

# Disaster Recovery 101...the basics.



Scott MacLeod, MA Emergency Management Agency  
Hazard Mitigation & Disaster Recovery Division Manager  
December 19, 2012



# Today's discussion...

- **Define 'disaster recovery'...**
- **Provide a high level overview of disaster recovery process...**
- **Describe the various roles & responsibilities in the recovery process...**
- **Describe FEMA/federal disaster assistance programs:**
  - Public Assistance (PA)
  - Individual Assistance (IA)
  - Small Business Administration (SBA) disaster loans
  - Hazard Mitigation Grant Program (HMGP) & non-disaster HM Grants
- **Provide some context from recent/previous disasters...**
- **Acknowledge challenges in recovery and discuss planning...**

# Where does 'Recovery' fit within the other phases of emergency management?

- 'Recovery' process emerges after initial 'response' to a disaster and transitions into initial short-term recovery efforts.
- The transition from short-term to long-term recovery is often difficult and uncertain.
- Recovery involves more than just physical reconstruction...
  - Social Recovery
  - Economic Recovery
  - Environmental Recovery

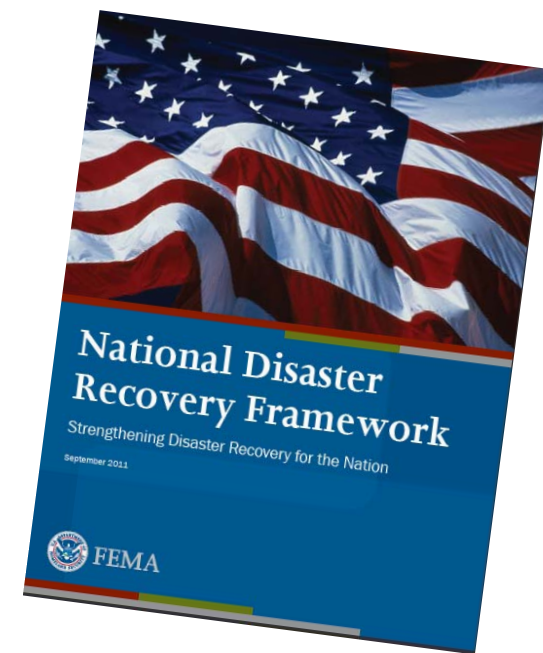


# How do we define the “Disaster Recovery” process?

- “...a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery” (FEMA, NDRF 2011)
- “The differential process of restoring, rebuilding and reshaping the physical, social, economic and natural environment through pre-event planning and post-event actions” (Smith and Wenger 2006)
- “The process of returning an organization, society, or system to a state of normality after the occurrence of a disastrous event” (Dictionary.com)

# FEMA's National Disaster Recovery Framework (NDRF)

- **Published September 2011.**
- **Describes concepts and principles to promote effective federal recovery assistance.**
- **Scalable, flexible coordinating structure for Federal, State, local, private sector, NGO's and community organizations with role in disaster recovery.**
- **Core Principles:**
  - Individual & family empowerment
  - Leadership & local primacy
  - Pre-disaster recovery planning
  - Partnerships & inclusiveness
  - Timeliness & flexibility
  - Public Information & unity of effort
  - Resilience & sustainability
  - Psychological & emotional recovery



# Recovery Roles & Responsibilities...

## ■ **Local Government**

- Primary role to plan & manage community recovery – work with State & Federal governments who support; engage residents in recovery process
- COOP & COG Planning pre-disaster
- Most mitigation/resilience measures adopted & implemented at local level

## ■ **State Government**

- Help manage & coordinate recovery process w/ all stakeholders
- Conduit for federal recovery assistance & other State programs/assistance
- Keep public informed & coordinate messaging w/ all stakeholders

## ■ **Federal Government**

- Supporting role when disaster exceeds local/State capacity to recover
- Help coordinate & leverage all federal resources (financial, technical support, planning & training)

# Recovery Roles & Responsibilities...(continued)

## ▪ **Individuals & households**

- Need to plan & prepare themselves for recovery – adequate insurance, supplies, etc.
- Maintain awareness of public info on recovery process to help eliminate confusion & uncertainty

