas, cities/towns affected.

**Contact Information** Make sure to include the area code with all numbers provided.

- Phone Number where you can be reached during the business day.
- FAX If available
- 24 Hr A way to contact you after normal business hours or on weekends.

### **Description of Overall Situation and General Actions Taken**

Summarize in a few sentences what has happened to your community. Briefly describe what actions your emergency responders have taken to protect lives and property, and to stabilize the emergency situation.

### **IMPACTS ON PEOPLE**

- Number of Deaths Confirmed fatalities caused by the disaster.
- Number of Injuries Confirm the numbers of those who suffered injuries caused by the disaster only.
- Number Evacuated Indicate how many individuals have been forced from their homes because of the disaster.
- Number Sheltered Obtain figures from Red Cross, other voluntary agencies, and churches providing shelter to disaster victims. Add these to figures from any government-run shelter(s). Voluntary agencies may also be housing disaster victims in local hotels/motels. Include these clients in the “sheltered” count.
- Number Missing A best estimate of number of residents who cannot be accounted for, probably from fire and/or law enforcement sources and possibly from the Red Cross Disaster Welfare Inquiry (DWI).
- Special Populations/Special Facilities Affected List groups/facilities and how they were affected. Some examples are: hospitals and clinics, schools, nursing homes, homeless shelters, correctional facilities, camps, day care centers, senior residences, deaf and hard of hearing individuals, non-English speaking groups, migrant workers, etc.

### **Individual Property Damage**

#### **Home Type**

- Single Family Home – An individual home, generally occupied by one family.
- Multi-Family Home – Single structures that house more than one “family unit.” Often referred to as apartments, townhomes, duplexes, or condominiums. Each individual unit should be listed individually, so one apartment building with damage to 15 apartments would be counted as 15 units damaged, not as a single building.
- Manufactured Housing – Movable housing unit, generally occupied by one family, used as a permanent residence. Often referred to as “mobile homes.”

#### **Percent Insured**

An estimate (may be obtained from local insurance agents) of how many disaster victims have the right types and amounts of insurance coverage necessary to repair damaged properties. Typically,

you will find a higher percentage of insurance in disasters involving tornadoes and/or straight-line winds and a much lower percentage of insurance coverage in areas that have been flooded.

### **Estimated Dollar Losses to Residences**

1. Find out the average value of homes in the affected area from city or county assessors. If the areas affected are very different in composition (ex. manufactured housing in one area and mansions in the other, it may be wise to find averages for homes in each area).
2. For each home destroyed, use 100% of the average value.
3. For each home with major damage, use 50% of the average value.
4. For each home listed with minor damage, use 25% of the average value.

#### General Notes:

Try to find and record the locations of homes and businesses that have enough damage to be classified in the Minor, Major and Destroyed categories. FEMA and GEMA inspectors will want to see structures that have been damaged this severely, if a request for a State or Presidential Disaster Declaration is made. Record as “Affected,” but do not concentrate on gathering reports of lesser damage (a few inches of water in basement, wet carpets, a few broken windows, etc.) NOTES: The American Red Cross will do an assessment of damage to residences in the disaster area as a part of their disaster relief operations. You can make arrangements to obtain copies of their damage assessment reports by contacting their “Job Director.” Their procedures closely mirror those of FEMA inspectors, but FEMA and Red Cross damage assessment categories differ slightly. Both criteria are provided for comparison purposes. If you are conducting your own damage assessment, use the FEMA criteria to make your report.

## **IMPACTS ON BUSINESS & INDUSTRY**

### Estimate of Number of Unemployed:

Indicate the estimated number of individuals who have lost their jobs *because of the disaster*.

### Estimated Length of Unemployment:

How long will the people unemployed by the disaster be out of work?

### Business/Economic Impact Comments:

Are there businesses that may likely fail or be more severely affected by the disaster than the general community? Did the disaster greatly affect the workforce of one or more businesses? Are any businesses currently “shut down” by the disaster? If so, how long will it be until they can resume operations? Are any businesses indicating that they will permanently close or relocate?

