



PEMA Directive

Number:	D2017-03
Effective Date:	September 8, 2017
Termination Date:	
Rescinds SOG Number:	Not Applicable


Title:
Commonwealth Damage Reporter

Scope:
This Directive affects State Agencies, Area Offices, Counties along with the Offices of External and Internal Operations and the Bureaus of Recovery and Mitigation and Planning, Training and Exercise.

Distribution:

- Emergency Management Coordinators
- Area Directors
- www.pema.pa.gov

By Direction of:



Richard D. Flinn, Jr.
Director, PA Emergency Management Agency

I. PURPOSE

- A. One of the key components of disaster recovery operations is the assessment of damages sustained during a manmade or natural disaster event. In order to provide relief for suffering citizens of the Commonwealth subsequent to a disaster, and to meet the prerequisites of either the Commonwealth or Federal disaster declaration assistance process, a system of damage assessment and reporting has been devised and is implemented with the guidance found in this Directive.
- B. Effective response and recovery assistance in any incident is completely dependent on timely, standardized, and accurate information. Usage of standardized systems by all levels of government is completely dependent on system availability, comprehensive training, and technical assistance. Usage of standardized systems contributes to an effective common operating picture.
- C. The Damage Reporter is designed to provide the Pennsylvania Emergency Management Agency (PEMA) and its partners the critical information required to evaluate the extent of disaster impact and determine the potential need for Commonwealth or Federal disaster assistance. Accordingly, it provides the purpose, authorities, duration, and details of the usage of the Damage Reporter software tools for timely, standardized, and accurate reporting of damages and impact for determining, requesting, and implementing comprehensive state and federal assistance.

Comments and Questions Regarding this Directive Should be Directed to:
Bureau of Recovery and Mitigation, Stephen Bekanich, 717-651-2146

II. AUTHORITIES

- A. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, 42 U.S.C. 5121 et seq. authorizes the President to declare that a major disaster or emergency exists. This “declaration” is the key to making available an array of Federal disaster assistance programs to State and local governments and individuals.

The Presidential disaster declaration can only be made once it has been determined that a declaration is necessary to assist in the recovery of the impacted area. Conducting a thorough damage assessment at the local and state level is crucial. Damage assessments determine the area impacted, the extent of the disaster, its impact on individuals and public facilities, and the types of federal assistance that may be needed. This information is included in the Governor’s request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments and that supplemental federal assistance is necessary.

The programs available are listed below:

B. **Public Assistance**

The President may authorize funds to State or local government for repair, restoration or replacement of a public facility damaged or destroyed by a major disaster. Generally, Public Assistance programs pay for 75 percent of the approved project costs. Public Assistance may include debris removal, emergency protective measures and public services, repair of damaged public property, essential government functions, and grants for public schools.

Public Assistance may also authorize funds for hazard mitigation measures that the State or local government determines to be necessary to meet the need for government services and functions in areas affected by the disaster.

C. **Individual Assistance**

Individual Assistance authorizes the provision of financial assistance to help meet other serious disaster-related needs and necessary expenses not covered by insurance and other aid programs. These may include replacement of personal property, and transportation, medical, dental, and funeral expenses.

Individual Assistance may also include temporary housing available for up to 18 months (using local resources) for displaced persons whose residences were heavily damaged or destroyed. Funding also can be provided for housing repairs and replacement of damaged items to make homes habitable.

D. **U.S. Small Business Administration (SBA) Loans**

Low-interest disaster loans are available after a disaster for homeowners and renters from the SBA to cover uninsured property losses. Loans may be used for repair or replacement of homes, automobiles, clothing, or other damaged personal property. Loans are also available to businesses for property loss and economic injury.

Additional disaster loan amounts, up to 20 percent, may be requested by business owners and homeowners to help pay for hazard mitigation actions that can be incorporated during the repair or rebuilding process.

E. Hazard Mitigation Grant Programs (HMGP) (Disaster and Non-Disaster)

Hazard Mitigation Grant Programs are broken down into two categories, Disaster and Non-Disaster Grants.

