



Non-Stafford Act Recovery Guide

Developing and Coordinating Resources



FEMA
Region V

FEMA's mission is to support our citizens and first responders to ensure that as a nation we work together to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards.

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Introduction



Purpose of the Guide

This guide provides a framework or strategy for government and non-government disaster recovery stakeholders at all levels to assess, plan for, and support the recovery of communities following events that do not rise to the level of or receive a Stafford Act declaration (herein referred to as “non-Stafford Act events”). To support this overall objective, this guide focuses on achieving three major goals:

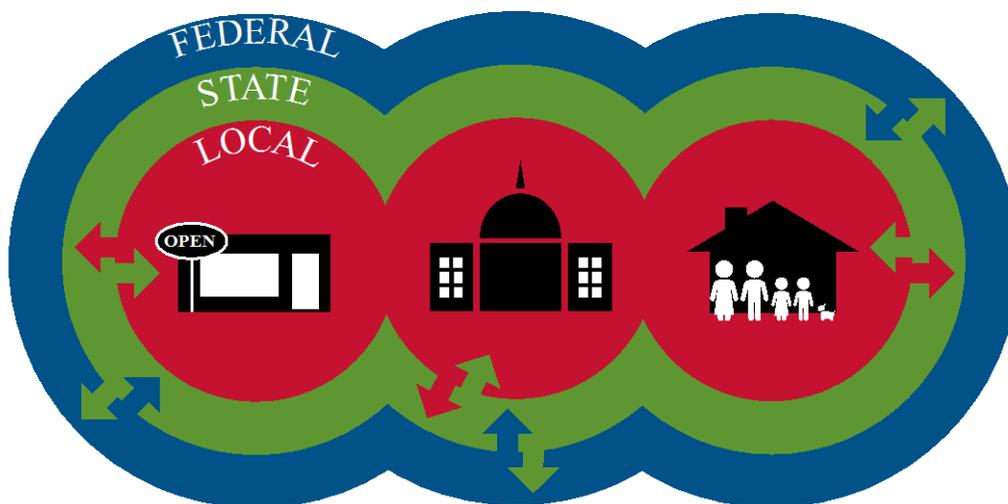
1. Emphasize the importance of local, State, and Tribal governments in assessing and addressing the needs of affected communities following non-Stafford Act disasters
2. Encourage the development of engaged partnerships between emergency management and non-emergency management stakeholders
3. Provide a framework that supports unified recovery-focused coordination between local, Tribal, State, and Federal agencies, non-governmental organizations, and the private sector

These objectives are intended to provide recovery stakeholders the means to identify and coordinate the resources necessary to support sustainable recovery solutions at the State, Tribal, and local level utilizing the principles of the National Disaster Recovery Framework (NDRF).

For the purposes of this document, non-Stafford Act events are defined as events that have recovery requirements exceeding the capability of individuals and the local community, but do not exceed the capabilities of the State.

Background

Subsequent to a Stafford Act declaration, the State and Federal government coordinate available resources to assist individuals and communities recover from the disaster. Although resources made available through specific Stafford Act authorities would not be provided in a non-Stafford Act event, many resources are available to States, Tribes, and local governments that can be used to support the recovery of the whole community.



The impact of concentrated damage can be overwhelming, even to well-resourced or resilient communities. Often times systems are disrupted, need exceeds individual resources, regular service providers are overwhelmed, and networks necessary to address disaster related needs do not exist. With capabilities exceeded, outside resources and expertise may be required to support the local community.

State agencies may have programs or grants that can generally be *re-prioritized* to meet identified recovery needs and goals. Federal presence, if warranted, is typically limited to technical assistance following non-Stafford Act events; however, a limited number of Federal agencies like the Small Business Administration (SBA) and the United States Department of Agriculture (USDA) do maintain programs or authorities that can directly support the needs of impacted communities outside Stafford Act declaration.

Principles and Concepts of the National Disaster Recovery Framework

The resources and needs of impacted States, Tribes, and communities may differ following a non-Stafford Act event; however, the nine core principles and the key concepts set forth in the NDRF can be equally applied to any event and any jurisdiction to holistically support recovery. For more information visit the National Disaster Recovery Framework website at www.fema.gov/national-disaster-recovery-framework.

Core Principles:

- Individual and family empowerment
- Leadership and local primacy
- Pre-disaster recovery planning
- Partnerships and inclusiveness
- Public information
- Unity of effort
- Timeliness and flexibility
- Resilience and sustainability
- Psychological and emotional recovery

Key Concepts:

Structure

The NDRF provides a scalable structure for organizing recovery operations around the needs of the community through the six identified Recovery Support Functions (RSFs);

- Community Planning and Capacity Building
- Economic
- Health and Social Services
- Housing
- Infrastructure
- Natural and Cultural Resources

These sector-specific functions can be developed at any level of government to facilitate problem solving and foster coordination among recovery stakeholders.

Planning

Recovery planning is set forth in the NDRF as a critical activity that should begin prior to an event and extend through all phases of the emergency management cycle. Successful recovery planning requires active engagement with and between all levels government, nongovernmental organizations, the private sector, and the community itself in order to increase post-disaster collaboration and unified decision-making.

Leadership

The NDRF outlines leadership positions at the local, State, and Tribal levels through Local Disaster Recovery Managers, State Disaster Recovery Coordinators, and Tribal Disaster Recovery Coordinators. Individuals in these positions are intended to serve as the primary point of contact for recovery for their jurisdiction, and are responsible for organizing, coordinating, and advancing recovery in all phases of the emergency management cycle.

Following a non-Stafford Act event, the State may also request the support of a Federal Disaster Recovery Coordinator or recovery advisor/liaison to provide technical assistance. When deployed or engaged, these representatives support the State by providing relevant subject matter expertise, and facilitating enhanced coordination between Federal agencies and State recovery leadership.

When combined with the full involvement of all stakeholders and realistic and well-communicated expectations, the concepts and principles outlined in the NDRF can be used as building blocks to develop resiliency and support a successful recovery following a non-Stafford Act event.