### Estimated Dollar Losses to Businesses:

Estimate dollar losses including physical loss (buildings and inventory) and revenue losses due to the disaster. Your local Chamber of Commerce or business associations may be able to help you come up with this figure.

## **IMPACTS ON AGRICULTURE**

Briefly report on conditions affecting the agricultural community (for example, water standing in fields, a number of barns, out buildings and other farm properties destroyed, livestock stranded in high water, significant amounts of debris in fields, etc.). Indicate if a “Flash Report” has been filed with the state office of the Farm Service agency. This report is usually compiled by the local (county) Farm Service agent.



# Damage & Impact Assessment Survey

Initial Report      Follow Up Report

Date of Report \_\_\_\_\_

Type of Incident: \_\_\_\_\_  
Date of Incident: \_\_\_\_\_  
Report By: \_\_\_\_\_  
Title: \_\_\_\_\_  
Agency/Dept.: \_\_\_\_\_

County Affected: \_\_\_\_\_  
Jurisdiction(s) Affected: \_\_\_\_\_  
\_\_\_\_\_

Point of Contact: \_\_\_\_\_ Title: \_\_\_\_\_  
Phone: \_\_\_\_\_ Fax: \_\_\_\_\_ 24 Hour: \_\_\_\_\_

Description of Overall Situation and General Actions Taken:

\_\_\_\_\_

## IMPACTS ON PEOPLE

# Deaths: \_\_\_\_\_ # Evacuated: \_\_\_\_\_ # Missing: \_\_\_\_\_ # Injuries: \_\_\_\_\_ # Sheltered: \_\_\_\_\_

Special Populations/Special Facilities Affected: \_\_\_\_\_

## Individual Property Damage

Estimated Losses to Residences: \$ \_\_\_\_\_

Damage Level Home Type	Destroyed	Major Damage	Minor Damage	Affected	Percent Insured
Single Family					
Multi-Family					
Manufactured Housing					

## IMPACTS ON BUSINESS & INDUSTRY

Estimated Losses to Businesses: \$ \_\_\_\_\_

Destroyed	Major Damage	Minor Damage	Affected	Percent Insured	Estimated Unemployed (due to incident)	Estimated Length of Disaster Related Unemployment

Business/Economic Impact Comments: \_\_\_\_\_

## IMPACTS ON AGRICULTURE

Agricultural Impact Comments: \_\_\_\_\_

Email entire summary to your GEMA Field Coordinator or Fax Completed Assessments to GEMA at: 404-635-7205

Received at GEMA By: \_\_\_\_\_ Date/Time Received: \_\_\_\_\_ GEMA D&IA Form -4/30/06

**TOTAL IMPACT TO \_\_\_\_\_ COUNTY'S INFRASTRUCTURE**

Using the figures provided by the county, cities, townships, and watershed districts, estimate the amount of loss/damage to the entire county's infrastructure in the following categories:

**EMERGENCY WORK (A&B)**

Category A - Debris Clearance \$ \_\_\_\_\_

- Debris on Public/Private Property
- Building Demolition

Category B - Protective Measures \$ \_\_\_\_\_

For permanent employees, only overtime hours can be claimed. For emergency hires, both regular time and overtime is eligible. If other communities assisted in emergency operations advise if there is a mutual aid agreement.

- Search and Rescue
- Public Safety Overtime
- Security/Traffic Control
- Emergency Pumping

**Permanent Work: (C through G)**

Category C - Roads and Bridges \$ \_\_\_\_\_

- Roads/Streets/Guardrails
- Sidewalks/Curb/Gutters
- Culverts
- Bridges

Category D - Water Control Facilities \$ \_\_\_\_\_

- Dams
- Levees

Category E - Buildings and Equipment \$ \_\_\_\_\_

Note: Insurance must be deducted from the repair/replacement costs

- Buildings
- Furnishings and Equipment
- Consumable supplies

Category F - Utilities \$ \_\_\_\_\_

- Storm/Sanitary Severs
- Lift/Pump Stations
- Power Generation, Transmission and Distribution system
- Solid Waste Disposal