F. Disaster Grants (HMGP) are granted when areas of the Commonwealth are declared a "Federal Major Disaster Area" and are typically comprised of 15 percent above the total damage allotment granted by Federal Emergency Management Agency (FEMA). For example, if the major disaster damage totals equal \$30,000,000; an additional \$4,500,000 is added for mitigation activities under the disaster program. Under the Disaster Grants the contribution is typically 75 percent Federal and 25 percent State dollars.

G. Non-Disaster Grant Programs such as Pre-Disaster Mitigation (PDM) and Flood Mitigation Assistance (FMA) are awarded annually and are extremely competitive nationwide. A limited amount of money is allocated by Congress each year to both programs. These grants have varying ranges of Federal, State, and Local contributions based on the program and the types of impacted properties involved. Compiling damage assessment information on a regular and consistent basis can provide Hazard Mitigation Planners with a benchmark of areas that are frequently impacted by events. These benchmarks can allow planners, elected officials and emergency managers with important historical data as to where the need for mitigation dollars and projects can best serve stakeholders.

III. BACKGROUND AND SIGNIFICANCE

- A. The process of damage assessment has historically been manual. Damage reports were either faxed, emailed, or hand delivered to the next level of government. Those municipal reports were then compiled into summary reports and were either emailed or faxed to PEMA. As summaries were manually totaled, and based upon the extent of damages reported, subsequent onsite assessments were then conducted to verify damage reports. This entire process was extremely labor intensive and time consuming.
- B. With the development of advanced technologies, it became possible for more immediate rapid electronic assessments that include location identification by longitude/latitude, documentation of damages through photo imagery, database tracking for historical comparisons, and almost real time damage profile compilations of impacted jurisdictions.

- C. It was from this background and evolution that the Commonwealth Damage Reporter was developed. An electronic, internet based reporting system that supports municipal, county, state and private non-profits in rapidly collecting and reporting damage assessment data within their jurisdictions. Once reported, near real-time summaries of damages can be viewed in the Commonwealth Damage Reporter to determine if thresholds have been reached across the Commonwealth.

IV. SCOPE

- A. The Commonwealth Damage Reporter will be used by all Commonwealth political subdivisions, counties, and state agencies in reporting damages following a disaster event.
- B. The Commonwealth Damage Reporter captures damages at three levels:
1. Windshield Survey: cursory assessment by local authorities and reported to the county emergency management agency.
 2. Initial Damage Report (IDR): Based on results of the Windshield Surveys, PEMA Area Office Directors in consultation with County Emergency Management Coordinators (EMC) may determine that enough damage exists to request the conduct of a Joint PDA with federal agencies.
 3. Joint Preliminary Damage Assessments (PDA): Based on Area Director recommendation and BORM review of IDR data, the PEMA Director will request a Joint PDA via the FEMA Region III Recovery Branch Director or the Director of the SBA Disaster Assistance Field Office Center East. For large or high impact incidents, the PEMA Director may instruct BORM to begin coordination with FEMA, SBA, or other federal agencies to conduct a Joint PDA immediately following the incident.
- C. Access to and training for the Commonwealth Damage Reporter will be made available to all political subdivisions, private nonprofits as authorized by County EMCs, and state agencies.

V. TRAINING

- A. PEMA will ensure, according to roles and responsibilities in this document, that a comprehensive training program is available to all users of the Commonwealth Damage Reporter. Training will include a "just in time" component that would address the need for a surge of additional county or municipal personnel.
- B. Onsite Training on the Commonwealth Damage Reporter will be made available for local delivery September 1, 2017 with full implementation in each county to be completed before December 1, 2017. The preferred method of submission to PEMA Headquarters will be by submitting IDR Data provided via the Commonwealth Damage Reporter. This will take effect on or about December 1, 2017. In the event of extreme circumstances, PEMA will accept scanned or faxed handwritten information on the standard forms located in the Damage Reporter's documents section of this document.