General Recovery Needs

Understanding the needs of a community is critical to the development of appropriate structures, plans, and partnerships to support recovery. Specific needs will vary by event and community, and need to be assessed holistically following an event. Categorizing needs prior to an event may be helpful in identifying recovery partners and programs. Examples may include:

Individual needs

- Temporary housing (rental assistance or other temporary housing)
- Home repair/rebuild assistance (real property and mechanicals)
- Medical, dental, funeral assistance (including the replacement of damaged durable medical equipment)
- Personal property (clothing, household items, furniture, appliances) replacement assistance
- Transportation or vehicle replacement assistance
- Replacement of job related tools and specialized/protective clothing
- Moving and storage assistance
- Legal assistance
- Insurance claims assistance
- Mental health needs
- Employment related assistance
- Food replacement
- Agricultural support for farmers and ranchers
- Assistance to mitigate against the effects of future events

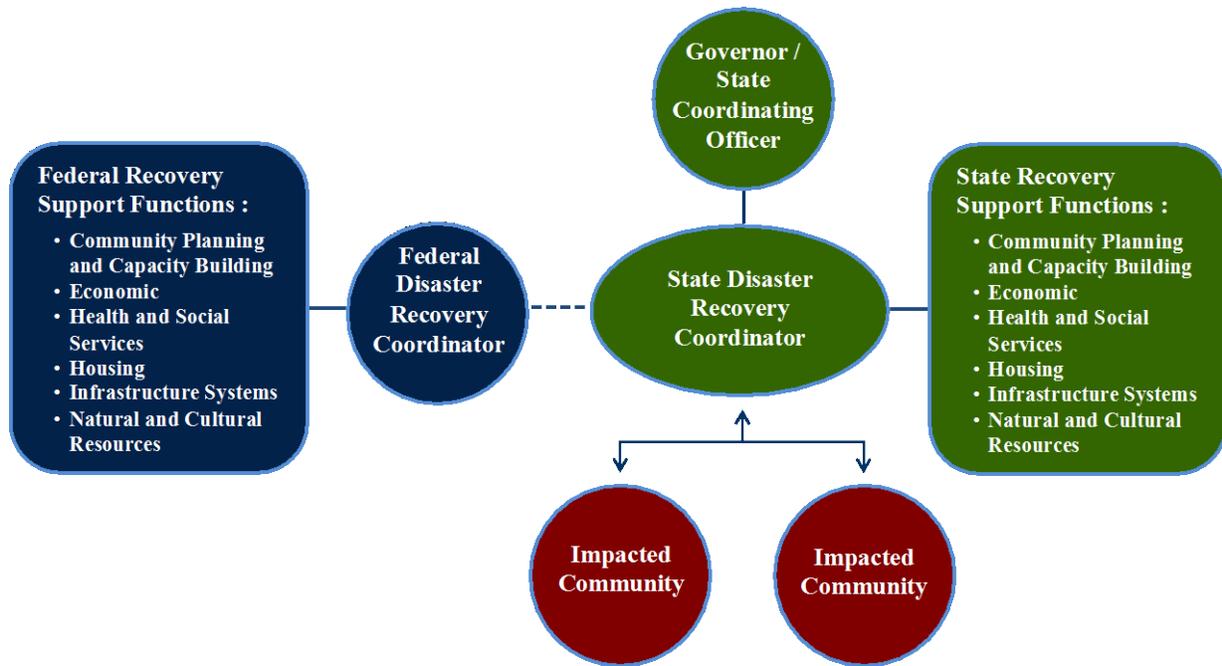
Government needs

- Recovery planning support
- Debris removal cost recoupment
- Legal and contract support
- Economic/Business stabilization support
- Reimbursement for emergency protective measures taken in the response phase
- Assistance to support repairs to roads, bridges, and other infrastructure
- Assistance to support necessary repairs to water and utility networks
- Assistance for damaged public buildings
- Support for public healthcare facilities
- Assistance for damaged equipment
- Insurance claims assistance
- Support to ensure environmental and historic considerations are taken throughout recovery
- Assistance to mitigate against the effects of future events

Non-Stafford Act Recovery Support Structure



The NDRF can provide a structure to support unified coordination between all governmental and non-governmental recovery stakeholders following non-Stafford Act events. While it is expected that the State and affected community will work together to scale this structure according to specific recovery needs, the structure defined in the NDRF may be helpful in defining and aligning the roles of local and State governmental and non-governmental recovery stakeholders.



The recovery structure defined in the NDRF centers around multi-agency coordination facilitated by the Disaster Recovery Coordinators/Manager and the RSF Coordinating Agencies. Multi-agency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. Multi-agency coordination is a National Incident Management System (NIMS) compliant method of providing coordination to multidisciplinary, policy-level decision makers brought together to support incident level operations. This organizational concept is particularly relevant at the State and Federal levels where organizational leadership is brought together to identify resources to support needs in the impacted jurisdiction.

Local Non-Stafford Act Recovery Support Structure

Successful recovery coordination efforts stem from well-planned, well-coordinated and inclusive local recovery efforts. The local recovery support structure is made up of operational elements brought together to establish and prioritize recovery goals, develop community focused recovery plans, ensure clear and consistent public messaging, and support resource coordination.

Overall leadership for the local recovery coordination group is provided by the Local Disaster Recovery Manager (LDRM), identified by local emergency management or by the office of the senior elected official. This facilitative role centers on coordinating operational elements to meet recovery goals.

Local recovery Coordinating agencies/organizations are designated based on relevant authorities, roles, resources or capabilities. These agencies can support the LDRM and the overall recovery effort by ensuring coordination and providing resources and subject matter expertise in their given functional area.

Potential local leadership and Coordinating agencies may include:

Leadership

City/County office of Emergency Management or the office of senior elected leadership

Coordinating Agencies/Organizations

City/County Department of Commerce or Planning and Development Commission

City/County Department of Public Works and Engineering

City/ County Department of Health or Department of Human Services

City/County Department of Emergency Management

Local Housing Authority

City/County Parks Department

The local recovery structure must also coordinate with keystone partners from local faith and community based organizations, the private sector, educational institutions, and regular service providers that support children, elders, people with disabilities, and people with other functional and access needs. These community leaders provide essential support on an every-day-basis. Understanding the roles of these individuals and organizations allows local recovery leadership to identify needs and leverage resources more effectively.

