

# Learning From Others

Key Recovery Considerations for Schools & Other Local Governments

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May 2, 2024



# Catastrophic Disaster Scenario **Documentation**

Focus On Temporary Repairs

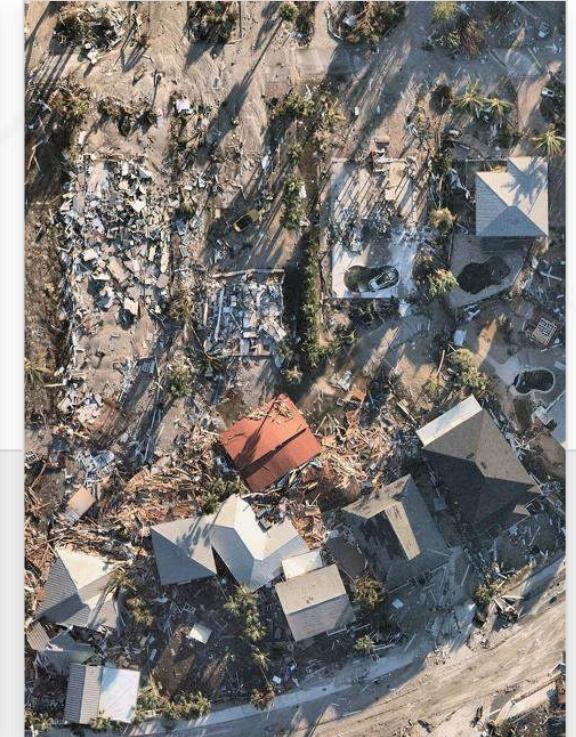
Exigency & Emergency Procurement

DRRA 1206

Planning for Catastrophic Disasters

# Documentation

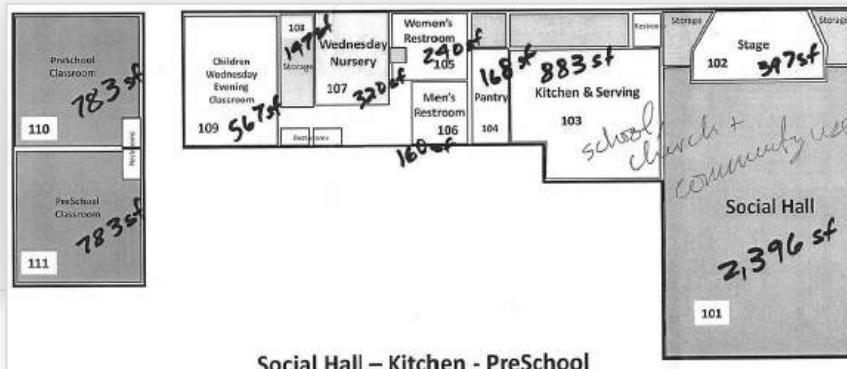
Making sure you are documenting damages before any repairs take place. There is no “**but it was really bad**” when justifying why damages weren’t documented.



# Documentation

## STEP 1: Photograph Damages

- Start as quickly as possible, safety first.
- Dedicate a photography team(s).
- Use a photo app that includes date, time, and GPS information on each photo.



### Pro Tip:

Use a floor plan or hand drawn layout within damage photos to indicate which room is being pictured



# Documentation

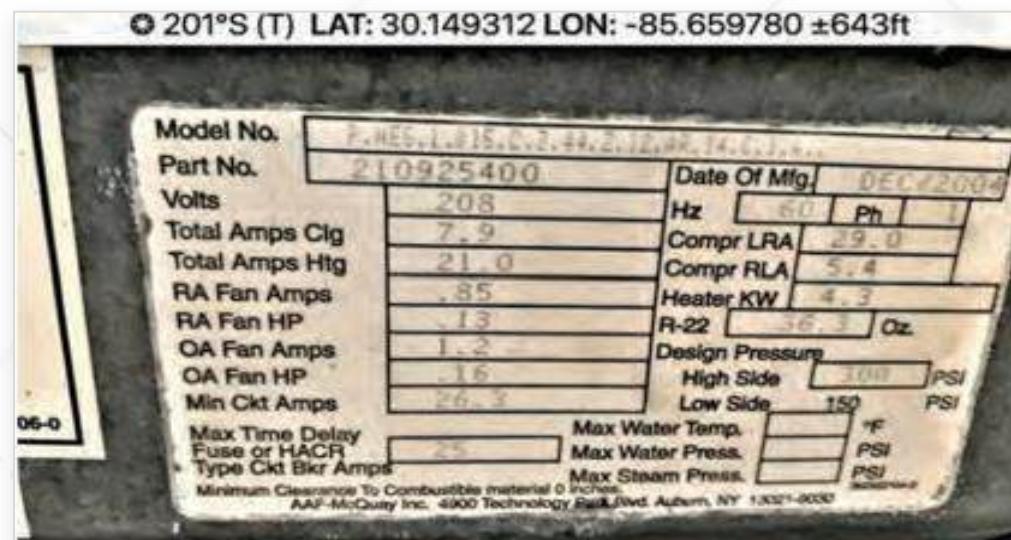
- Include a 360-degree set of photos or video for each room.
- Consider videos that can provide still shots later.
- Use a drone to capture images and videos when facilities are unsafe to enter.
- Take measurements and photograph the measurements when applicable. Use Google Earth for approx. Measurements for large, exterior measurements.
  - Roof, fencing, parking lot, etc.