- C. Three modules of virtual training will be made available through an online training environment or Learning Management System (LMS). This online content will also be available in a hands-on training environment through delivery and facilitation of Area Office and Bureau of Recovery and Mitigation (BORM) trainers. These trainings will be requested by counties to each Area Office. Any request that an Area Office cannot support due to other commitments, will be forwarded to the BORM for coordination and delivery.
- D. State, County, and Municipal agency personnel must complete the first two modules of online training prior to being issued their login credentials. The modules that must be completed are Module One (Damage Assessment) or an equivalent course and Module Two (Handheld and Consul Application Use). A knowledge check must be performed at the end of each module and a certificate will be issued upon successful completion. Once the certificates are provided to the respective Area Office, the county will be issued their login.
- E. Issuing of credentials will be handled in the following manner:
 - 1. BORM Staff will issue credentials to state agencies.
 - 2. Area Offices will issue one credential to each of their counties.
 - 3. County Administrator will be responsible to issuing additional logins to their county and municipal personnel. **(Upon successful completion of Module 1 and Module 2)**
- F. It is recognized that a hands-on learning environment is essential in assuring retention of the presented methods of performing a damage assessment that incorporates the use of new technology. A cache of mobile tablet devices will be maintained at each of PEMA's Area Offices and in the BORM offices to support the deliveries of Damage Reporter trainings and providing this practical learning opportunity. To schedule hands on training, counties should contact their respective Area Office.

VI. ROLES AND RESPONSIBILITIES

- A. Local Emergency Management Agencies and Other Organizations
 - 1. Shall be responsible to maintain a working knowledge of the damage assessment process and providing damage assessment information to their respective county coordinator upon request.
- B. County Emergency Management Agencies and County Emergency Management Coordinator (EMC)
 - 1. The county EMC will control access to the Commonwealth Damage Reporter for their county's emergency management personnel, municipal and support agency personnel. The county EMC may authorize user logins

for additional surge capacity personnel to support damage assessment following large or high impact incidents. The county EMC will monitor conditions in the county and will initiate the opening of a county parent incident for municipal windshield surveys when conditions warrant. The county EMC must maintain overall situational awareness of the incident's impact to the county, and ensure impact is reported accurately and comprehensively.

D. PEMA

1. BORM will be responsible for the Commonwealth Damage Reporter's system functionality and administration.
2. The Area Offices are the primary source of procedural and regulatory expertise to their respective counties, and are the counties' primary conduit of information for damage assessment, training, and technical support of the product during periods of use. The Area Directors will be responsible for monitoring windshield surveys provided by municipalities to their respective county emergency management agencies, and making recommendations to PEMA BORM on the need for a more comprehensive IDR. Area personnel will assist counties with the IDR to ensure compliance to established guidelines, verify validity of damages and impact, and provide procedural expertise. Based upon standardized training packages authorized by BORM subject matter experts and coordinated through Training and Exercise Division (TED), Area Directors will facilitate and participate in county level training and exercises. Area Directors will provide personnel and vehicles to support Joint PDA when necessary.

VII. CONCEPT OF OPERATIONS

A. Logistics and Systems Administration

1. BORM is designated as overall program and system administrator of the Damage Reporter. BORM will maintain electronic (PDF) copies of generated reports as well as official correspondence. BORM will set up initial email notification protocols that automatically notify certain key personnel when a specified level of damage assessment is entered in the Damage Reporter.
2. County EMCs will be designated as local administrators with the ability to grant user access within their county, and initiate Windshield surveys.
3. State Agencies: Supply a point of contact who will act as the agency person responsible for the entering of damage data on behalf of the respective state agency.
4. County EMA: input damage data as required.

5. Authority to create a parent incident in the Damage Reporter for each of the levels of damage assessment will be controlled by the following entities:
 - a. Windshield – County EMC or designated representative
 - b. IDR – PEMA Area Office Director, Commonwealth Response and Coordination Center (CRCC), BORM Director
 - c. Joint PDA – BORM Director

6. Selected members of BORM will act as system administrators and will perform the following functions (Select Emergency Operations Center (EOC) leadership may also be trained as backups to these functions in order to perform after hours and in emergencies):
 - a. Grant user login and access to county administrators and state personnel.
 - b. Reset passwords of county administrators and state personnel.
 - c. Maintain system settings.

- B. The County EMC or designated representative will act as system administrator for their county and will perform the following functions:
 1. Grant user login and access to county and municipal personnel.
 2. Reset passwords of county and municipal personnel.
 3. Identify and grant user access to surge personnel required for large incidents.