Many non-governmental organizations have disaster programs which play a pivotal role in supporting the recovery of impacted individuals and communities. These organizations coordinate through local, State, and national coalitions known as Voluntary Organizations Active in Disaster (VOAD). VOAD member agencies can support a variety of needs including:

- Individual and community needs assessments
- Case management training and support
- Construction (repair/rebuild) support and coordination
- Long Term Recovery Group (LTRG) formation support
- Debris removal from private property
- Grant assistance
- Resource identification and fundraising support
- Disaster mental health or emotional and spiritual care
- Youth focused resiliency programs
- Support for faith leaders in impacted areas
- Coordination of spontaneous volunteers
- Donations management support
- Information and referral support

Appreciating the actual capabilities and needs of a community is essential to supporting and enabling local actions.

More information on Voluntary Organizations Active in Disaster can be found at <http://www.NVOAD.org>

State/Tribal Non-Stafford Act Recovery Support Structure

The State/Tribal recovery support structure is designed to augment recovery resources. This often requires the re-prioritization of resources so the intent and priorities of senior elected leadership must be made clear at the outset. Individual State/Tribal agencies may contribute operational elements to support local recovery operations; however, State/Tribal-level recovery coordination is conducted by policy-level decision makers with the authority to commit resources on behalf of their agency.

Leadership for the State/Tribal recovery coordination group is provided by the State/Tribal Disaster Recovery Coordinator (SDRC or TDRC), identified by State/Tribal emergency management, the office of the Governor, or Tribal leadership. The person in this role is responsible for facilitating coordination with and between State/Tribal agencies and the impacted jurisdictions(s).

State RSF Coordinating agencies are designated based on relevant authorities, roles, resources or capabilities and can support the SDRC/TDRC and the overall recovery effort by ensuring coordination with and between the impacted communities and State agencies working within their functional area(s) (RSF).

Potential State leadership and Coordinating agencies may include:

Leadership

State Emergency Management or the Governor's Office

Coordinating Agencies

State Department of Commerce or Economic Opportunity

State Department of Transportation

State Department of Health and Human Services

State Emergency Management Agency

State Department of Housing

State Department of Natural Resources

Additional State agencies and organizations may be identified as supporting agencies when their specific capabilities, resources, or programs can be used to support impacted communities. When scaling the State/Tribal recovery structure, recovery leadership must consider the actual needs of impacted communities and the mechanisms necessary to coordinate the broad range of support available through regular State programs and non-governmental organization partners.

Federal Non-Stafford Act Recovery Support Structure

The Federal recovery support structure following non-Stafford Act events does not change from that outlined in the NDRF. This structure is scalable and it may not be necessary for staff to be physically present in the state to provide support. Additional information on the Federal recovery support structure can be found in the NDRF.

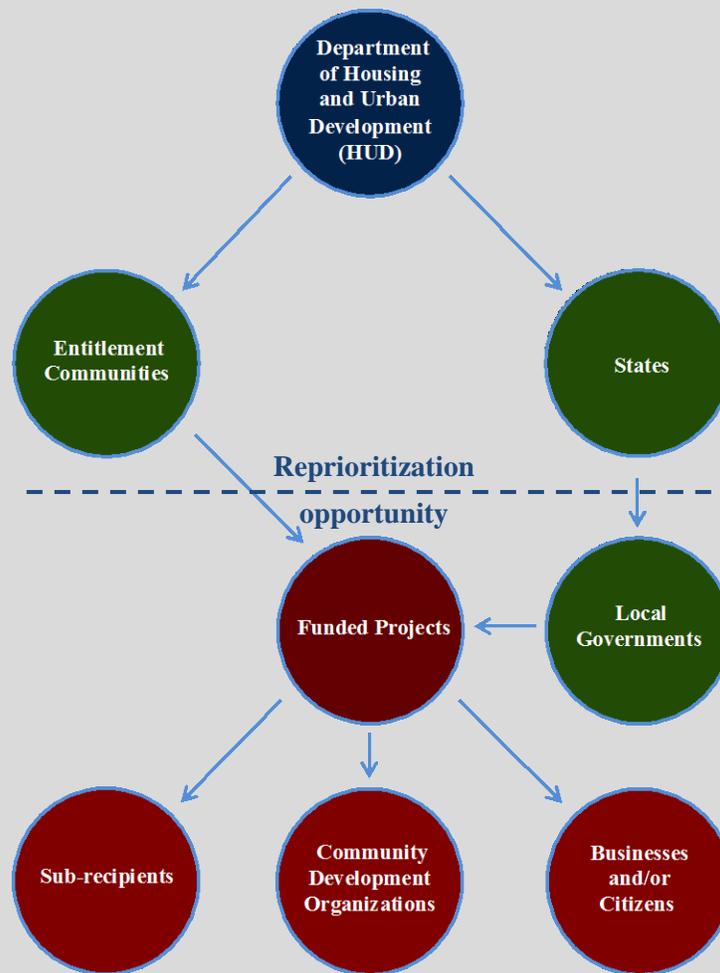
The following list of Federal agencies represents some of the resources and technical assistance that may be available to support impacted jurisdictions, States/Territories, and Tribes following non-Stafford events:

Department of Commerce
Department of Defense, U.S. Army Corps of Engineers
Department of Health and Human Services
Department of Homeland Security, Federal Emergency Management Agency
Department of Housing and Urban Development
Department of the Interior
United States Department of Agriculture

State recovery leadership and State Recovery Support Function leads are encouraged to coordinate with Federal agencies through regional or field offices as appropriate, to discuss authorities relevant to disaster recovery and better understand how non-disaster programs already being administered may have relevance following an event. More information on Federal recovery programs can be found on the [National Disaster Recovery Program Database](#) and at [DisasterAssistance.gov](https://www.disasterassistance.gov)

Non-Stafford Act Programs in Action:

Department of Housing and Urban Development Community Development Block Grants (CDBG)



This flow chart outlines how CDBG funding is allocated to benefit programs and communities. Funds flow from the U.S. Department of Housing and Urban Development to major urban areas (Entitlement Communities) and States. These funds are then allocated to approved projects or communities according to priorities or State formulas.