.....  
Have a plan, train,  
and exercise! Not  
just for response.  
.....

# Documentation

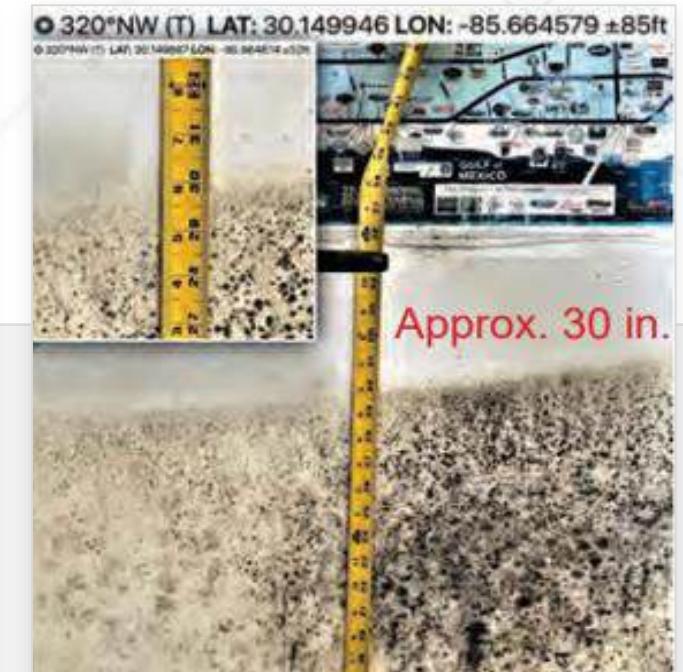
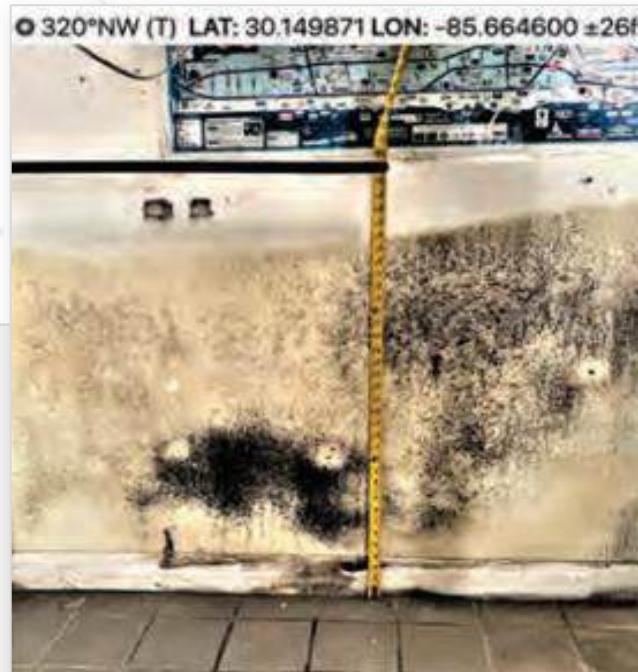
- For major electronic components (HVAC, Boilers, Sprinkler Systems, etc.) photograph all data plates or inspection tags on equipment.
- Consider a "do not miss" checklist for the photography team(s).
- Organize and store all photos and videos in a centralized location where they are backed up/archived/cloud stored for future inspections from FEMA or other agencies.