Category G - Recreation and Other \$ \_\_\_\_\_

- Parks
- Boat Docks and Piers
- Grass and Landscape

**INFRASTRUCTURE TOTAL DAMAGES RECAP:**

Emergency Work (Categories A-B) \$ \_\_\_\_\_

Permanent Work (Categories C-G) \$ \_\_\_\_\_

**Total Damages** \$ \_\_\_\_\_

(minus Insurance Coverage) - \$ \_\_\_\_\_

\*Immediate Needs Being Requested Yes [ ] No [ ]

\*Are you aware of any environmental issues? Yes [ ] No [ ]

On the following pages please indicate the impact of the disaster as it relates to emergency work and permanent work. (Use the impact statements provided by the cities, townships, and watershed districts to compile this information.)

**COUNTYWIDE EMERGENCY WORK IMPACT STATEMENT:**

Impact: Identify and describe damages which constitute a *health and/or safety hazard* to the general public (add additional sheets if necessary):

**COUNTYWIDE PERMANENT WORK IMPACT STATEMENT:**

(Use the impact statements provided by the cities, townships, and watershed districts to compile this information.)

Impact: Describe how the damages will affect the general public services *if a delay in doing repairs* is due to the inability to finance the repairs (add additional sheets if necessary):

**Sample Damage Assessment Summary**  
**Prepared in Support of Assistance under Disaster Assistance**  
**for State-Aid Roads and Streets**

Damage Assessment Summary for

State-Aid \_\_\_\_\_ in \_\_\_\_\_  
*(Roads or Streets) (Name of County or City)*

	Number	Cost
Road or street sites		
Bridges damaged or destroyed		
Culverts damaged or destroyed		
Total		

## Sample Resolution Requesting an Agricultural Disaster

WHEREAS: The County of \_\_\_\_\_, subdivision of the State of Georgia has sustained heavy losses as a result of \_\_\_\_\_ on \_\_\_\_\_ (*date*); and

WHEREAS: An estimated \_\_\_\_\_ farmers in \_\_\_\_\_ County have been affected with losses sustained by the following:

<u>Crop</u>	<u>Estimated Acres</u>	<u>Loss</u>

<u>Farm Facilities</u>	<u>Estimated Number</u>	<u>Loss</u>

**OTHER FARM LOSSES INCLUDE:**

<u>Item</u>	<u>Estimated Number</u>	<u>Loss</u>

WHEREAS: \_\_\_\_\_ County USDA Emergency Board has filed their damage assessment report which supports the need for emergency loans to farmers;

NOW, THEREFORE, BE IT RESOLVED that the Board of County Commissioners for, and on behalf of the citizens of \_\_\_\_\_ County, request that the Governor of the State of Georgia petition the U.S. Secretary of Agriculture to declare \_\_\_\_\_ County a disaster area.

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_.

SIGNED:

\_\_\_\_\_  
Chair of the Board

ATTEST:

\_\_\_\_\_  
County Auditor

# Farm Service Agency

## Potential Natural Disaster

### Damage Assessment Report (DAR)

State		County	
Date of Disaster		Description of Disaster	

Vote by committee members to concur with reported data	County Emergency Board Members			State Emergency Board Members		
	Yes		No	Yes		No

Signature		Signature	
	County Emergency Board, Chairperson		State Emergency Board, Chairperson
<i>Note: One (1) copy of the County Emergency Board minutes for the county named in this DAR must be attached.</i>		<i>Note: One (1) copy of the State Emergency Board minutes must be included with the package that contains all counties in this disaster.</i>	

#### A. PRODUCTION LOSSES

Disaster Year				Normal Year		Calculations			
1. Major Crops planted/ growing in County in Disaster Year	2. No. acres planted / growing in county in disaster year	3. Acres not planed in county due to the disaster	4. Disaster Year yield for crops in Item #1	5. Normal Year yield for crops in Item #1	6. 3-year average price used for disaster & normal year	7. Disaster Year Dollar Amount	8. Normal Year Dollar Amount	9. Difference in Dollars (\$)	10. Percentage (%) Loss