Following a disaster, States and Entitlement Communities can shift funding priorities (at dotted line), for unused funds, and approve projects that support individual and community recovery needs. All approved projects must meet certain criteria and address specific program goals; however, CDBG funds are flexible and can be used to meet a variety of needs.

Governmental, Non-Profit, and Private-Sector Coordination



Integrating and coordinating with governmental, non-governmental and private-sector associations and their member agencies/organizations can be key to successfully addressing the needs of impacted communities. These partners may include sector-specific associations with missions directly or indirectly related to emergency management. Associations can support planning, coordination, and the development of agreements/understandings that support and leverage the capacity of member agencies. Additionally, associations can develop or improve overarching recovery coordination processes that independent organizations may not have the capacity to develop on their own.

GOVERNMENTAL ASSOCIATIONS

Governmental Associations provide coordination between agencies of all types and are engaged at the national, regional, State, and local levels. These organizations can provide additional coordination, lessons learned, and programmatic/subject matter support via peer-to-peer networks of government entities (mutual aid). Engagement with government associations can encourage resiliency through the development, promotion, and coordination of tools and best practices. Examples of government associations include:

- Council of State Community Development Agencies
- Emergency management associations (such as the National Emergency Management Association, the International Association of Emergency Managers, and local, county, and State associations of emergency managers)
- City/County Manager Associations
- National Association of Regional Councils
- National League of Cities
- State and national associations of county or municipal governments
- State and national associations of health departments (such as National Association of County and City Health Officials)
- State and national public works associations (such as the American Public Works Association)
- Tribal Associations

EXAMPLE:

International Association of Emergency Managers

The International Association of Emergency Managers (IAEM) serves to advance the profession by promoting the principles of emergency management; to serve members by providing information, networking and professional development opportunities; and to advance the emergency management profession.

Learn more at www.IAEM.com

NON-PROFIT AGENCIES, ORGANIZATIONS

Non-profit agencies, organizations, and associations can play a critical role following non-Stafford Act events. These key partners provide outside resources, and training that can help local non-profit, faith-based, and community-based organizations to maximize the support they provide in an affected community. This support is generally coordinated through member organizations and provided via peer-to-peer networks similar to mutual aid. Non-profit associations can be helpful to State and local governments working to expand their capacity by supporting the identification of member

organizations and helping to explain the resources and missions of their members and provide introductions. Examples of nonprofit associations include:

- Academic Associations
- American Planning Association (APA)
- State and national offices of civic organizations (such as Lions Club International, Kiwanis International, and Rotary Clubs)
- Disability service and advocacy organizations (such as the State Protection and Advocacy Agency, and the local Centers for Independent Living)
- Faith-based associations
- Foundation Associations (such as the Council on Foundations and the Association of Small Foundations)
- Disaster Long Term Recovery Groups (LTRG)
- State and National Non-profit Associations
- Non-profit legal associations (such as the American Bar Association, the Legal Services Corporation, and the National Legal Defender Association)
- Trade unions
- Voluntary Organizations Active in Disaster (such as National VOAD and State VOAD)
- Community Organizations Active in Disaster (COAD)
- State and National offices of youth councils and organizations (such as the Boys and Girls clubs, Future Farmers of America, 4H clubs, and the Boy Scouts and Girl Scouts of America)

EXAMPLE:

The Extension Disaster Education Network (EDEN)

EDEN links Extension educators from across the U.S. and various disciplines, enabling them to use and share resources to reduce the impact of disasters.

Learn more at eden.lsu.edu

THE PRIVATE SECTOR

By actively engaging private sector partners *prior* to an event, and working to establish mutually-supportive relationships, recovery leadership can better take into account the needs and resources of the whole community and support successful recovery.

By working to establish public-private partnerships, recovery leadership can develop relationships with key stakeholders who have insight into economic and community needs as well as access to potential resources. While well-developed mutually supportive relationships with individual business partners is a goal, private sector associations and trade groups can help to provide recovery leadership with more information on the resources and needs of their membership and facilitate introductions to key stakeholders. Examples of private-sector associations include:

- Business Associations
- Professional Associations
- Local, State, and National Chambers of Commerce

EXAMPLE:

The Business Civic Leadership Center (BCLC)

BCLC helps businesses communicate and collaborate with each other and with the nonprofit and government sectors to make disaster relief, recovery, and reconstruction activities more effective.

Learn more at bclc.uschamber.com/program/dis

Pre-Event Recovery Coordination and Non-Stafford Act Capacity Development



Pre-disaster recovery planning, coordination and capacity development is set forth in the NDRF as key to the successful recovery of communities affected by disaster. This is particularly true of non-Stafford Act events, where a premium is placed on coordination in order to maximize the impact of available resources. By identifying recovery leadership, defining roles, engaging with partners, expanding partnerships, planning, training, and exercising prior to an event, States can develop the resources and structure necessary to support impacted communities following any event.

Resource and Guidance Development

- Identify recovery leadership at all levels of government and define positions, authorities, roles, and responsibilities.
 - Determine how the State/Tribal/local Disaster Recovery Coordinator or equivalent will be identified, and what the specific authorities, roles, and responsibilities of the position will be.
 - Identify State/Tribal/local Recovery Support Function Coordinating agencies and define the authorities, roles, and responsibilities of these positions.
 - Develop guidance to support local jurisdictions in identifying and developing recovery leadership.
- Identify traditional and non-traditional State, Tribal, and Federal non-Stafford Act programs that can be used to support the needs of impacted communities.
 - Promote agency-specific policy development by all identified recovery stakeholders.
 - Promote the development and maintenance of State/Tribal and local recovery resource lists that outline the potential assistance available from state and or local agencies and recovery partners.
- Support the development of non-Stafford Act recovery coordination plans as part of each jurisdictions broader recovery plan.
 - Promote the inclusion of all governmental, non-governmental, and private sector stakeholders in the development and maintenance of recovery plans and partnerships.
 - Plan for the needs of individuals with disabilities and others with access and functional needs, children and seniors as a fundamental aspect of the recovery plan rather than as a supplement, annex, or separate plan.
- Promote the development of engaged recovery-focused partnerships at all levels and between all sectors of government, non-governmental organizations and the private sector.
 - Develop recovery-focused memorandums of understanding (MOU) or memorandums of agreement (MOA) between state agencies and agencies with identified recovery roles.
 - Develop recovery-focused mutual aid and Emergency Management Assistance Compact (EMAC) agreements with other States, Tribes, or local jurisdictions as appropriate.