# Documentation

## Examples of Good Photos

- Photos clearly demonstrating the damage & matches detailed description
- Immediate testing of electrical equipment
- Accurate measurements



# Documentation

## STEP 2: Document the Damages

- Create damage reports based on the photos and videos.
- Good Photos = Good Reports!
- Consider using template FEMA Forms for the damages.
  - FEMA's Site Inspection Report & PDF Photo Sheet

Facility Component Damages							
Site #	Damage Component	Location (Address, GPS, building/floor/plot #, etc)	Cause of Damage	Damage Dimensions (L x W x H / L x DIA)	Quantity & Units	FA, Contract or both	% Work Completed
	Material/Model/Type/Capacity			Electrical/Mechanical/etc			
Copy # 1	Exterior Building 1st Floor Roof Gable Standing Seam Metal Roof #1	1316 Harrison Avenue Panama City, FL 32401	Wind Driven Rain Hurricane Force Winds	Various Dimensions: ① 76 FT x 51 FT (W) = 3876 SF ② 4 FT x 63 FT (W) = 252 SF ③ 115 FT x 44 FT (W) = 5060 SF	9188 SF	C	<input checked="" type="radio"/>
Copy # 2	Exterior Building 2nd Floor Roof Flat Asphalt Roofing #1	1316 Harrison Avenue Panama City, FL 32401	Wind Driven Rain Hurricane Force Winds	Various Dimensions: ① 57 FT x 54 FT (W) = 3078 SF ② 36 FT x 16.8 FT (W) = 608 SF	3,686 SF	C	<input checked="" type="radio"/>
Copy # 3	Exterior Wall S-R-13 Concrete Block/Unit Stucco	1316 Harrison Avenue Panama City, FL 32401	Wind Driven Rain Hurricane Force	Various Dimensions; 1st + 2nd Floor 1st Floor = 630 LF x 12 FT (H) = 7560 SF	11,060	C	<input checked="" type="radio"/>

Method of Repair Notes & Comments (will there be any change in pre-disaster design, size, capacity or material type, what work has been completed vs what work remains to be done)  
Per Appraiser the building maybe demolished

Method of Repair Notes & Comments (will there be any change in pre-disaster design, size, capacity or material type, what work has been completed vs what work remains to be done)

## Information You Need:

1. What's damaged?
2. Facility name and address
3. Location (room name/number, N/E/S/W, GPS)
4. Quantity or Units
5. Damaged component (material/ model/ type/ capacity)
6. Cause of damage (water intrusion, hurricane-force winds)
7. Damage dimensions (L x W x D or L x DIA)

# Documentation

Facility Component Damages							
Site #	Damage Component	Location (Address, GPS, building/floor/plot #, etc)	Cause of Damage	Damage Dimensions (L x W x H / L x DIA)	Quantity & Units	Contract, FA, Both	% Work Completed
	Material/Model/Type/Capacity			Electrical/Mechanical/etc			
Comp # 1	Exterior Building 1ST Floor Roof-Gable Standing Seam Metal Roof #1	1316 Harrison Avenue Panama City, FL 32401	Wind Driven Rain Hurricane Force Winds	Various Dimensions: ① 76FT X 51FT (W) = 3876 SF ② 4FT X 63FT (W) = 252 SF ③ 115FT X 44FT (W) = 5060 SF	9188 SF	C	
Method of Repair Notes & Comments (will there be any change in pre-disaster design, size, capacity or material type, what work has been completed vs what work remains to be done) Per Applicant the building maybe demolished							
Comp # 2	Exterior Building 2nd Floor Roof Flat Asphalt Roll Roofing #1	1316 Harrison Avenue Panama City, FL 32401	Wind Driven Rain Hurricane Force Winds	Various Dimensions: ① 57FT X 54FT (W) = 3078 SF ② 36FT X 16.8 FT (W) = 608 SF	3,686 SF	C	
Method of Repair Notes & Comments (will there be any change in pre-disaster design, size, capacity or material type, what work has been completed vs what work remains to be done)							
Comp # 3	Exterior Walls S-R-13 Concrete Block/Unit Stucco 1st + 2nd Floor #1	1316 Harrison Avenue Panama City, FL 32401	Wind Driven Rain Hurricane Force Winds	Various Dimensions: 1st & 2nd Floor 1st Floor = 630LF X 12FT (H) = 7560 SF 2nd Floor = 292LF X 12FT (H) = 3500 SF	11,060 SF	C	
Method of Repair Notes & Comments (will there be any change in pre-disaster design, size, capacity or material type, what has been completed vs what work remains to be done)							
Comp # 4	Exterior Doors #1 Double Doors Metal Frame Entrance + Exit 3'W x 7'H - Solid Core Door Standing water in Building	1316 Harrison Avenue Panama City, FL 32401	Wind Driven Rain Hurricane Force Winds	Entrance Double Glass Metal Door 3'W x 7'H Side Double Door Glass Metal Panel 6'W x 7'H Exit Door Solid Core 3'W x 7'H Exit Double Wide Solid 6'W x 7'H	1 EA 1 EA 2 EA 2 EA	C	
Method of Repair Notes & Comments (will there be any change in pre-disaster design, size, capacity or material type, what work has been completed vs what work remains to be done)							
Component Types:		Cause of Damage:					
1-Exterior Building 2-Interior Building 3-Exterior Site 4-Vehicle 5-Equipment 6-Contents (Specify Each Component)		1-Surface Water Flooding 2-Wind Driven Rain 3-Sewer Back Up 4-Foundation Seepage 5-Lightning 6-High Winds 7-Tree Damage 8-Wind Blown Debris 9-Earthquake 10-Fire 11-Explosion 12-Other (specify)					

