

BASIC WORKSHOP IN EMERGENCY MANAGEMENT

UNIT 5 THE DISASTER DECLARATION PROCESS



UNIT 5

THE DECLARATION PROCESS

OBJECTIVES - At the conclusion of this unit the participant will be able to:

1. Describe FEMA's Disaster Assistance Programs,
 2. List municipal requirements for damage assessment,
 3. Complete a windshield survey Report and a Preliminary Damage Assessment Report,
 4. State the process for declaring a local state of emergency,
 5. List the elements in the declaration process, and
 6. Complete an emergency proclamation and rescinder form.
-

SCOPE

- C Disaster Recovery
 - C Declaring a Local State of Emergency
 - C Elements in the Declaration Process
 - C Windshield and PDA Reports
-

TEACHING METHODS - The instructor will begin the lesson by discussing the purpose of the disaster field manual and some of its components. This manual has been included as an attachment for this purpose. The instructor will then discuss the criteria for declaring a local state of emergency and the elements contained in the declaration process. The proclamation and rescinder will be discussed along with the criteria for

issuance. The instructor will explain and have participants complete a windshield survey and PDA Report.

DISASTER RECOVERY

DISASTER OPERATIONS FIELD MANUAL

The purpose of the Disaster Operations Field Manual is to provide a basic understanding of disaster assistance programs. The manual outlines procedures on conducting damage assessment and documenting disaster caused needs. Damage assessment is essential to the Presidential and State disaster declaration process. The manual outlines the duties and responsibilities of state, county and municipal emergency management officials and provides the necessary information to effectively recover from a disaster. Municipalities are encouraged to develop their own disaster assistance programs utilizing existing resources and programs that, with some modification to requirements, will aid in recovery. State and federal assistance is not always available for all emergencies. **This manual can be found in the County or local Emergency Operating Plan in the Damage Assessment Annex.**

It is the responsibility of every municipality to prepare for and respond quickly to any local emergency. It is the municipal emergency management coordinator who is charged with declaring a local disaster or emergency. County and state resources are there to assist and support local response. Proper damage assessment and documentation must be a priority, because the Governor will rely on this information to declare a State of Emergency and request Federal Disaster Assistance from the President.

The Governor has the overall responsibility for Emergency management activities in the State. On behalf of the Governor, the State Director, Office of Emergency Management, coordinates the State's Emergency Management Program, including mitigation, preparedness, response and recovery.

WHAT IS DAMAGE ASSESSMENT?

Damage assessment is the systematic process of gathering preliminary estimates of damage to an affected community in dollar amounts and a general description of the location, type, and severity of damage sustained by both the public and the private sectors. It is the basis for determining the necessity for State and/or Federal assistance and type of assistance necessary for effective recovery.

Disaster recovery includes both SHORT-TERM and LONG-TERM activities.

SHORT-TERM operations seek to restore critical services to the community and provide for the basic needs of the public.

LONG-TERM RECOVERY focuses on restoring the community to its normal, or improved state of affairs. The recovery period is also an opportunity to institute mitigation measures, particularly those measures related to the recent emergency.

CATEGORIZING DAMAGES

The PUBLIC SECTOR category includes debris and wreckage clearance, emergency protective measures, road systems and bridges, water control facilities, public facilities, public buildings and equipment, publicly owned utility systems, facilities under construction, private non-profit facilities, park and recreational facilities.

The PRIVATE SECTOR category includes damage to homes, businesses, industries, farms, private schools and personal possessions.

Both public and private sector damage will be reported on the preliminary damage assessment report. (SEE ATTACHMENT #1)

WHY DO WE CONDUCT DAMAGE ASSESSMENTS ?

Local damage assessment serves three essential purposes.

1. It provides reliable damage estimates to be used as a basis in applying for State disaster assistance and determining the Governor's need to request a Presidential Disaster Declaration.
2. It serves as the basis for effective implementation of the Federal Disaster Assistance Program, should a Presidential Disaster Declaration be granted.
3. The information will assist government in setting priorities limited resources to mitigate the effects on public health and safety.