- C. Creation of incidents for damage assessment operations will follow standardized naming format.
 1. The format will be JURISDICTION - LEVEL OF ASSESSMENT - INCIDENT-DATE (Ex. LANCASTER – WINDSHIELD – SEVERE WEATHER - 22MAY2017)
 2. Jurisdiction may be either STATEWIDE or COUNTY.
 3. Level of assessment may be as follows:
 - a. WINDSHIELD
 - b. IDR
 - c. JOINT PDA
 4. All IDR and JOINT PDA assessments are STATEWIDE jurisdiction, unless being conducted for a severe and high impact incident known and verified to be contained to one county.
 5. All incident types will be named in accordance standard CRCC Incident naming.

6. Date will be in DDMMYYYY format.
- D. Access to Damage Reporter
1. Access to Damage Reporter will be accomplished by one of the following methods:
 - a. Web-based access such as internet explorer <https://dr.pema-kc.org>
 - b. AppStore for IOS or Play Store for Android and search **PEMA Damage Reporter.**

APPENDIX A REFERENCES

- A. PA Title 35, Section 7503
- B. Robert T. Stafford Disaster Relief and Emergency Assistance Act. Public Law 93-288, as amended, 42 U.S.C. 5121-5207
- C. The Post Katrina Emergency Management Reform Act of 2006 [PKEMRA]
- D. Title VI of the Department of Homeland Security Appropriations Act, 2007
- E. FEMA Public Assistance Policy Digest, FEMA 321, (Jan. 2008)
- F. Pre-Disaster Emergency Declaration Requests (May 18, 2012)
- G. Interim DAP 1004, Procedures for Processing Requests for Emergency or Expedited
- H. Title 44 of the Code of Federal Regulations (CFR), Emergency Management and Assistance Part 206
- I. Homeland Security Act (Public Law 107-296, as amended, 6 U.S.C. §§ 101 et seq.)
- J. Homeland Security Presidential Directive 5 (HSPD-5), Directive on Management of Domestic Incidents, February 28, 2003
- K. National Response Framework, May 2013
- L. National Incident Management System, December 2008
- M. FEMA Publication 1, November 2010
- N. Incident Management and Support Keystone, January 2011 297
- O. Presidential Policy Directive 8 (PPD-8), National Preparedness, March 30, 2011
- P. National Disaster Recovery Framework, MAY 2013
- Q. National Mitigation Framework, May 2013

Attachments: Attachment A Record of Change
Attachment B Damage Assessment Forms

Carbon Copy: Office of the Director
Executive Deputy Director
Special Assistant to the Director
Office of the State Fire Commissioner
Deputy Director for 9-1-1
Deputy Director for Administration
Deputy Director for Preparedness
Deputy Director for Response
Chief Counsel's Office
Legislative Affairs/Policy Office
External Affairs
Bureau/Office Directors
Area Offices

LOCAL DAMAGE ASSESSMENT
LIST OF DAMAGED SITES & SITE ESTIMATES

MUNICIPALITY/APPLICANT _____ DISASTER EVENT _____
 MUNICIPALITY/APPLICANT ADDRESS _____ POPULATION _____ COUNTY _____ DATE ____/____/____
 DATE FISCAL YEAR BEGAN ____/____/____ TOTAL ANNUAL BUDGET = \$ _____ UNCOMMITTED BALANCE AS OF ____/____/____ = \$ _____
 ANNUAL MAINTENANCE BUDGET = \$ _____ UNCOMMITTED BALANCE AS OF ____/____/____ = \$ _____
 POC NAME _____ POC PHONE _____ POC FAX _____ POC E-MAIL _____
 POC ADDRESS _____ PDA TEAM MEMBERS _____

Site #	Location (street address, directions from known point, and if available GPS coordinates - provide municipality/ownership map)	Damage, Description and Dimensions (give facility name, length-width-depth-ft.-sq.-cy.-tons- number of items, etc.)	Local Estimate of Cost \$	Insurance Coverage Y/N \$?	Impact of Damage (public health & safety - Essential / critical facilities- population adversely affected)	Special Considerations (1) (see bottom of continuation sheet)
1			\$	<input type="checkbox"/> YES <input type="checkbox"/> NO		
2			\$	<input type="checkbox"/> YES <input type="checkbox"/> NO		
3			\$	<input type="checkbox"/> YES <input type="checkbox"/> NO		
4			\$	<input type="checkbox"/> YES <input type="checkbox"/> NO		
5			\$	<input type="checkbox"/> YES <input type="checkbox"/> NO		
6			\$	<input type="checkbox"/> YES <input type="checkbox"/> NO		

