

## Section II

### CHAPTER 5

#### SUPPLEMENTAL JUSTIFICATION FOR PRESIDENTIAL DECLARATION REQUESTS

#### Background

Additional information beyond the preliminary damage assessment data is required to effectively support the Governor's request for a presidential declaration. FEMA uses this additional information to evaluate the Governor's declaration request (44 CFR 206.48).

This word picture communicates the extent of the damages to the community and the intangible impacts that affect recovery. The importance of this narrative cannot be stressed enough. It is often the difference between getting or not getting a presidential declaration.

If possible, the narrative should be submitted to EMD **at the same time the preliminary damage assessments are completed**. In the "normal" disaster request process, communities will not be included in the Governor's request for federal assistance until they have submitted their supplemental justification. Most jurisdictions will feel they do not have time to create this entire narrative in the midst of responding to an incident, therefore, **it is *highly recommended* that the background data be assembled during non-disaster times**.

The following outline should be used when writing the supplemental justification.

#### Supplemental Justification

- I. **Incident Sequence** (perhaps from your SITREP)
  - A. What happened, when did it happen, where did it happen?
  - B. Local response actions
    1. When did you activate your Emergency Operations Center?
    2. What emergency plans were implemented?
    3. Did your jurisdiction proclaim or declare an Emergency?
    4. What specific actions and assistance were provided by local government(s) because of the incident -- number of people, equipment, departments involved, and days of utilization?
    5. What requests for assistance were made -- mutual aid, state?

6. What search and rescue efforts were required?

## **II. Local Government Impacts (Public Assistance Program)**

### **A. Localized Impacts to Public Infrastructure**

1. Critical facilities (This is particularly important where extraordinary concentrations of damage may not meet the statewide per capita criteria, especially where critical facilities are involved or where localized per capita impacts may be extremely high.)
2. Interruption or loss of essential public services, such as roads, utilities, medical, emergency, public transportation, communications, etc.
3. Isolated families and communities
4. Continuing public health and safety problems, including essential utilities
5. Loss of tax base and its impact
6. Financial hardships, including previous losses from other incidents, dedicated funds, budget constraints, specific projects, etc.
7. Loss of public facilities, equipment, materials, etc.
8. Loss of governing capabilities (deaths or injuries to key officials, loss of records, etc.)

### **B. Insurance Coverage in Force**

### **C. Hazard Mitigation**

1. Previous mitigation measures in impacted areas
2. Extent to which previous mitigation measures reduced disaster damages

### **D. Recent Multiple Disasters**

1. Disaster history within last 12 month period
  - a. Stafford Act declarations (Presidential declarations)
  - b. Non-Stafford Act disasters and emergencies
  - c. State and local proclamations of emergency
2. Costs incurred in recent incidents

### **E. Programs of Other Federal Assistance**

1. US Army Corps of Engineers
2. Department of Defense

### **III. Impacts to People (Human Services / Individual Assistance Program)**

#### **A. Concentration of Damages to Individuals**

1. Damages should be defined by geographic area to include cities, towns, villages, boroughs, county(s), parish(s), etc.
2. Concentration of damages should be described as a high percentage of loss or severe damage to homes, the amount of housing and/or rental housing options, businesses, schools, medical facilities and public facilities or services to the community in relation to population.
3. The concentration of damages should be described by county or grouping of counties for a specific geographic area in order to gain perspective of the magnitude and scope of potential needs for the impacted area.
4. Extent of damages to homes
5. Additional unemployment in the affected areas resulting from the incident
6. Other significant personal property losses

#### **B. Trauma**

1. Determine the need for crisis counseling, disaster unemployment assistance, and unmet needs assistance.
2. Assess the disruption to community services, degree of mental health issues, stress and physical trauma caused by the incident, death and injury or extended family fears associated with socio-economic losses and the rate at which family and community functions can be restored quickly after an incident.
  - a. Number of deaths and injuries -- (are there concentrations of deaths and injuries associated with the area of damages?)
  - b. Disruption of normal community functions and services
    - (1) Consideration should be focused on the disruption of schools, community services, i.e. bus services, shopping areas, churches, medical facilities, police and ambulance service, and local business economy.
    - (2) Extensive damage to businesses and related economic injury to local commerce to include loss of business and family income or disruption to the local economy for an extended period will affect recovery to the community.
    - (3) Emergency needs.

- (a) Describe any continued disruption and prolonged power outages, wastewater and/or potable water contamination, and fuel distribution disruption.
- (b) Describe any health and safety affects of sewer back up and/or overflow, overturned fuel tanks and propane tanks, and disease related environmental concerns.