The local municipality **MUST** determine what happened, who is affected, where it happened and the extent of the damages.

DECLARING A LOCAL STATE OF EMERGENCY

Every municipality must prepare for, respond to, and recover from emergencies that threaten the community. At a point where local resources have been depleted, local officials must determine whether local resources can effectively mitigate the effects of the disaster. If it is determined that the emergency is beyond the capabilities of the community, and mutual aid has been exhausted, the local Emergency Management Coordinator shall proclaim a state of local disaster / emergency.

WHAT IS AN EMERGENCY / DISASTER ?

A situation occurs that has progressed or is anticipated to progress beyond the capabilities of regular municipal personnel and resources, assisted by personnel and resources from contiguous municipalities, to maintain order and control and confine the incident.

One of the first priorities of the Emergency Management Coordinator will be to evaluate the situation and determine whether local resources are sufficient to manage the disaster. If local resources are not adequate, a Local State of Emergency should be declared.

In order to document the need for county, State or Federal government assistance, a jurisdiction must declare a state of emergency and prepare a signed emergency declaration.

As outlined in N.J.S.A. App. 9-33 et. Seq., the local Emergency Management Coordinator has the authority to issue a Local State of Emergency proclamation.

ELEMENTS IN THE DECLARATION PROCESS

The first priority of the Emergency Management Coordinator is to evaluate the situation and determine whether local resources are sufficient to handle the emergency. If not, a Local State of Emergency should be declared.

ACTIONS:

1. Municipal Emergency Management Coordinator shall declare a state of local emergency to exist.
2. Municipal Emergency Management Coordinator will confer with the Mayor when contemplating a declaration of a state of local emergency and prior to the actual

declaration.

3. Municipal Emergency Management Coordinator shall have completed authority to issue such orders as may be necessary to implement and carry out emergency management operations and to protect the health, safety, and resources of the residents of the municipality.
4. Shall notify the County Office of Emergency Management as soon as it becomes apparent that the Declaration of a State of Local Emergency may become necessary, upon such declaration and therefore keep the office informed of any changes in the status of the emergency. This notification will include a copy of the municipal declaration. It is a good practice to notify contiguous municipalities as well, especially when travel bans on major roadways are part of the declaration.

EMERGENCY CONFINED TO A SINGLE MUNICIPALITY

Once a Local State of Emergency has been declared all requests for assistance outside the municipality shall be directed to the County Office of Emergency Management. All resources sent to the municipality shall come under authority of the Municipal Emergency Management Coordinator.

CONTENTS OF A DECLARATION OF EMERGENCY

Shall contain but not limited to the following:

- C Date and time of the declaration.
- C Delineation of the area included in the declaration.
- C Special orders associated with the declaration and the reasons justifying these orders.

SITUATIONS THAT MIGHT REQUIRE A DECLARATION

- C Natural Disaster - winter storms, hurricanes, tornados, droughts
- C Man-Made Disasters - Civil Unrest, Haz-Mat incidents

KEY PLAYERS IN THE DECLARATION PROCESS

- C Municipal Emergency Management Coordinator

- C Municipal Deputy Emergency Management Coordinator
- C Chief Elected Official or designee
- C Municipal Attorney
- C Municipal Department Heads
- C County Emergency Management Coordinator

THE PROCESS OF DECLARING A LOCAL STATE OF EMERGENCY

1. Determine that the situation meets the criteria for a declaration.
2. Confer with Elected Officials, County/State OEM personnel etc.
3. Determine the specifics and justification for the declaration.
4. Prepare, date and sign the Declaration.
5. Alert the public about the specifics of the declaration.
6. Notify and send a copy of the declaration to the County Office of Emergency Management.

