



***Local
Damage
Assessment***

***Pocket
Guide***

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The Purpose of the Damage Assessment Guide

Damage assessment is the process which determines the impacts of a natural or human-made disaster. Specifically, Public Assistance (PA) damage assessment determines the estimated cost to local and state governments and eligible private non-profit organizations (PNP) (herein referred to as the “potential applicant”) for emergency protective measures and the repair/replacement of infrastructure.

Work is captured in seven Categories: debris removal, emergency protective measures, roads and bridges, water control facilities, buildings and equipment, utilities and parks and recreation.

This pocket guide is designed to serve as a quick reference guide for potential applicants conducting damage assessments. For additional detail on damage assessment, please refer to the **Resource Information** links on the last page of this guide.

Damage Assessment Process

- Develop a system for recording disaster related work and cost. Have a good system of cost documentation in place prior to the event. Make that system adaptable to capture disaster related work/costs.
- Local damage assessment is conducted by the impacted potential applicant as soon as possible

after life/safety issues have been addressed. It is submitted to the County Emergency Management Agency (EMA) who submits it to the Ohio EMA.

- If warranted, Ohio EMA will request a Joint Preliminary Damage Assessment (Joint PDA) with the Federal Emergency Management Agency (FEMA). A Joint PDA is a requirement to support a Governor's request for a Presidential disaster declaration.
- Delay in completing the assessment could delay supplemental disaster assistance to those most in need.
- Assessment reports should be as accurate as possible.

Eligibility Requirements

There are four building blocks for eligibility: Applicant, Facility, Work and Cost.

Eligible Applicants are state and local government (state agencies, townships, municipalities, county departments, authorities, special districts, primary, secondary and higher education, etc.) and certain PNP's. PNP's document their eligibility by providing a current ruling letter from the IRS granting tax exemption under sections 501 (c), (d), or (e), or by submitting documentation from the Ohio Secretary of State substantiating it is a non-revenue producing, non-profit entity organized or doing business under State Law.

Eligible Facilities are any building, works, system or equipment, built or manufactured, or an improved and maintained natural feature that a potential applicant has legal authority to restore.

There are specific parameters for determining eligible PNP facilities and whether their services are critical or non-critical:

- Eligible critical PNP facilities provide the following services: educational, utility, irrigation, and emergency medical.
- Eligible non-critical PNP facilities provide essential governmental services and must be open to the general public such as: museums, zoos, performing arts facilities, community centers, community arts centers, libraries, homeless shelters, senior citizen centers, shelter workshops and, health and safety services of a governmental nature, including, for example: low-income housing (as defined by federal, state or local law or regulation), alcohol and drug treatment centers, residences and other facilities offering programs for battered spouses, animal control facilities directly related to public health and safety, facilities offering food programs for the needy, daycare centers for children, and daycare centers for individuals with special needs (e.g., those with Alzheimer's disease, autism, muscular dystrophy, etc.).

Eligible Work must be:

- Required as a direct result of the declared disaster. Do not include costs for deferred maintenance or damage that predates the disaster.
- Located within the declared county, and;
- Be the legal responsibility of an eligible applicant.

Eligible Costs must be:

- Directly tied to the performance of eligible work;
- Adequately documented;
- Reduced by all applicable credits, such as insurance;
- Authorized and not prohibited under Federal, State, or local government laws or regulations;
- Consistent with the potential applicant's internal policies, regulations, and procedures that apply uniformly to both Federal awards and other activities of the applicant's, and;
- Necessary and reasonable to accomplish the work properly and efficiently.

Ineligible Costs include capital improvements not required by codes and standards, loss of revenue, loss of useful service life of facilities, tax assessments, increased operating expenses (with limited exceptions for specific emergency health and safety tasks), general surveys to assess damage and, the cost of restoring facilities that were not in active use at the time of the disaster.