- Promote the development of local, State, and National non-governmental organization consortiums (such as State/National VOADs, COADs, Inter-faith Councils, Disability related advocacy groups, and Private Sector networks).
- Work with government agencies to encourage collaboration between local, State and Tribal governments.

Pre-Disaster Coordination

- Promote non-Stafford Act support forums for idea and information sharing between recovery stakeholders at all levels.
 - Gather and disseminate lessons learned and best practices from other non-Stafford Act recovery operations to Federal, Tribal, State, local, non-governmental, and private sector partners.
- Organize State agencies with identified recovery roles according to RSFs or state recovery structure.
 - Promote the development of recovery taskforces according to identified RSFs
 - Support the identification and coordination of agency functions, roles, and capacity to support non-Stafford Act disasters.
- Insure that non-governmental organization partners are fully integrated into State, Tribal, and local coordination and capacity building initiatives.

Post-Event Recovery Coordination



Defining, coordinating and addressing the needs of an impacted community following a non-Stafford Act event requires active coordination and planning between all levels of government and with all sectors of society. This section outline steps that States, Tribes, and local communities can take to conduct a more accurate needs assessments, develop appropriate goals, and enhance multi-agency coordination.

Community Impact Assessment

- Ensure coordination with departments/organizations active in the response phase to discuss the current situation, activity to date, major areas of concern, and the transition to recovery. (i.e. share damage assessment numbers and identified community impacts, share known locations of displaced/evacuated residents)
- Conduct comprehensive damage and impact assessment to identify potential community needs and strategic recovery challenges across the 6 Recovery Support Function areas. Examples may include:
 - Convene a multidisciplinary impact assessment team to ensure that assessments are as efficient and comprehensive as possible. The team should be composed of governmental, non-governmental, and private sector stakeholders representing all identified RSFs.
 - Coordinate with existing community information and referral networks (2-1-1, 3-1-1, etc.) to support the identification of community needs.
 - Insure that assessments provide a base line need in each of the identified functional areas (i.e. Total number of damaged homes, number of homes with failed structural elements, and the number of destroyed homes).
 - Provide State/Tribal and Federal technical/subject-matter/policy support as appropriate to support local needs assessments.
- Coordinate local and State/Tribal governmental and non-governmental agencies/organizations to identify existing individual and community resources that can be used to support recovery – including insurance, continuity of business plans/support, locally administered programs, and donated/volunteer resources.
- Seek out the input of elected leadership, governmental agency/office leadership, faith leaders, faith and community based organization leadership, key private sector stakeholders, and individuals from the impacted community in order to identify community structures and priorities.
- Provide State and Federal technical/subject-matter support as appropriate to support local assessments.

Non-Stafford Act Planning and Recovery Strategy Development

- Develop State and local recovery strategies that support the needs, plans, and goals of impacted communities.
 - Engage local leadership and RSF taskforce stakeholders to support the development of local recovery strategies.
 - Involve the impacted community (public) during the development of the recovery strategy – considerations should be taken to include non-English speaking populations, people with limited resources, and people with access and functional needs.
 - Insure that recovery strategies take into account the specific needs of seniors, people with disabilities, and people with limited resources.
 - Insure that case management and other coordinative elements are incorporated into each community’s recovery strategy in order to maximize impact and avoid overlap or gaps in service.
 - Request or provide State/Tribal/ Federal technical, subject-matter, and policy support as appropriate to support the development of local recovery strategies.
 - Develop a State recovery strategy to ensure the unified coordination of State/Tribal and Federal agencies supporting impacted jurisdictions.
- Support the development of local Business Recovery Plans for individual impacted businesses
- Support the development of Individual Recovery Plans for impacted survivors
 - Ensure that case management is available to assist impacted survivors to identify and coordinate resources necessary to support the holistic sustainable recovery solutions.
- Support ongoing recovery planning at the State and local level to align available resources with identified goals, priorities, and progress.
 - Promote local leadership in recovery planning.
 - Involve all recovery stakeholders in recovery planning initiatives. Include local and State/Tribal governmental agencies, non-governmental organizations, and local service providers.
 - Ensure that all recovery plans are in line with the goals and strategies of the impacted community.
 - Provide a mechanism for continued State and Federal technical assistance support as appropriate.
 - Ensure that State recovery planning is scaled to meet the coordination needs of supporting state agencies and takes into account the evolving needs of affected jurisdictions.
 - Promote public feedback opportunities to insure that recovery strategies and priorities continue to be in line with the needs of the community –considerations should be taken to include non-English speaking populations, people with limited resources, and people with access and functional needs.

Non-Stafford Act Coordination and Support

- Ensure that recovery leadership at the local, State and Tribal levels is adequate to support the recovery needs, strategies, and plans of impacted communities.
 - Assess the need to identify or assign a Local Disaster Recovery Manager (LDRM).
 - Assess the need to identify/assign, and deploy a State/Tribal Disaster Recovery Coordinator (SDRC/TDRC).
 - Assess the need for Federal technical assistance.
- Promote the development of Recovery Support Functions and recovery focused multi-agency coordination groups at the local, State, and Tribal levels as appropriate.
 - Implement RSF task forces as appropriate
 - Promote the broad inclusion of current and potential recovery partners – to include non-governmental organizations and the private-sector to ensure that technical support and programmatic resources are known, available, and coordinated.
 - Promote coordination between counterpart local, state, and national non-governmental and private-sector partners to maximize an understanding of available support and ensure coordination.
 - Promote the development of Long Term Recovery Groups (LTRG) and the use of case management to coordinate long-term unmet needs assistance to disaster survivors.
 - Identify the need for Federal RSF support to local and State/Tribal recovery functions.
- Ensure that the appropriate technical assistance is available from the State and through mutual aid networks to support local recovery assessment, planning, and program administration.
 - Coordinate and/or deploy technical assistance teams, made up of identified State/Tribal recovery partners, to support local communities in the assessment of disaster impacts and the development of local recovery strategies.
 - Identify the potential for peer-to-peer/mutual aid assistance to support local recovery coordination and planning efforts.
 - Ensure the development of an interface between local, State/Tribal, and Federal agencies to streamline policy discussions and promote an understanding of the processes and requirements associated with requesting and administering supplemental assistance.
 - Assess the need for Federal technical or programmatic advisors to support State/Tribal and local recovery efforts.
- Ensure that all non-Stafford Act programmatic assistance (financial and in-kind) is available to and coordinated with local recovery leadership.
 - Ensure that supplemental support is in alignment with identified local goals, strategies, and plans to maximize impact, identify gaps, and avoid duplication.
 - Identify additional State/Tribal and local programs that can be used, reprioritized, or altered to support the needs of affected communities identified in the assessment process.
 - Assess the need for and, if needed, request additional non-Stafford Act assistance from the State/Tribe or other Federal agencies.