PRELIMINARY DAMAGE ASSESSMENT REPORT FORM

The Preliminary Damage Assessment (PDA) Report Form must be periodically compiled and forwarded to the county Emergency Management Coordinator ASAP, preferably during the event. In all cases, final PDAR's must be to the county OEM no later than 24 hours after the emergency followed by a more extensive and detailed on-scene damage assessment report to the county within 3-5 days. (SEE ATTACHMENT #1)

FEMA's PRELIMINARY DAMAGE ASSESSMENT CATEGORIES

STRUCTURE TYPE

SF	SINGLE FAMILY DWELLING
MF	MULTI-FAMILY DWELLINGS --apartments and condominiums
MH	Mobile Homes---those used as residence.

IN HOUSE WATER LEVEL

Basement	Document the height of water in basement, if over 6'.
1st Floor	Document the height of water.

REAL PROPERTY DAMAGE

DEFINITION	ESTIMATED VALUE	OR	WATER LEVEL	
			Basement	1st Floor
Affected	less than \$200	or	less than 1'	
Minor	\$200-\$5000	or	1' up to FULL	up to 1'
Major	more than \$5000	or		over 1'
Destroyed	total loss	or	not repairable	

DEGREE OF REAL PROPERTY DEFINITIONS

AFFECTED Some damage to structure and suspected damage to contents. Structure is useable without repairs.

MINOR Structure is damaged and may be used under limited conditions; may be restored within the cost limitation of the Minimal Repair Program.

MAJOR Structure is damaged to the extent that it is no longer useable and may be returned to service only with extensive repairs. Cannot be made habitable within the cost limitation of the Minimal Repair Program.

DESTROYED Structure is a total loss or is damaged to the extent that it is not usable and not economically repairable.

WINDSHIELD SURVEY

A windshield survey is a quick visual overview of the affected area performed within the first 24 hours after the disaster. The purpose of the survey is to:

1. determine what happened,
2. where it happened
3. and the extent of the damages by viewing as much of the affected area as possible.

Using the information from the windshield survey the PDAR will be compiled as accurately as possible. Initial PDAR will give the Emergency Management Coordinator an understanding of the situation. The county EMC can then begin to assist local coordinators by supplying needed resources from the county or requesting assistance from the State Office of Emergency Management.

RESCINDING THE DECLARATION - IMPORTANT!

When the situation is stabilized and there is no longer a need to have special orders in effect, the declaration must be rescinded. Upon rescinding the declaration, you must notify the County Office of Emergency Management.

In order to document the need for county, State, or Federal governmental assistance, the jurisdiction must declare a state of local emergency and prepare a signed emergency declaration. A proclamation of a local state of emergency gives public employees and governing bodies limited legal immunity for emergency actions they take in good faith.(SEE ATTACHMENT #3)

ATTACHMENTS

- ATT. #1 Preliminary Damage Assessment Tally Public Sector Worksheet
- ATT. #2 Preliminary Damage Assessment Tally Private Sector Worksheet
- ATT. #3 Preliminary Damage Assessment Report
- ATT. #4 Proclamation of Local Disaster / Emergency
- ATT. #5 Rescinder of Local Disaster / Emergency
- ATT. #6 The Disaster Operations Field Manual

**NEW JERSEY STATE POLICE OFFICE OF EMERGENCY MANAGEMENT
PRELIMINARY DAMAGE ASSESSMENT TALLY
PUBLIC SECTOR WORKSHEET**

Jurisdiction		Mun. Code	Applicant's Agent	Telephone		
Street Address of Work Location	Damage Assm't Catg'y	Bldg Use Code	Brief Description of Work / Damage	Loss or Repair Estimate	Expended Resources	
					L	E S C
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
Estimated Total \$						

DAMAGE ASSESSMENT CATEGORIES

- C: Road System - Bridges, Streets, Traffic Control, Culverts
- D: Water Control Facilities - Dikes, Drainage, Levees, Dams
- E: Public Buildings - Buildings, Vehicles, Equipment, Supplies
- F: Public Utilities - Water, Sanitary Sewer, Light & Power
- G: Other - Property or items not included in any other category