Complete Form Reset			
Applicant:	Damage Inventory #	Category	
Work Order #	FIPS #	Date:	GPS
Site Inspector:	Damage Facility		
Damage Description:		Photo#	Damage Description
		X	
		X	
		X	
Damage Description:		Photo#	Damage Description
		X	
		X	
		X	
Damage Description:		Photo#	Damage Description
		X	
		X	
		X	

DEPARTMENT OF HOMELAND SECURITY- FEDERAL EMERGENCY MANAGEMENT AGENCY-DR

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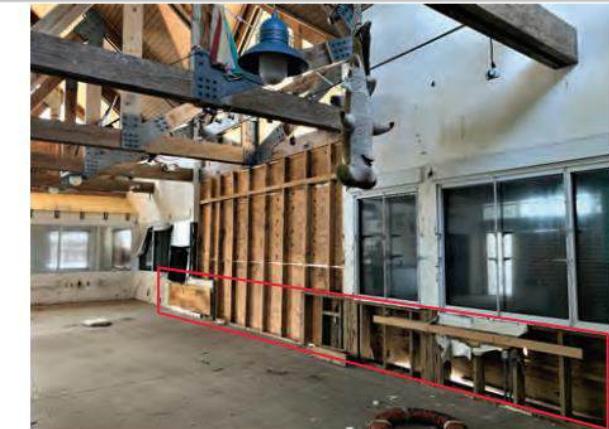
# Documentation

**INTERIOR - SALES ROOM / MAIN ROOM:** Painted Wood Built-In Cabinetry with Drawers, Destroyed by Storm Debris (Pre-Disaster Photo Source: Facebook)



INTERIOR - SALES ROOM / MAIN ROOM: Painted Wood Built-In Cabinetry with Drawers, Destroyed by Storm Debris (Drawing Source: City of Panama City)

Complete Form Reset		
Applicant:	Damage Inventory #	Category
Work Order #	Date:	GPS
Site Inspector:	Damage Facility	
Damage Description:	Photo#	Damage Description
		Photo#
<span style="color: yellow; font-size: 2em;">X</span> <span style="color: yellow; font-size: 2em;">X</span>		



# Documentation

- FEMA site inspections often occur months after a disaster.
- Good damage documentation is a critical part of eligibility and can expedite FEMA project development.

## Lessons Learned:

1. FACT: FEMA Inspectors arrived more than a year after Hurricane Michael.
2. FACT: FEMA requested from one catastrophically damaged school district.
  - *Example: Please send photos of the roof under the blue tarp before the blue tarp was installed to validate damages claimed.*
3. FACT: FEMA questioned the legitimacy of damages by the storm.
  - *Example: How quickly was the temporary roof installed and how are you sure the damage was not caused by the weather following the storm?*

Catastrophic Disaster Scenario

Documentation

**Focus On Temporary Repairs**

Exigency & Emergency Procurement

DRRA 1206

Planning for Catastrophic Disasters

# Temporary Repairs

- Focus on temporary repairs until FEMA site inspections can be completed.
- All temporary repairs, including remediation, must have a detailed scope of work and matching invoices.