Appendix 1: Case Study – State of Illinois, 2012 Spring Tornadoes

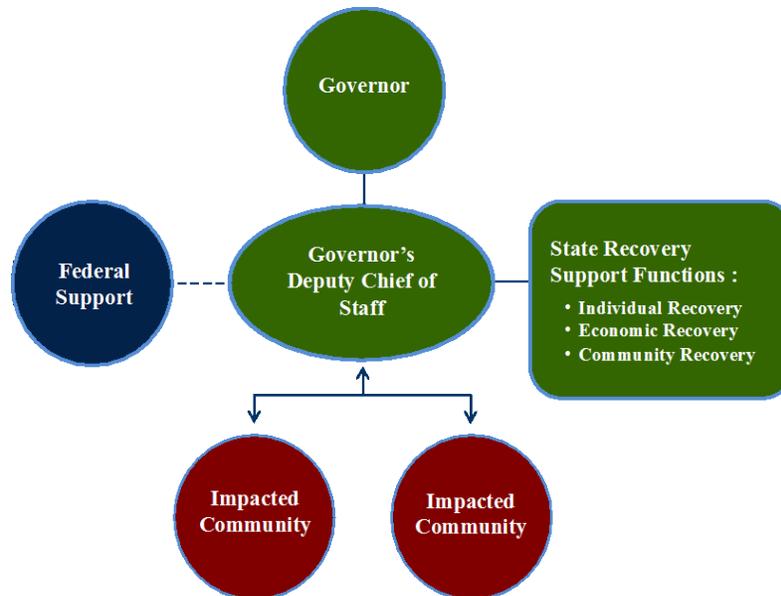
Overview:

In the early hours of February 29, severe storms and tornadoes tore through Gallatin, Massac, Saline, Union, and Williamson counties of Illinois. Around 5a.m. an EF4 tornado touched down in the City of Harrisburg in Saline County, and an EF3 tornado touched down in the Village of Ridgway in Gallatin County. The State estimated that 440 homes were impacted by the event, of which 176 were destroyed or suffered major damage. Eight people in Harrisburg lost their lives as a result of the tornado, making this the deadliest Illinois disaster in nearly a decade.

Subsequent to the determination that the event did not exceed the capabilities of the State of Illinois, FEMA Region V deployed two specialists to provide technical assistance in support of State efforts to identify and coordinate recovery assistance around the needs and goals of the impacted communities.

Strategy:

On March 25, 2012 the Governor’s office held a meeting with twenty-three State agencies to outline the intent of leadership and begin coordinating state recovery support. Three Recovery Support Functions (RSFs) were outlined according to the goals of the state and the impacted communities, and leadership was assigned.



State RSFs and assigned State agency leads:

- Individual Recovery – Illinois Emergency Management Agency
- Economic Recovery – Illinois Department of Commerce and Economic Opportunity
- Community Recovery – Illinois Department of Commerce and Economic Opportunity

Over the ensuing week, RSF leads coordinated with local, State, Federal, and non-governmental partners to conduct comprehensive needs assessments in the impacted area and identify sources of non-Stafford Act assistance.

On April 2, 2012 the Governor's office issued a press release announcing \$13 million in State assistance available to support recovery needs in the impacted communities. This package, made up of reprioritized existing State and Federal programs and block-grants, addressed needs in all three identified State RSFs.

Following the announcement, State agency representatives met in the affected communities to outline programmatic requirements, coordinate assistance, and support the development of a unified local recovery plan.

Key Elements and Lessons Learned:

Local needs assessments and recovery goals are critical to the identification and coordination of potential recovery support. Recovery efforts share many similarities; however, the impact of a disaster on a community is ultimately complex and unique. By conducting holistic community recovery assessments and engaging with the public, recovery leadership will be better equipped to set appropriate recovery goals, establish structures, and inform outside partners of needs. The State can support this effort by offering/providing technical expertise from state agencies, or helping to coordinate mutual aid support from experienced jurisdictions outside of the impacted area.

Senior leadership must clearly state recovery goals and priorities. Since support available to impacted communities following non-Stafford Act events is primarily accomplished through re-prioritizing existing funds, programs, and personnel, senior elected leadership must make clear the intent to redirect these funds to support impacted communities to agency level decision makers at the outset.

An understanding of how currently available programs can support the recovery of impacted communities is essential following non-Stafford Act events. Many of the resources available to support the recovery of impacted jurisdictions following non-Stafford Act events are available through existing programs. Understanding how block-grants and other programs/resources may apply to the recovery of affected citizens and the community is essential when considering potential resources.

A scalable, flexible, and adaptable support structure is crucial. Location-based, or in person, support from State and Federal recovery partners is not always warranted. Coordination requirements for current and potential support should be considered to ensure that the structures established are appropriately scaled.

Supporting recovery requires more than programmatic resources. Technical assistance is often key to successfully supporting recovery operations. The establishment of State subject-matter expert strike teams to support local assessments, planning, and resource identification should be considered as a best-practice.