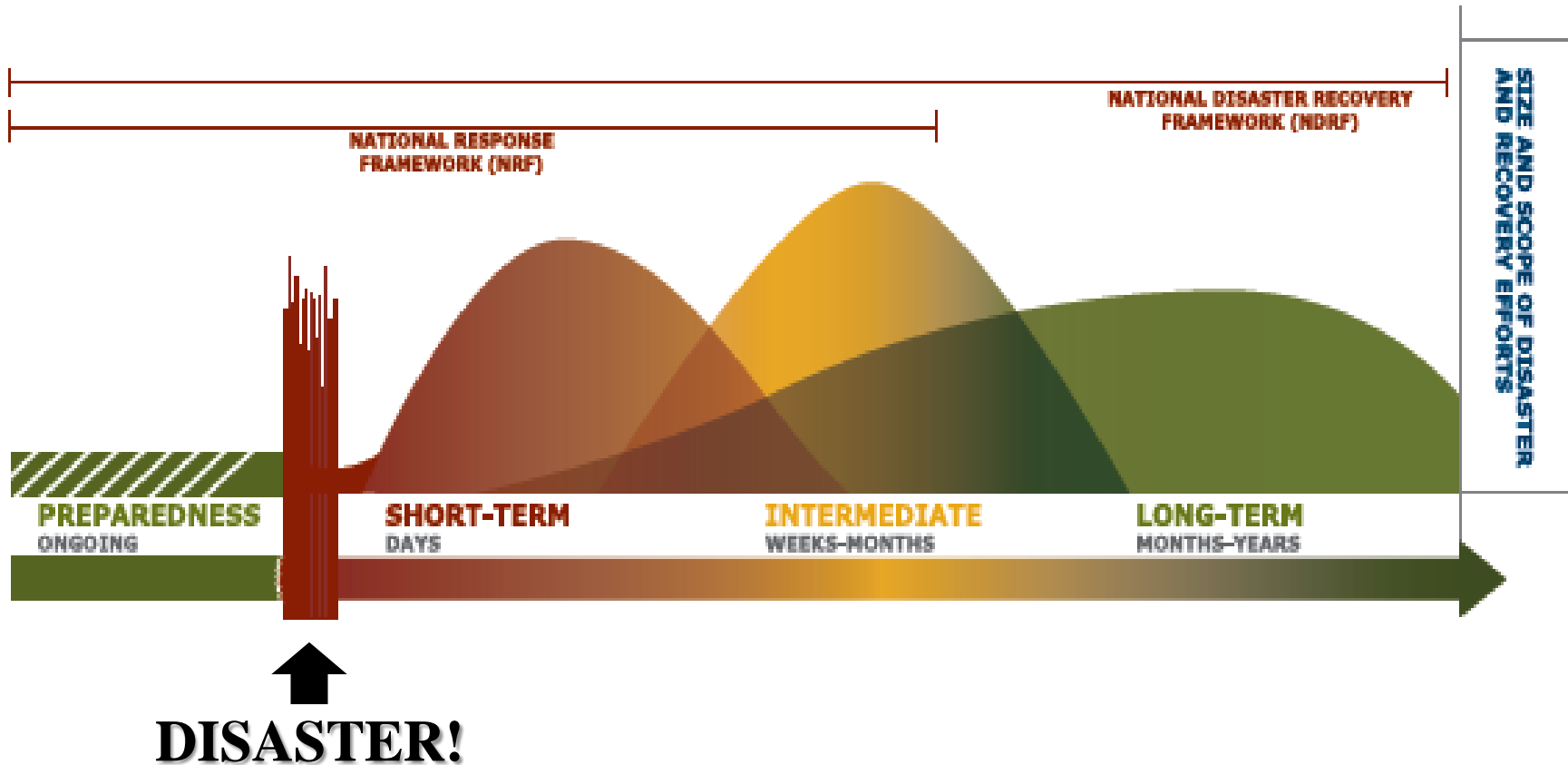
## ▪ **Private sector, business community & critical infrastructure**

- Help establish public confidence post-disaster – an operational private sector helps community recover more quickly (jobs, tax base, etc.)