## Example: Bad Scope of Work

- R-11 unfaced insulation in interior wood stud walls
- R-19 unfaced insulation on all ceilings
- Hang and finish drywall
- Acoustical ceilings – all components



# Temporary Repairs

- Focus on temporary repairs until FEMA site inspections can be completed.
- All temporary repairs, including remediation, must have a detailed scope of work and matching invoices.

## Example: Good Scope of Work

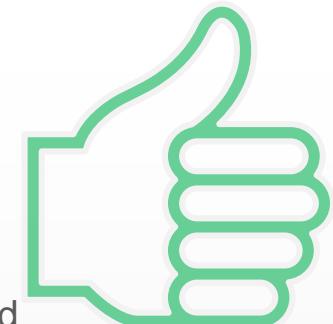
### Scope of work:

- Isolate, secure and disconnect electric and gas to each existing gas heater.
- Provide labor, materials and two man lift to re-pipe and e-wire as needed all ceiling mounted heaters.
- Start-up all four heaters and monitor for proper operations.
- Note: Some electrical components shorted out due to the roof being partially blown off during Hurricane Michael. If components are found to be bad, an additional proposal will follow for their replacement.
- Lead-time for installation would be 7-10 business days.

Comfort Systems USA, Inc. will perform this work for \$6,437.00

### Notes/General Provisions:

- All work will be performed during normal working hours unless otherwise noted.
- A one-year warranty and 9-day workmanship warranty is provided with this proposal.
- Payment terms are "Net 30 Days" unless otherwise noted herein.
- This proposal is valid for 30 days unless validated in writing by CSUSA.
- Any alteration/deviation will result in an extra cost.



# Temporary Repairs

Temporary repairs cannot improve the facility!

**Temporary Repairs = Temporary Materials**

Example from FEMA:

CRC has questioned the roof due to the type of material used, is considered a "permanent work material" (EPDM roofing).

Materials EPDM membrane **+** 625 sandbags holding in place  
**= FEMA Permanent Work**



# Temporary Repairs

- If seeking FEMA reimbursement, conducting permanent repairs may risk reimbursement.
- If seeking FHWA-ER reimbursement, conducting any permanent repairs on federal aid roads and signage will forfeit FHWA-ER funding if done prior to official approval.



## **Recommend Strategy to Reduce Risk:**

\$1 million or less – for FEMA Public Assistance (PA) eligible facilities (not federal aid roads), focus on damages less than \$1 million for a given facility and ensure all damages and repairs are accurate and clearly documented.

# Temporary Repairs

FEMA will ask for documentation to validate eligibility of the repairs. Additionally, they will look at publicly available documentation.

**Documentation sources may include:**

Maintenance record  
(5 Years)



Insurance adjusters  
report



Google Earth and  
Street View



Original drawings /  
blueprints



Online information: news reports, meeting minutes,  
RTQs/ITBs, studies/reports



Catastrophic Disaster Scenario

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Focus On Temporary Repairs

**Exigency & Emergency Procurement**

DRRA 1206

Planning for Catastrophic Disasters

# Exigency & Emergency Procurement

## What is Exigency?

- The need to avoid, prevent, or alleviate serious harm or injury, financial or otherwise, and use of competitive procurement proposals would prevent the urgent action required to address the situation.

## What is Emergency?

- A threat to life, public health or safety, or improved property that requires immediate action to alleviate the threat.