### 3. Special Populations

- a. Including low-income/poverty levels, elderly, disabled, local economy, education levels, ages, special language issues, household composition, or the unemployed and whether they have a greater need for assistance.
- b. Depicting special populations and the degree of needed is very subjective when performing preliminary damage assessments (PDA).
- c. During the PDA, visual and verbal interpretation is used to assess the percentage of special populations affected.
- d. In addition, through web searches of the impacted area, more detailed demographic profiles/information could be obtained and incorporated into the Governors request and County write-up.
- e. It is also very important to consider the effect on American Indian and communities of immigrant populations or those formed by a commonality of foreign nationality.
- f. Due to cultural nuances, special consideration may be required during program implementation and recovery.
- g. Uniqueness of the disaster area, as compared to State and national averages would suggest that the rate of recovery could be slower since families may lack financial capability or understanding of governmental operations and structure.

### C. Voluntary Agency Assistance Capability

- 1. Assess the ability of voluntary agencies, through WAVOAD and National VOAD organizations, to help with recovery including: available staffing, participating organizations' authorities and financial capability to assist with individual and family needs associated with the damage to both real and personal property, extended emergency housing assistance, mental health assistance, medical and other needs identified by the incident.
- 2. Describe extent of coordination with WAVOAD to determine the number of cases opened and the type of assistance requested as an indicator of need.

3. Because the request for a declaration is generally very early in an incident, there may be little record keeping by WAVOAD members for anything except sheltering and feeding by the American Red Cross -- although other agencies may be involved, they may not be adequately staffed to provide statistics early in the incident.

#### **D. Insurance**

1. Assess the levels of insurance in the impacted area -- this information is typically not available when a request for a declaration is made. Once this information does become available, low insurance levels compared to the number of structures impacted would suggest a lag time in repairs.
2. Determine the percentage of homes insured, underinsured, or not insured for the particular cause of damage. Contact the Office of the State Insurance Commission, or for flood damage, the State NFIP Coordinator (State Department of Ecology) for help in identifying the insurance coverage for the particular area as well as local officials within the area of damage.
3. When determining the coverage for flood insurance, remember to check for Group Flood Insurance provided in previous disasters, as well as the number of standard policies in effect for the particular area. Other types of hazard specific insurance could be wind, earthquake, landslide, sewage back up, ice, fire, etc

#### **E. Other Considerations**

In addition to addressing each of the indicators above, other considerations may play an important role in evaluating the severity and magnitude of the event in relation to recovery.

1. Available housing resources in or near the affected area to provide for temporary housing for disaster survivors
2. Unique housing issues such as no available housing resources in the area associated with major employers that support the economy of the affected area, or the need to be near agricultural interests, schools and medical facilities.
3. Twelve-month disaster history, including Stafford Act declarations, gubernatorial declarations, and the extent to which a State has spent its own funds

#### **IV. Significant Effects on Private, Non-profit Organizations (with government-like services)**

- A. Isolated facilities
- B. Interruption of critical services (power, water – including irrigation – sewer, wastewater treatment, communication, and emergency medical care)

- C. Search and rescue efforts
  - D. Continuing health and safety problems
  - E. Extent, types and provision of insurance coverage
  - F. Loss of financial base and/or financial hardships
- V. **Significant Effects on Businesses**
- A. Extent of disruptions in services or closings
  - B. Extent of insurance coverage
  - C. Financial hardships
  - D. Effects on employees
  - E. Loss or damages to facilities or inventories and their importance to the area(s)
- VI. **Significant Effects on Agriculture**
- A. Major crop/livestock losses
  - B. Soil erosion, siltation, dike and levee damage, loss of irrigation or other essential services such as power and transportation
  - C. Extent of insurance
  - D. Financial hardships
  - E. Losses or damages to facilities and their importance to the area
  - F. Outlook for future planting, replacement of livestock, essential services, etc.
- VII. **Demographics Before the Incident**
- A. Population, urban and/or rural areas
  - B. Age and educational level of jurisdiction
  - C. Income level(s) of jurisdiction
  - D. Special language or ethnic considerations
  - E. Availability of vacant housing in the affected area(s) for displaced citizens
  - F. Extent, types and provisions of insurance to cover losses
  - G. General non-disaster economic conditions in affected area(s), including major types of land use and economic generators.
  - H. Unemployment rate before the incident

## **LOCAL ACTIONS TO TAKE TODAY**

- Input the supplemental justification format into a computer to make base information readily available.
- Establish contacts with various local agencies to obtain information listed.
- Assign staff to complete the supplemental justification information. Ideally, these staff should be separate from those doing emergency operations.
- Obtain the necessary information to complete the supplemental justification.