Coordinating Partners:

Federal

Leadership

United States Department of Homeland Security - Federal Emergency Management Agency (FEMA)

Coordinating Agencies

United States Department of Agriculture – Rural Development
United States Department of Agriculture – Food and Nutrition Services
United States Department of Health and Human Services
United States Department of Housing and Urban Development
United States Small Business Administration

Primary/Supporting Agencies

United States Department of Commerce
United States Department of Veterans Affairs
National Voluntary Organizations Active in Disaster

State

Leadership

Illinois Governor's Office
Illinois Emergency Management Agency

Coordinating Agencies

Illinois Department of Commerce and Economic Opportunity
Illinois Department of Human Services
Illinois Department of Insurance
Illinois Department of Public Health
Illinois Department of Transportation
Illinois Finance Authority
Illinois Housing Development Authority

Primary/Supporting Agencies

Illinois Department of Agriculture
Illinois Capital Development Board
Illinois Central Management Services
Illinois Community College Board
Illinois Department of Aging
Illinois Department of Employment Security
Illinois Department of Natural Resources
Illinois Department of Veterans Affairs
Illinois Environmental Protection Agency
Illinois Financial and Professional Regulation
Illinois Fire Marshall
Illinois Governor's Office of Management and Budget
Illinois Insurance Commission
Illinois Serve and Learn Commission
Illinois Voluntary Organizations Active in Disaster

Supporting State Agencies	Function / Assistance Provided	Associated Federal Agency	Associated Federal Program
Illinois Governor's Office	<ul style="list-style-type: none"> Overall direction for State support to the affected Counties 	N/A	
Illinois Emergency Management Agency	<ul style="list-style-type: none"> Coordinative Responsibility Technical Assistance to local Emergency Management Technical Support to other State Agencies 	United States Department of Homeland Security - Federal Emergency Management Agency (FEMA)	<ul style="list-style-type: none"> Technical Assistance
Illinois Department of Human Services	<ul style="list-style-type: none"> Supplemental Nutrition Assistance Program - benefit replacement. 	United States Department of Agriculture – Food and Nutrition Services	<ul style="list-style-type: none"> Supplemental Nutrition Assistance Program
Illinois Department of Commerce and Economic Opportunity	<ul style="list-style-type: none"> Community Development Assistance Program (CDAP) Wages for dislocated workers to participate in disaster cleanup and structured work-based learning \$1 million from the Energy Efficiency Trust to fund energy efficiency incentives 	United States Department of Housing and Urban Development	<ul style="list-style-type: none"> Community Development Block Grant Program
		United States Department of Labor	<ul style="list-style-type: none"> Workforce Investment Act, National Emergency Grant program
		N/A	
Illinois Department of Insurance	<ul style="list-style-type: none"> Technical support to impacted homeowners 	N/A	
N/A		United States Small Business Administration	<ul style="list-style-type: none"> Disaster Loan Program

Supporting State Agencies	Function / Assistance Provided	Associated Federal Agency	Associated Federal Program
Illinois Department of Public Health	<ul style="list-style-type: none"> • Technical Assistance to local health department and impacted medical facilities 	United States Department of Health and Human Services	<ul style="list-style-type: none"> • Technical assistance
Illinois Department of Transportation	<ul style="list-style-type: none"> • Disaster related municipal road repairs / improvements in affected jurisdictions 	N/A	
Illinois Finance Authority	<ul style="list-style-type: none"> • Business loans 	United States Department of Agriculture – Rural Development	<ul style="list-style-type: none"> • Rural Business Loan Program
Illinois Housing Development Authority	<ul style="list-style-type: none"> • Forgivable non-payment loans 	United States Department of Housing and Urban Development	<ul style="list-style-type: none"> • HOME Program – Single Family Owner Occupied Rehabilitation (SFOOR) Program
Illinois VOAD (non-governmental organization)	<ul style="list-style-type: none"> • Technical assistance 	National VOAD (non-governmental organization)	<ul style="list-style-type: none"> • Technical assistance • Long Term Recovery Group training • Case Management Training
Ameren Illinois (Private Sector)	<ul style="list-style-type: none"> • ActOnEnergy® program • Warm Neighbors Cool Friends Home Repair Program 	N/A	



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FOR IMMEDIATE RELEASE:
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Governor Quinn Announces Up to \$13 Million in New Relief for Southern Illinois Communities

Governor Secures State, Federal Resources to Help Southern Illinois Families, Businesses, and Local Governments Recover from Tornado

HARRISBURG – April 2, 2012. At the direction of Governor Pat Quinn, the heads of a number of state agencies today announced in Harrisburg up to \$13 million of financial aid and construction projects to help families, businesses and local governments recover from the deadly tornado that ravaged several Southern Illinois communities on Feb. 29. The package put together at the Governor's instruction includes reimbursements to local governments for some of their disaster-related expenses, road improvements, grants to help homeowners repair or rebuild damaged homes, and low-interest business loans to create jobs and help businesses recover.

"This assistance package offers real solutions for the long-term recovery effort in Harrisburg and other communities," Governor Quinn said. "Recovery from this tornado won't happen overnight, but these resources will help residents and businesses of hard hit areas in Southern Illinois begin to rebuild their lives."

Following FEMA's denial of assistance for people affected by the tornado on March 10 and denial of an appeal on March 21, Governor Quinn moved quickly to secure support for people and businesses through the U.S. Small Business Administration (SBA). That request was approved the following day, and the SBA began meeting with people interested in the low-interest, long-term loans on March 23.

"In the weeks since the severe storms and tornadoes hit Southern Illinois in February and early March, I have met with representatives from federal, state, and local emergency management agencies to discuss the ongoing recovery efforts in Harrisburg, Ridgway and surrounding areas," said U.S. Senator Dick Durbin (D-IL). "I will continue to work with Governor Quinn and the Illinois Congressional Delegation to seek further opportunities for federal assistance to help these communities rebuild."

In addition to the SBA loans, the state's multi-agency relief package includes:

- **Assistance from Illinois Department of Commerce and Economic Opportunity (DCEO) –** Up to \$5 million from the Community Development Assistance Program (CDAP) will pay for public infrastructure improvements, housing rehabilitation and reconstruction efforts. In partnership with Ameren Illinois, another \$1 million from the Energy Efficiency Trust will fund energy efficiency incentives through Ameren's Act on Energy program to benefit customers affected by the disaster. Additionally, DCEO will make as much as \$750,000 in Workforce Investment Act grants available to cover wages for dislocated workers to participate in disaster



cleanup and structured work-based learning.