Documenting the Damage Assessment

There are two forms potential applicants should use to document the disaster related work and cost:

Completing the **PA Damage Assessment Form** is the first priority. It is a broad picture of the types of disaster related work and its associated cost.

The **Site Estimate Form** should be completed in preparation for the Joint PDA. This Form allows for a more detailed description of the damage, scope of work needed to make repairs, and calculations to support cost estimates.

- Include a map(s) with the Sites annotated.
- Include photographs, particularly for Sites with significant damage such as buildings, bridges, embankment failures, etc. For Sites with similar damage, one representative photo is sufficient.
- In general, Category A - Debris Removal, can be captured as one Site reflecting jurisdiction-wide cost/impact. However, if there are temporary debris sites, these should be their own Site. Ensure quantities of debris are captured.
- Category B - Emergency Protective Measures can be captured as one Site reflecting jurisdiction-wide cost/impact. If multiple departments performed Emergency Protective Measures (e.g. fire and police), ensure that adequate detail separating the costs and work performed by each department is included on the Form.

- All other Categories should have a Site by facility unless they are like work (e.g. chip and seal for twenty (20) miles of township road on five roads can be one Site, list all roads).
- Document all temporary and permanent repairs by Site and by Category.
- Be as specific as possible when providing the location. GPS coordinates are the preferred source but at a minimum, provide a street address.
- Be as specific as possible when describing the damage and scope of work. Include quantities and the calculations that derived the estimated cost.
- In the Impact section, document populations affected, detours, loss of critical systems, etc.

Tips for Estimating Costs

- Track the hours and costs related to using your own labor force, equipment, and materials (purchased and/or from stock). Use the FEMA Schedule of Equipment Rates to calculate the cost of your own equipment. This manner of estimating cost can be used for work completed and work to be completed.
- Use contract estimates.
- Use historical cost data from previous repairs or events.
- Deduct insurance proceeds but include deductibles.
- Estimates should be based on return to pre-disaster design, function, and capacity.

- Estimates for vehicles or equipment should be based on the same type make, year, model, and condition.

Supporting Documentation for Damage Assessment

In general provide a detailed scope of work and cost estimate calculations for all work to be completed to allow validation of estimates and ensure that it meets program eligibility requirements. For work already completed, provide sufficient detail that validates the work/cost.

FEMA will require additional information or more substantial supporting documentation for (1) projects greater than the large project threshold or (2) projects that, given the circumstances, raise serious questions regarding eligibility. Such information and documentation may include, but is not limited to:

- Ownership, rental, or lease documents.
- Maintenance records.
- Insurance policies.
- PNP supporting documentation, such as a tax exemption letter.
- Contracts and procurement documentation.
- Invoices.
- Safety and inspection reports.
- Other documentation necessary to establish that program requirements have been met.

Labor: Summarize use of your own labor force by documenting: the number of employees performing a given task, the type of employee (budgeted or unbudgeted), the type of work being performed, the regular time and overtime hours worked (separated out), and an average hourly rate. Include fringe benefits in the hourly rate. Timesheets, labor policies, and documentation to support wage rates are not typically necessary during damage assessments when the time and rates claimed are reasonable for the work. For Categories A & B, all labor should be documented but reimbursement is limited to overtime, compensatory time etc., no regular time.

Equipment: Summarize use of your own equipment by documenting: the type of equipment being used, the type of work being performed, the hours used/ miles driven, and the associated equipment rate. Activity logs and equipment rate documents are not typically necessary during damage assessments as long as the time and rates claimed are reasonable for the work.

Materials: The cost of supplies and materials should be based on: invoices, a potential applicant's established method for pricing supplies and materials, historic prices for materials, or prices from area vendors. Unless it is a large project, it is not typically necessary for potential applicants to provide invoices or other supporting documentation to support supply cost estimations during damage assessments.