## ▪ **Non-profits**

- Voluntary, faith-based & community organizations, charities – help fill the gaps where government authority & resources don't apply

# Disaster Recovery Continuum...



•Source: FEMA Nat'l Disaster Recovery Framework (NDRF), Sept. 2011 (Figure 1)



# Phases of Recovery (from NDRF continuum)...

## ■ **Pre-disaster (Preparedness)**

- Recovery & mitigation planning, training & exercises, partnership building, public health & health care planning...

## ■ **Short-term Recovery (Days)**

- Mass Care/sheltering, debris clearance, emergency public health & health care, business recovery, emotional/psychological healthcare...

## ■ **Intermediate Recovery (Weeks -> Months)**

- Interim housing, debris removal & infrastructure repairs, business recovery, continuity of public health & health care, ID mitigation actions (build better/stronger)...

## ■ **Long-term (Months -> Years)**

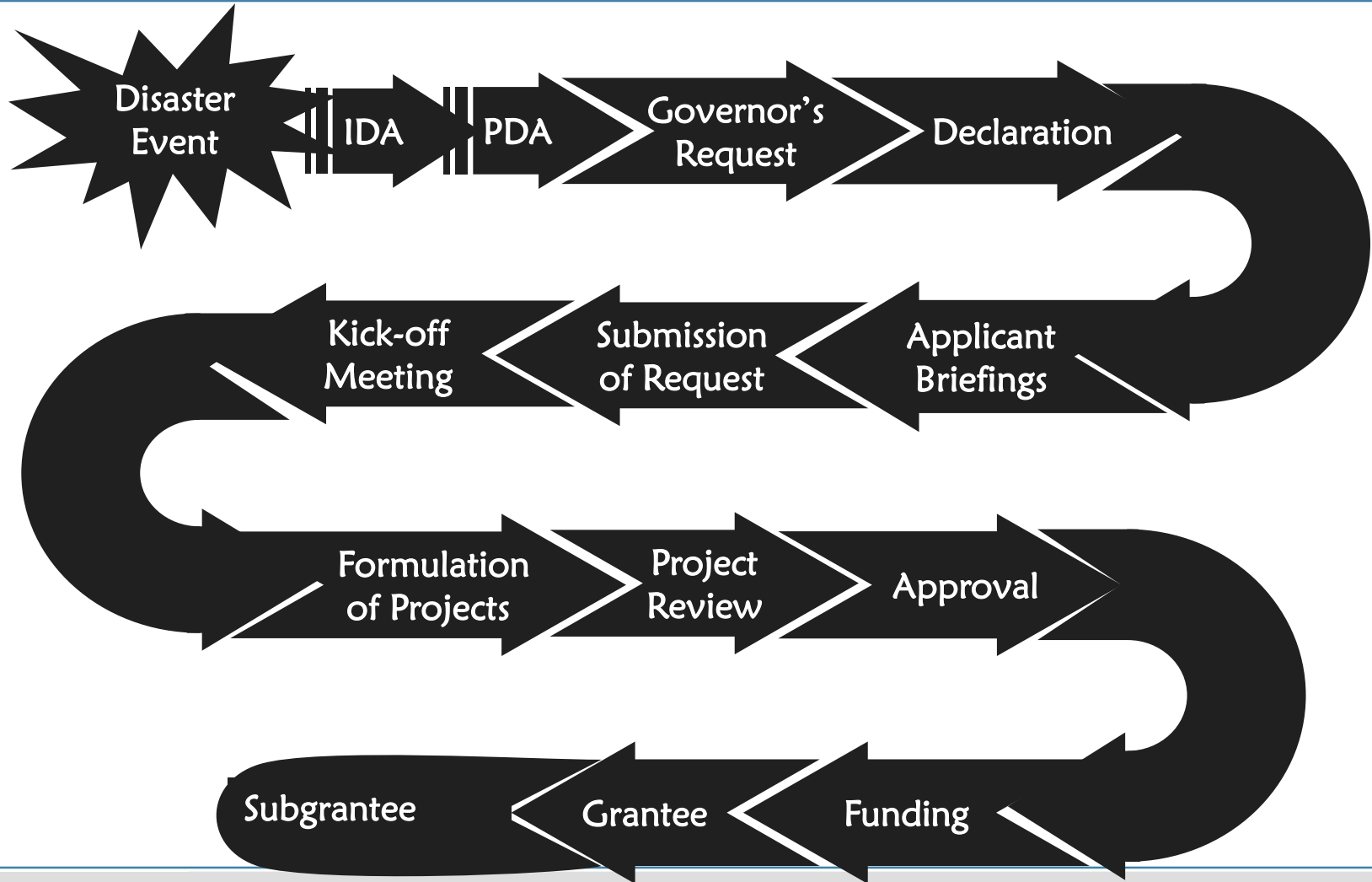
- Permanent housing, rebuild infrastructure, economic revitalization & rebuilding, reestablish disrupted health care facilities, implement mitigation actions...