- **Assistance from Illinois Finance Authority (IFA)** - Up to \$2 million in U.S. Department of Agriculture-Rural Development (USDA-RD) business loans will be available through IFA under a relending in Gallatin, Saline and Williamson counties. Loans from a minimum of \$50,000 up to a maximum of \$250,000 may be used for the purchase of land, construction or renovation of an industrial or commercial building or purchase of machinery and equipment. The IFA will partner with local banks to market the program to local businesses hurt by the recent storms and tornadoes.
- **Assistance from Illinois Department of Transportation (IDOT)** – Twenty-one municipal road improvements in Harrisburg will be completed at an estimated cost of \$1.58 million.
- **Assistance from Illinois Emergency Management Agency (IEMA)** – Reimbursements up to \$1.5 million to affected local governments for some of their disaster-related expenses will be made through the state's Disaster Response and Recovery Fund, which supports emergency response and recovery efforts.
- **Assistance from Illinois Housing Development Authority (IHDA)** – IHDA will commit up to \$1 million in federal HOME Funds using the Single Family Owner Occupied Rehabilitation (SFOOR) Program. Up to \$40,000 per household in forgivable non-payment loans will be made available to homeowners in affected areas. The funds can be used to build or renovate destroyed or damaged homes.
- **Delta Regional Authority** – Governor Quinn secured \$400,000 in federal funding to reimburse local governments for expenses related to debris removal.

"Ameren Illinois is delighted to partner with the Illinois Department of Commerce and Economic Opportunity to help make recovery a little easier for residents of the Harrisburg and Ridgway areas," said Michael Moehn, Ameren Illinois senior vice president of customer operations. "Through our ActOnEnergy® program and the Warm Neighbors Cool Friends Home Repair Program, residents will be able to receive the financial assistance they need to meet the highest energy efficiency standards as they repair and rebuild. This will allow them to save money today and in the years to come."

Governor Quinn has directed his staff to continue to work with local, federal and non-governmental agencies to secure additional support for families in the affected areas.

This assistance package is in addition to nearly \$1.4 million of in-kind state assistance already provided to the affected region. Shortly after the tornado struck, Governor Quinn surveyed the damaged area and activated the State Emergency Operations Center to coordinate the deployment of state resources and personnel in support of local response and recovery efforts. The state's response included large deployments from IDOT, the Illinois Department of Corrections and the Illinois State Police, as well as assistance from several other state agencies and mutual aid organizations.

"The state of Illinois has been a trusted partner with us since the day the tornado struck," said Harrisburg Mayor Eric Gregg. "Recovery after a disaster of this magnitude isn't easy. This state assistance package will give our recovery efforts a significant boost. I appreciate Governor Quinn's continued commitment to helping our communities recover."



OFFICE OF GOVERNOR PAT QUINN

NEWS

Governor Quinn directed state officials to start developing the state assistance package immediately after the state's request for FEMA assistance for individuals and subsequent appeal were denied. The administration has been exploring all possible opportunities to deliver relief and assistance to Southern Illinois' impacted communities.

Additional information about the state's response efforts is available at www.Ready.Illinois.gov.

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Appendix 2: Examples of Potential Non-Stafford Federal Assistance Programs

Agency	Program	Support for Individuals /Businesses	Support for Government
Department of Agriculture	Business and Industrial Loans	YES	NO
	Emergency Conservation Program for Agricultural Producers	YES	NO
	Farm Emergency Loans	YES	NO
	Farm Operating Loans	YES	NO
	Farm Ownership Loans	YES	NO
	Noninsured Crop Disaster Assistance Program	YES	NO
	Rural Housing Loans	YES	NO
	Rural Housing Repair Loans and Grants	YES	NO
	Rural Rental Housing	YES	NO
	Special supplemental Nutrition Program for Women, Infants and Children (WIC)	YES	NO
	Supplemental Nutrition Assistance Program (SNAP)	YES	NO
	The Emergency Food Assistance Program (TEFAP)	YES	NO
	Rental availability information, rental assistance, rental housing loans (for landlords)	YES	NO
United States Department of Commerce	Economic Adjustment Assistance	NO	YES
	Revolving Loan Fund (RLF) program	NO	YES
	Economic Development Administration (EDA) programs	NO	YES

Agency	Program	Support for Individuals /Businesses	Support for Government
Environmental Protection Agency (EPA)	Energy Star Program	YES	NO
	Climate Showcase Communities Grant Program	NO	YES
	Environmental Justice Small Grant Program	NO	YES
United States Department of Energy	Weatherization Assistance Program	YES	NO
Federal Emergency Management Agency	Technical Assistance to States		YES
	Mitigation Grant Assistance	YES	YES
	Disaster Recovery and Mitigation Information	YES	YES
Department of Health and Human Services	Temporary Assistance for Needy Families (TANIF) program	YES	NO
	Social Service Block Grant (SSBG) program	YES	YES
	Community Services Block Grant (CSBG) program	YES	YES
	Substance Abuse and Mental Health Services Administration (SAMHSA) – technical and helpline support	YES	YES
	Low Income Home Energy Assistance Program (LIHEAP)	YES	NO
Department of Housing and urban Development (HUD)	Community Development Block Grant (CDBG) program	YES	YES
	HOME program	YES	NO
	HOPE Program (for people with disabilities)	YES	NO
	Housing Choice Voucher Program (Section 8)	YES	NO

Agency	Program	Support for Individuals /Businesses	Support for Government
HUD (continued)	Housing counseling	YES	NO
	Subsidized and Public Housing Programs	YES	YES
	Self-Help Homeownership Opportunity Program (SHOP)	YES	NO
Small Business Administration (SBA)	Disaster Loan Program	YES	NO
Department of Labor	Workforce Reinvestment Act, National Emergency Grants (NEGs)	YES	YES
	Workforce Investment Act (WIA) Youth and Adult Programs	YES	NO
Department of the Treasury	Community Development Financial Institutions Program	YES	YES
	Savings Bond Redemption and Replacement	YES	NO
Department of Veteran Affairs (VA)	Specially Adapted Housing for Disabled Veterans	YES	NO
	VA Home Loans	YES	NO
	Burial Benefits	YES	NO



FEMA
Region V