Rented Equipment: Summarize the use of rented equipment costs by documenting: the type of equipment that was leased, the type of work being performed, and the cost of the leased equipment. Lease documents are not typically necessary during damage assessments as long as the cost claimed is reasonable for the equipment.

Contract Work: Summarize the use of contracts by documenting all contract work and cost. The estimate, bid, or contract should also be made available as supporting documentation when the cost is above the large project threshold.

Although there is no guarantee of federal financial assistance, it would be prudent, if procuring goods and services, to be familiar with the Federal procurement regulations. These can be found at 2 CFR 200.317-200.332. Should federal financial assistance become available, it is expected that all procurement actions follow Federal, State and local regulations/code, even if work was performed or procured pre-declaration.

Public Assistance Damage Assessment Category Guidelines

The following pages define the seven Categories of work and additional information specific to each Category.

For the purposes of damage assessment, non-critical PNP's are limited to claiming costs under Categories A & B. Should a declaration be made, non-critical PNPs will be required to first apply to the Small Business Administration (SBA) for a low interest loan for work in Categories C - G.

Environmental and Historic Preservation:

While conducting damage assessment, take note of damage to facilities over 45 years old as damage to these facilities could trigger involvement by the State Historic Preservation Office before work can be completed. In addition, be mindful of work impacting floodplains, wetlands, endangered species and other Federal and State environmental laws.

Category A – Debris Removal

Purpose:

Debris removal is necessary to eliminate immediate threats to life, public health and safety; to eliminate threat of significant damage to improved public or private property; to ensure economic recovery of the affected community; and to mitigate risk to life or property by removing extensively damaged structures. Includes trees and woody debris, sand, mud, silt, gravel, etc.

Additional Information/Tips:

- Removal of debris from improved public property and public rights-of-way (ROWs), including Federal-aid roads, is eligible. If State or local governments authorize residents to place incident-related debris on public ROWs, these costs and quantities should be documented as well.
- FEMA has very specific guidance and procedures for determining eligibility of debris. Please refer to the link at the end of this Pocket Guide for additional information.
- Include the type and estimated quantity of debris to be removed in units (cubic yards or tons). Once developed, the cost of removal must be calculated. Costs for the pick-up, staging/ transferring, separating, reducing, and disposing of debris should be taken into account.

Category A – Debris Removal

Debris Estimating Formulas

Estimating Rule of Thumb:

Cubic yards=CY

- 15 trees, 8 inches in diameter = 40 CY
- Single wide mobile home = 290 CY
- Double wide mobile home = 415 CY
- Root system (8'-10' dia.) = One flatbed trailer to move

Treat debris piles as a cube, not a cone, when performing estimates.

Formulas

Building formula:

$L' \times W'$ (building footprint) x No. of Stories x 0.2 =
_____CY of debris

Debris pile formula:

$L' \times W' \times H' / 27 =$ _____CY of debris.

Category B: Emergency Protective Measures

Purpose:

Measures taken before, during, and after a disaster to save lives, protect public health and safety, and protect improved public and private property.

Additional Information/Tips:

- Eligible costs/work include:
- Emergency Operations Center activation (EOC).
- Warning devices (barricades, signs, and announcements).
- Fire, police, and search & rescue.
- Provision of shelters or emergency care.
- Mutual aid or donated resources.
- Provision of food, water, ice, and other essential needs.
- Emergency repairs.
- Sandbagging.
- Removal of health and safety hazards.
- Generator usage (use FEMA rates).
- For the purpose of damage assessments, potential applicants submitting mutual aid costs should summarize labor, equipment, supply, and/or material costs.
- Photographs should be included to verify damage and work required at sites where emergency construction is/was necessary.

Category C: Roads and Bridges

Purpose:

Repair to eligible facilities to include public roads, bridges, culverts, signs and traffic signals, embankment failures impacting improved property, etc.