# How is disaster recovery assistance provided - disaster recovery programs...

- **Local communities are responsible for the protection of residents & local emergency responders are the first line of defense when disaster strikes...**
- **Disasters will continue occur – some will be beyond the capabilities of local & State governments to respond to, and recover from – requiring the assistance of the Federal government...**
- **Federal disaster assistance is generally provided thru FEMA and coordinated under the Robert T. Stafford Disaster Relief & Emergency Assistance Act (as amended).**



# Federal Disaster Assistance Request Process...



# Federal Disaster Assistance...the FEMA PA program

- **Public Assistance (PA) Program** – supplemental aid (grants) to states, communities, certain PNP's for costs associated with response and recovery from declared disasters.
  - May include assistance for debris removal, emergency protective measures & permanent restoration of publicly-owned infrastructure damaged by event.
  - Federal share typically 75% of eligible costs – reimbursement based program (incur costs locally – seek 75% reimbursement).
  - Administered thru coordinated efforts of FEMA, the State (grantee), and the applicants (sub-grantees)
  - FEMA determines eligibility of: applicants, facilities, work & costs.
  - Large project/small project thresholds – treated differently by regulation/policy.

# Federal Disaster Assistance...the FEMA IA Program

- **Individual Assistance (IA) Program** – FEMA financial or direct assistance to individuals & families whose property has been damaged or destroyed as result of a federally declared disaster, and may not be covered by insurance.
  - Regional Disaster Recovery Centers (DRC's) may be opened to facilitate registration process and answer eligibility questions.
  - Meant to help with critical expenses not covered in other ways.
  - Not intended to return property to pre-disaster condition.
  - Assistance funds may be available for:
    - Temporary housing, repairs/replacement to primary residence not covered by insurance.
    - Most assistance provided in the form of low interest loans provided by the Small Business Administration (SBA).
  - Other than housing, other disaster-related expenses related to the following may be eligible:
    - medical/dental, clothing, household items, funeral expenses, damage to vehicle

# Federal Disaster Assistance...SBA Assistance

- **Small Business Administration (SBA)** – may provide low interest loans to businesses & individuals to repair or replace real estate, personal property, machinery & equipment, inventory and business assets that have been damaged or destroyed in a declared disaster.
  - Home & Property Disaster Loans: low-interest loans may be available to homeowners & renters who qualify to repair/replace clothing, furniture, appliances destroyed by declared disaster (up to \$40k). Up to \$200k to repair/replace primary residence to pre-disaster condition.
  - Disaster Assistance Loans: low interest disaster loans to homeowners, renters, businesses of all sizes and private, nonprofit organizations to repair or replace real estate, personal property, machinery & equipment, inventory and business assets that have been damaged or destroyed in a declared disaster.
  - Economic Injury Loans: small business or private, nonprofit organization has suffered economic injury, regardless of physical damage, and is located in a declared disaster area.
  - Farm Emergency Loans: emergency loans to help producers recover from physical losses due to drought, flooding, other natural disasters.