#### 11. No. of farmers with production losses: Loss Range and Number

Less than 30%	30 to 39 %	40 to 49 %	50 to 59 %	60 to 69 %	70 to 79 %	80 to 89 %	90 to 99%	100%	TOTAL

#### B. PHYSICAL LOSSES: (if applicable)

1. #. of Farms with physical losses:			
2. Farm Facilities	No. Destroyed	No. Damaged	Loss (Dollars) \$:
Dwellings & Service Buildings			
Structures			
Machinery & Equipment			
3. Land Damages	Acres Destroyed	Acres Damaged	Loss (Dollars)\$:
4. Livestock, poultry, aquaculture:	KIND	#. Damaged/Destroyed	Loss (Dollars)\$:

Completion of the following section is required, if no single crop / enterprise, in Section A, indicates a qualifying 30% or greater loss.

#### C. SURVEY INFORMATION:

1. # of farmers in county doing business as an owner-operator or tenant operator	
2. # of farmers with qualifying production losses over 30% (from Section A, Item 11, above)	
3. # of farms in Item #2, immediately above, who will be unable to obtain credit from other than FSA	
4. Will the losses cause undue hardship to a certain segment of farmers in the county (Yes/No) ?	
5. Has damage to particular crops resulted in undue hardship (Yes/No) ?	
6. Will other Federal / State benefits available for the same disaster lessen demand for FSA loans (Yes/No) ?	
7. Any other factors considered relevant.	

# USDA FLASH SITUATION REPORT

EXHIBIT 1

STATE		COUNTY		DISASTER DATE:	
				DISASTER TIME:	
<b>TYPE OF DISASTER:</b>					
Blizzard	Drought	Excessive Rain	Excessive Snow	Flash Flooding	Flooding
Freeze	Frost	Hail	High Winds	Hurricane	Lightning
Tornado	Other (Identify)				
<b>DESCRIPTION OF DISASTER AND AFFECTED AREA:</b>					
<b>POTENTIAL USDA ASSISTANCE:</b>					
APHIS, Animal Disease & Plant Pest Control		FCS, Disaster Food Assistance		CSRB & ES, Technical Advice	
FSA, Emergency Conservation Program		FCS, Food Stamps		NRCS, Technical & Financial Assistance	
FSA, Livestock Feed Programs		FSIS, Meat & Poultry Safety		FS, Fire Protection	
FSA, Emergency Loans		RUS, Technical & Loans Assistance			
FSA, Noninsured Assistance Program (NAP)		CSRE & ES, Information Material			
<b>ESTIMATED CROP LOSSES:</b>					
		Total Acres Affected:			Number of Farms:
Crops Affected	Acres Planted	Prevented Planted Acres	Acres Affected	Percent of Loss	Stage of Growth
<b>ESTIMATED NUMBER OF LIVESTOCK AND POULTRY, ETC. LOST: Numbers only - no dollar amount.</b>					
Cattle (Beef)		Poultry (Layers)		Swine	
Cattle (Dairy)		Poultry (Broilers)		Aquaculture	
Sheep		Turkeys		Other (Identify)	
<b>ESTIMATED LOSSES TO FARM FACILITIES AND LAND, ETC.: Numbers &amp; Acres only - No dollar amount.</b>					
Farm Dwellings & Service Buildings			Farm Machinery & Equipment		
Farm Structures (dam, silo, etc.)			Land Damages (erosion, gullying, etc.)		
Other Agricultural Losses /or Damages:					
<b>AFFECTS OF THE DISASTER ON:</b>					
USDA Office Buildings:					
Office Equipment and Records:					
Employees, Employee Families & Homes					
REPORTED BY:		TO:		DATE:	

Note: This is a preliminary disaster report. DO NOT use this data as official USDA data. 3/25/1998

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