Additional Information/Tips:

- Determine extent of damage; what is needed to return to pre-disaster design, function, and capacity?
- If the road/bridge needs to be completely closed, document the quantity of population affected, detour miles, and time to complete repairs.
- Do not include facilities that are under the responsibility of another federal agency, e.g. work to repair roads that are on a federal aid route.
- Bridge restoration work should be separated from other roadwork. For large projects in which the pre-disaster condition may impact eligible work, potential applicants will be asked to provide bridge inspection/safety reports to verify pre-disaster condition. If deficiencies identified in these reports were addressed, documentation supporting work performed should also be provided to correct those deficiencies.



Category D: Water Control Facilities

Purpose:

Repair of irrigation systems, engineered drainage channels, and pumping facilities.

Additional Information/Tips:

- Repair of levees, dams, and flood control channels fall under Category D, but the eligibility of these facilities is restricted. US Army Corp of Engineers (USACE) and the Natural Resources Conservation Service (NRCS) have primary authority for flood control works.
 - Channel alignment.
 - Recreation.
 - Navigation.
 - Land reclamation.
 - Fish and wildlife habitat.
 - Interior drainage or irrigation.
 - Erosion prevention.
 - Flood control.
 - Did facility cause flooding or damage to adjacent properties?
 - Did you need to evacuate? How many?
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Category E: Buildings and Equipment

Purpose:

Repair or replacement to eligible facilities to include public or PNP buildings, structural components, interior systems, equipment, vehicles, and content. The potential applicant must be responsible for the repair or replacement.

Additional Information/Tips:

- Buildings, including contents such as furnishings and interior systems.
 - Replacement of pre-disaster quantities of consumable supplies and inventory.
 - Replacement of library books and publications.
 - Removal of mud, silt, or other accumulated debris.
 - Equipment and vehicles may be eligible for repair or replacement if damaged as result of an event.
 - Estimates based on return to pre-disaster design, function, and capacity.
 - Determine insurance coverage and include applicable deductible in the damage assessment estimate. Explain if there is no or limited insurance to cover the damage.
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Category F: Utilities

Purpose:

Damage to public or PNP utilities can impact the community's ability to respond and recover after the event and may cause health and safety risks when services are disrupted. Repair to these facilities are crucial and eligible unless repairs are the responsibility of another entity.

Additional Information/Tips:

- Water treatment and delivery facilities.
- Power generation facilities.
- Sewage collection and treatment facilities.
- Natural gas systems.
- Communication systems.
- Substations/power lines.
- Temporary and permanent repair costs.
- Restoration costs.
- Determine insurance coverage and include applicable deductible in the damage assessment estimate. Explain if there is no or limited insurance to cover the damage.
- Estimates based on return to pre-disaster design, function, and capacity.

Category G: Parks, Recreation and Other

Purpose:

Damage to parks, recreational, and other facilities can impact the community's ability to respond and recover after the event. Consideration should be given to securing the damaged areas from public access.

Additional Information/Tips:

- Public mass transit facilities.
- Playground equipment, swimming pools, tennis courts, and recreation fields.
- Boat docks, ramps, and piers.
- Public-owned golf courses.
- Fish hatcheries.
- Determine insurance coverage and include applicable deductible in the damage assessment estimate. Explain if there is no or limited insurance to cover the damage.
- Estimates based on return to pre-disaster design, function, and capacity.

Facilities that do not fit into categories C-F fall in this Category. PNP-owned parks and recreational facilities are not eligible.

Resource Information

Ohio EMA Disaster Recovery Branch:
(614) 799-3665

FEMA Public Assistance Program (eligibility, debris operations, procurement, etc.):

<http://www.fema.gov/public-assistance-policy-and-guidance>

FEMA Schedule of Equipment Rates:

http://ema.ohio.gov/Recovery_PAGrantProgram.aspx

Ohio EMA Disaster Recovery Branch (Public Assistance forms, Assistance Toolbox, etc):

<http://ema.ohio.gov/RecoveryBranch.aspx>



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