# Federal Disaster Assistance...FEMA Hazard Mitigation Assistance

- **FEMA Hazard Mitigation Grant Program (HMGP):**
  - Authorized by Section 404 of Stafford Act – post-disaster opportunity to reduce future damages and build better, stronger, smarter; reduce the need for other phases of EM and reduce reliance on future disaster assistance. HMGP = 15% of FEMA PA & IA disaster spending.
  - Available Statewide – not just in ‘federally declared counties’ for ‘all-hazard’ mitigation projects (flood, wind, seismic, etc.) and mitigation planning.
  - Provides funds for hazard mitigation plans & projects after a disaster (not an annual allocation).
  - Typically 75% FEMA, 25% non-federal (local) match.
  - Co-administered by State Hazard Mitigation Team (MEMA and DCR Flood Hazard Management Program staff).



# Recent disaster declarations...

- **Eleven open/active disasters and emergency declarations.**
- **Since 2011...**
  - Four (4) Major Disaster Declarations
    - DR-1959 (Jan. '11 Snow) (\$34M+ in damages)
    - DR-1994 (June '11 Tornadoes) (\$33M+ in damages)
    - DR-4028 (Hurricane Irene) (\$40M+ in damages)
    - DR-4051 (Oct. '11 Snow) (\$94M+ in damages)
  - Two (2) Emergency Declarations
    - EM-3330 (Pre-landfall Hurricane Irene) (\$7.2M+)
    - EM-3350 (Pre-landfall Hurricane Sandy) (TBD)
  - Five (5) SBA Disaster Declarations
    - Major Fires in Fitchburg, Brookline & Marlborough
    - Localized flooding in Beverly & Fall River
- **Hurricane Sandy...stay tuned?**



# Acknowledge challenges in the recovery process...

- **Disaster Recovery is not easy...**
  - Issues will be challenging, complex & unfamiliar; there is never enough time/money.
- **Disaster recovery may take years...**
  - Emergency actions ->restore community services -> long-term rebuilding.
- **Your community is not immune to future disasters...**
  - If it happened once, it can happen again; incorporate mitigation and 'lessons learned' from others into recovery plans/policies/procedures.
- **Recovery programs & policies seem like "moving targets"...**
  - Assistance policies are frequently changed/amended; overlapping programs or program gaps of agencies.
- **There are many possible outcomes to disaster recovery...**
  - Local leadership & vision critical to successes; return to pre-disaster conditions may not be achievable (or sustainable); pre-disaster recovery planning allows time for community dialogue & vision.

# Recovery Planning Process & Plan Elements...

## ■ Importance of recovery planning process:

- Public participation
- Policy dialogue
- Facilitation
- Negotiated rule-making

## ■ Topic/elements to consider in plan:

- Damage and needs assessments
- Post-disaster permitting
- Building moratorium
- Debris management
- Restoration of public services
- Repair of infrastructure
- Critical facilities
- Housing (emergency shelter, temporary, permanent)
- Public health, social services
- Business and economic recovery
- Hazard mitigation actions/opportunities



# Reluctance to plan for disaster recovery may result in...

## ▪ Negative outcomes:

- Poor coordination among stakeholders (both internal to the community, as well as State, Federal, voluntary agencies, PNP's and business community).
- Increased length of time to fully recover.
- Increased dependence on federal assistance following disasters.
- Missed opportunities to incorporate hazard mitigation into recovery.
- Reduced understanding of actual/real local needs.
- Lower levels of public involvement & participation in recovery activities.



# What is MEMA doing related to disaster recovery planning & programs?

- Review and major revisions to the Disaster Recovery Annex to State's *Comprehensive Emergency Management Plan (CEMP)*...
- Developing 'Recovery' Emergency Support Function (ESF) for State Emergency Operation Center...
- Comprehensive review and update to Commonwealth's Standard State Hazard Mitigation Plan...
- Future training & exercises involving disaster recovery programs...

# Thank you...



**Scott MacLeod**

**Mitigation & Disaster Recovery Division Manager  
Massachusetts Emergency Management Agency**

**[Scott.MacLeod@state.ma.us](mailto:Scott.MacLeod@state.ma.us)**

**(508)820-1445**