BUILDING TYPES

- P - Public Owned
- E - Educational
- H - Hospital
- N - Private Non-Profit
- U - Utility-Not Municipal Owned

EXPENDED RESOURCES

- L - Own Labor
- E - Equipment
- S - Supplies
- C - Contract

**New Jersey Office of Emergency Management
Preliminary Damage Assessment Report**

Disaster Type		Ongoing		Final		Date	
County							
Municipality/PNP		MCODE		Pt. of Contact			
1. Effected Population							
Evacuated		Displaced		Sheltered			
Injured		Missing		Deceased			
2. Private Sector							
	Destroyed	Major	Minor	Affected	Estimated \$ Total Loss	Percentage Insured	
Single Family Homes					\$		
Apartment Units					\$		
Business					\$		
Industrial Units					\$		
					\$		
Disaster Related Unemployment Estimated Number							
3. Public Sector		Category				Estimated Cost	
Debris Clearance		A				\$	
Emergency Protective Measures		B				\$	
Road Systems		C				\$	
Water Control Facilities		D				\$	
Public Buildings and Equipment		E				\$	
Publicly Owned Utility System		F				\$	
Other: (Parks & Recreation)		G				\$	
					Total Public Sector Damage		\$
					Grand Total Public & P		\$
Narrative							
Submitted by				Date			
Title				Time			
Received by				Date			

PROCLAMATION OF LOCAL DISASTER / EMERGENCY

To all the citizens and persons with in the municipality of *(insert name of municipality here)*, New Jersey, and to all departments, divisions and bureaus of the municipal government of *(insert name of municipality here)*, New Jersey

WHEREAS, pursuant to the powers vested in me by (Chapter 251 of the Laws of 1942 as amended and supplemented, N.J.S.A. App. A-9-30 et. Seq.: N.J.S.A. 40-48-1(6), and ordinances enacted pursuant thereto; N.J.S.A. 2C:33-1 et. Seq.; -- whichever law or laws apply, and by ordinances adopted by the *(insert name of municipality here)*, I have declared that a local disaster/emergency exists within the *(insert name of municipality here)*; and

WHEREAS, the aforesaid laws authorize the promulgation of such orders, rules and regulations, as are necessary to meet the various problems which have or may be presented by such a disaster/emergency; and

WHEREAS, by reason of the *(insert the specific type of)* conditions which presently exist in certain areas of the *(insert name of municipality here)* which may affect the health, safety, and welfare of the people of *(insert name of municipality here)*; and

WHEREAS, it has been determined that these areas of the *(insert name of municipality here)* should be then declared disaster areas, and further that certain measures must be taken to insure that the authorities will be uninhampered in their efforts to maintain law and order as well as an orderly flow of traffic and further to protect the persons and property of the residents affected by the conditions; and

WHEREAS, the following areas *(list either below or on an attached sheet of bond paper)* are designated disaster areas:

NOW, THEREFORE, IN ACCORDANCE WITH the aforesaid laws, we do hereby promulgate and declare the following regulations *(list either below or on a separate sheet of bond paper)* shall be in addition to all other laws of the State of New Jersey and of the *(insert name of municipality here)*;

Emergency Management Coordinator

Date

Mayor

Time

RESCINDER OF LOCAL DISASTER / EMERGENCY

To all the residents and persons within the Municipality of *(insert name of municipality here)*, New Jersey and to all departments of the Government of the municipality of *(insert name of municipality here)*,

WHEREAS, the local disaster emergency proclamation issued on the *(insert day here)* day of *(insert month here)* at *(insert time here)* pursuant to the powers vested by the State of New Jersey is no longer necessary.

Therefore in accordance with the aforesaid laws, I do hereby declare that the local disaster emergency no longer exists and rescind the aforesaid proclamation.

Emergency Management Coordinator

Date

Mayor

Time