Annotate local map to show site numbers above. Use reverse for detailed description of adverse effect on essential / critical facilities such as: Hospitals, Schools, Nursing Homes, Transportation, Communication, Water, Sewer, Emergency vehicle access, and Public Health and Safety



Public Assistance County Summary

Disaster Name: 4 - XCTesi-Flooding-3FEB2015							Disaster Type/Category: Flooding / Adverse/Severe Weather		Created On: 02/03/15 08:16			
PA-PDA SUMMARY	CAT	CAT	CAT	CAT	CAT	CAT	CAT					Per Capita
COUNTIES	A	B	C	D	E	F	G	Sub-Total	Insurance	TOTAL	Population	Threshold
Allegheny	\$456,835	\$103,170	\$882,306	\$35,465	\$415,370	\$569,539	\$163,161	\$2,645,946		\$2,645,946	1,223,348	4,000,348
Centre	\$8,225	\$22,023	\$392,452	\$15,000	\$8,000	\$8,000	\$1,150,205	\$1,603,905		\$1,603,905	153,990	503,547
Clearfield	\$266,000	\$19,324	\$2,169,419		\$40,000	\$535,000	\$84,300	\$3,114,043		\$3,114,043	81,642	266,969
Clinton	\$120,000	\$18,560	\$1,713,861				\$280,401	\$2,132,822		\$2,132,822	39,238	128,308
Columbia			\$12,081,000					\$12,081,000		\$12,081,000	87,295	235,055
Crawford	\$21,560	\$2,500	\$286,064				\$600	\$310,724		\$310,724	86,763	280,262
Fayette	\$35,666	\$17,745	\$1,826,933		\$1,000	\$12,000		\$1,895,344		\$1,895,344	136,606	446,702
Huntingdon	\$15,900	\$32,200	\$267,212				\$60,000	\$375,312	\$50,000	\$325,312	45,913	150,136
Jefferson	\$7,400	\$7,374	\$3,133,990	\$17,820	\$110,694		\$173,038	\$3,450,316		\$3,450,316	45,200	147,804
Lackawanna	\$43,023	\$13,970	\$379,298	\$1,971			\$670	\$438,932		\$438,932	214,437	701,209
Lawrence	\$31,030	\$5,739	\$1,029,373		\$36,448	\$10,000	\$30,000	\$1,142,560		\$1,142,560	91,168	297,923
Schuyler	\$3,000		\$46,082	\$9,078				\$58,160		\$58,160	148,289	484,955
Venango	\$33,259	\$7,500	\$433,965		\$30,000		\$4,358	\$909,082		\$909,082	54,984	179,798
Washington	\$65,633	\$28,847	\$72,705		\$4,302	\$11,000	\$29,500	\$201,267		\$201,267	267,820	679,671
Wayne	\$230,180	\$23,433	\$1,380,876			\$5,000	\$90,000	\$1,729,489		\$1,729,489	52,822	172,728
TOTAL	\$1,327,781	\$361,585	\$26,497,616	\$99,334	\$648,694	\$1,156,538	\$2,666,203	\$32,888,592	\$36,000	\$32,838,982	2,651,457	

Individual Assistance County Summary



Disaster Name: 4 - XCTesi-Flooding-3FEB2015										Disaster Type/Category: Flooding / Adverse/Severe Weather										Created On: 02/03/15 08:16																				
County	Affected Habitable										Minor										Major										Severely									
	Single Family		Multi Family		Manufacturing Home		% Low Income		% Insured		Business		Single Family		Multi Family		Manufacturing Home		% Low Income		% Insured		Business		Single Family		Multi Family		Manufacturing Home		% Low Income		% Insured		Business					
	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R	O	R						
1 Fayette	8																																							
2 Lackawanna	7																																							
3 Lawrence	13	1																																						
Total	28	1																																						
Category Totals	33										131										18										8									