# Exigency & Emergency Procurement

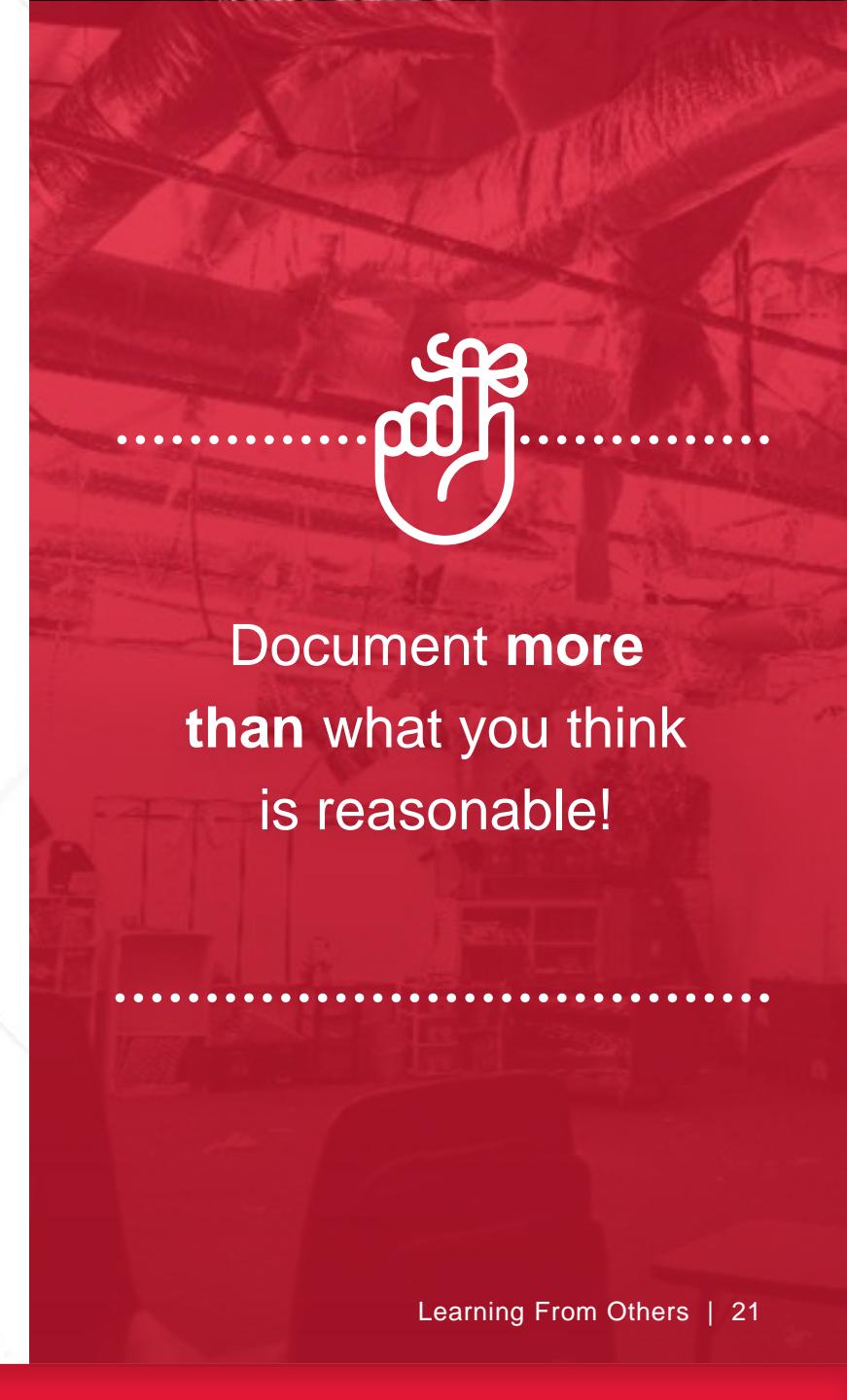
## Top Five Things To Know:

- 1 When possible, avoid this type of procurement. Get standby contracts in place before a disaster.
- 2 If possible, consult with legal counsel.
- 3 Immediately document the circumstances. (5 "W's")
- 4 Limit the contract work to address the immediate need only!
- 5 Contracts must still conform to specific federal requirements.

# Exigency & Emergency Procurement

## Example of Exigent Circumstances:

- Hurricane Vince causes damages to a charter school in June. The district estimates it will take 90-days for the sealed bidding process and another 60-days for repairs extending the immediate repairs beyond the beginning of the school year. Exigent circumstances apply because the sealed bidding process would cause an unacceptable delay. Exigent repairs should be limited to immediate repairs necessary to open the school.
- In limited cases, exigency and emergency procurements may be permanent work, depending on the type of work & materials used. Make sure all damages and work is being clearly documented.



Catastrophic Disaster Scenario

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**DRRA 1206**

Planning for Catastrophic Disasters

# DRRA 1206 | Building Code and Floodplain Management

## State Building Officials, Permitting Staff, and Code Enforcement

- Local governments are inundated with thousands of permit requests, plan reviews, and site inspections after a disaster while utilizing existing staff for other response purposes.

## What is DRRA 1206?

- FEMA PA funding for temporary workers, contractors, or overtime for permanent staff needed to effectively administer and enforce building codes and floodplain management regulations.

# DRRA 1206 | Building Code and Floodplain Management

## FEMA may reimburse for the following:

-  Permitting support, including administrative support, plan reviews, inspections, etc.
-  Certifying, training, licensing and supervising staff.
-  Conduct outreach to the public on floodplain or building permit requirements applicable to the repair, replacement, or retrofit of disaster-damaged buildings.
-  Equipment and supplies: laptop computers, tablets, mailing and outreach costs.
-  Contracted engineers for substantial damage determinations.

# DRRA 1206 | Building Code and Floodplain Management

*Here is the catch...*

## DRRA 1206 Requirements:

- Time limit:** Only activities occurring up to 180 days (6 months) after a major disaster declaration are eligible for reimbursement.
- Fees and fines:** Revenue collected (or would have been collected if local government elects to waive fees) will be reduced from the PA project.
- Federal Cost-Share:** Costs are subject to local cost share.
- Documentation:** Local governments must be able to document what costs are related to which permit, inspection, or specific activity and how was the activity related to the disaster.

# DRRA 1206 | Building Code and Floodplain Management

**Did you know:** Only 14 1206 PA Projects have been obligated since coming into effect 5+ years ago?

## Why?

- Lack of awareness of 1206 until it is too late.
- Local governments are overwhelmed after disaster and do not have capacity to surge staff or secure contractors to do the work within the 180-day period.
- Do not have a plan on how to support families after Substantial Damage Determinations.

## Have a plan!

- ✓ Standby contract for permitting staff support.
- ✓ Dedicated 1206 manager and administrative staff responsible for focusing on getting organized and implementing plan.

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DRRA 1206

**Planning for Catastrophic Disasters**

# Planning for Catastrophic Disasters

Made it through the first week or two of recovery (during response):

- ✓ Documenting damages
- ✓ Starting temporary repairs
- ✓ E&E procurement
- ✓ 1206 building code support



?

*Now what?*

The level of support  
you will be able  
to provide your  
jurisdiction or  
students will come  
down to money

# Planning: Challenges of Reimbursement-based Programs

What drives recovery costs?



## Emergency Work

- Debris removal
- Overtime, mutual aid, and safety inspections
- Temporary repairs and remediation/ dry-out

How do communities afford recovery?



- Operating capital (Rainy Day Funding)
- Insurance proceeds
- FEMA Expedited Projects
- Loans/lending institutions

# Planning: Identifying, Communicating, and Advocating for Unmet Needs

Certain funding can be automatically turned on with a major disaster declaration:

- FEMA PA
- FEMA Hazard Mitigation Grant Program (HMGP)
- FEMA Community Disaster Loans (up to \$5 million)



# Planning: Identifying, Communicating, and Advocating for Unmet Needs

Successful layered funding approach example:

**FEMA PA (\$12 million), CDBG-DR (\$18 million), DOH (\$550,000), State (\$3.5 million), New Market Tax Credit (\$9 million)**

- Each funding source had a unique, non-duplicative scope of work that collectively rebuilds a 40,000 SF community hospital.



# Planning: Identifying, Communicating, and Advocating for Unmet Needs



## CDBG-DR Match for HMGP Projects (\$15.9M)

- CDBG-DR funding covered the 25 percent cost share requirement for all 10 HMGP projects for Panama City, resulting in 100 percent federal funding.

## CDBG-DR & FMA (\$6.5M)

- To accomplish the purchase of a geographically targeted neighborhood of homes, grant funding from both the CDBG-DR Voluntary Home Buyout program and FEMA's Flood Mitigation Assistance (FMA) program were used.

# Planning: Who is focused on recovery from the start?

- Recovery tasks start before landfall.
- Recovery is not an additional “hat” to add to an already full plate.

**Build recovery staff in your EOC organization chart to mobilize from the start:**

## Question

Who is leading FEMA PA cost recovery and putting together  
Expedited Projects?

## Answer

Who is leading Federal Highways Administration –  
Emergency Response cost recovery (federal aid roads and signage)?

Who is making sure staff are completing their  
daily 214s/disaster activity reports and providing feedback in real time?

# Planning: Who is focused on recovery from the start?

- Recovery tasks start before landfall.
- Recovery is not an additional “hat” to add to an already full plate.

**Build recovery staff in your EOC organization chart to mobilize from the start:**

## Question

Who is documenting damages?

Who is managing 1206 permitting process?

Who is identifying current and anticipated unmet needs and developing and implementing the communication and advocacy strategy for funding?

## Answer