

Vermont State Emergency Management Plan

RECOVERY MISSION AREA PLAN

**STATE OF VERMONT
EMERGENCY MANAGEMENT PLAN: RECOVERY PLAN**

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Section I: General Considerations and Planning Guidelines

1.1. Introduction

This plan is intended to establish policies that the state will implement to coordinate immediate and long-term recovery efforts for the rebuilding and revitalizing of affected communities following a natural, technological, or human-caused disaster.

This plan generally follows the guidance and principles of the National Disaster Recovery Framework (NDRF). As discussed in the NDRF: "...the State's role in recovery is to lead, manage, and drive the State-level recovery process, support local and community recovery efforts, keep the public informed, and be responsible for coordinating recovery activities..." The NDRF is a guide used by the Federal Emergency Management Agency (FEMA) to coordinate effective recovery support to states and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community.

Recovery begins during response. Recovery efforts should not wait until response efforts have concluded, but rather, staff should be devoted to recovery planning and preparation as early as possible in incident management to facilitate transition from response to recovery.

1.2. Purpose

The Vermont Recovery Mission Area Plan, hereafter known as the Recovery Plan, provides state and local jurisdiction emergency management personnel with guidance to effectively manage immediate and long-term recovery activities. The plan clarifies actions that state partners must take to support the recovery of their own operations and those of local jurisdictions and service providers. It also describes processes and mechanisms for requesting and using federal recovery assistance programs.

1.3. Scope

The scope of the Recovery Plan is limited to the Recovery Mission Area and all core capabilities associated with that mission area. As defined in the National Preparedness Goal (Second Edition, September 2015) the five mission areas (Prevention, Protection, Mitigation, Response, & Recovery) serve as an aid in organizing our national preparedness activities and enabling integration and coordination across core capabilities.

Mission Area: Recovery

The Recovery Mission Area includes those capabilities¹ necessary to assist communities affected by an incident to recover effectively. Support for recovery ensures a continuum of care for individuals to maintain and restore health, safety, independence, and livelihoods, especially those who experience financial, emotional, and physical hardships. Successful recovery ensures that the affected population can emerge from any threat or hazard stronger and positioned to meet the needs of the future. Recovery capabilities support well-coordinated, transparent, and timely restoration, strengthening, and

¹ For a complete list of core capability definitions, see Appendix A.

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revitalization of infrastructure and housing; an economic base; health and social systems; and a revitalized cultural, historic, and environmental fabric.

The ability of a community to accelerate the recovery process begins with its efforts in pre-incident preparedness: increasing resilience; collaborative, inclusive planning; and developing capacity to manage disaster recovery effectively. Developing and maintaining recovery core capabilities requires a multi-agency, interdisciplinary approach that engages the whole community, including a wide range of service and resource providers and stakeholders.

The whole community and government leaders have primary responsibility for planning and coordinating all aspects of their recovery and ensuring that organizations and individuals that play a key role in recovery are included and actively engaged. Following an incident, a well-coordinated management process allows recovery and community leaders to maintain open and transparent communication, share decision-making, expand and engage traditional and nontraditional partners, identify needs and priorities more effectively, reallocate and share existing resources, and identify other potential resources and expertise from both inside and outside the community.

Following any incident, recovery efforts are an opportunity to leverage solutions that increase overall community resilience and capitalize on existing strengths, while addressing weaknesses that may have existed pre-incident. Lessons learned from the post-incident environment on establishing leadership, a coordinating structure, and developing whole community partnerships can help influence pre-incident planning and build capability for future incidents. A table of recovery core capabilities and preliminary targets can be found in Appendix A.

This plan is a part of the Vermont State Emergency Management Plan (SEMP). Recovery responsibilities are defined and divided among designated Recovery Support Functions (RSFs). The various RSFs are defined in this plan in the Recovery Support Structure and Function section starting on page 28. This plan defines roles and responsibilities for local, state, and federal partners in recovery operations. It also recommends the roles and responsibilities for elected and appointed individuals, private industries, volunteer organizations, and civic organizations.

State Recovery responsibilities must include:

- Providing support to displaced and impacted individuals and organizations, as well as safety and security considerations, for as long as necessary.
- Conducting detailed damage assessments (individuals and households, infrastructure and businesses) to identify unmet needs and determine the need for state, federal, or other supplemental assistance.
- Identifying when long-term federal recovery programs need to be initiated.
- Disseminating consistent information to the public.
- Providing case management to assist affected individuals, where appropriate.
- Restoring essential public facilities and services.
- Coordinating volunteer organizations.
- Convening a Recovery Multi-Agency Coordination Group (RMACG), as appropriate.
- Identifying post-disaster hazard mitigation activities to reduce future risks.

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1.4. Situation

This plan is established based on the premise of a significant disaster that may cause extensive damage to transportation systems, utilities, public buildings, private housing, businesses, and/or the environment. Depending on the type and extent of the disaster or emergency, undesirable long-term health effects above established health standards might also occur. Many private and public facilities and buildings may need to be repaired, demolished, or isolated to ensure public safety.

There may be widespread disruption of energy sources resulting in prolonged power failure. Commercial telecommunication facilities might experience widespread damage, impairing communications throughout the disaster area and between the disaster area and other parts of the state. Damage to fixed facilities that generate, use, store, or dispose of hazardous materials could result in the release of hazardous materials into the environment.

The damage resulting from the disaster or emergency may include loss of life support systems and the loss of regional economic, physical, and social infrastructures. Thousands of victims may have been forced from their homes, and large numbers of deaths and injuries may have occurred. Hospitals, nursing homes, pharmacies, and other health/medical facilities may have been damaged or destroyed. The number of victims requiring attention may have overwhelmed those medical and health care facilities that have remained operable. Medical supplies and equipment may be in short supply. As a result of these impacts, disaster recovery programs for individuals and/or the public sector need to be implemented to ensure effective and timely recovery.

Vermont is no stranger to disasters. From 2000 to 2018, Vermont has had 18 major presidential disaster declarations, and every county in the state has been affected by at least one disaster. Flooding is the most frequent hazard faced by the state, with approximately 74% of the State's Major Disaster Declarations based on flooding, including flood damage sustained from tropical storms.

Local Incidents/Disasters

Local incidents/disasters are defined as those that involve single or multiple jurisdictions or incident sites for which response is within the capabilities of the jurisdiction(s) and/or routine mutual aid partners. The same applies for likely recovery activities – for local and minor incidents, the impacted jurisdiction(s) will have the capacity to meet emerging recovery needs.

Expanded Incidents/Disasters

Expanded incidents/disasters are similarly defined as those that affect single or multiple jurisdictions and may be considered regional in nature within the state. Expanded incident/disasters are beyond the capabilities of local responders and routine mutual aid partners and may require assistance from state-level entities or special teams such as the Hazardous Materials Response Team. In the case of recovery from an expanded incident, it is possible that coordinated effort from a RSF may be necessary.

Major Incidents/Disasters

Major incidents/disasters significantly affect multiple jurisdictions regionally within the state or state-wide. Impact may include damage to public infrastructure, numerous homes, and businesses. There is sufficient verified damage for the Governor to request an Emergency or Major Disaster declaration from the President. In the case of recovery from a major incident, it is possible that coordinated effort from one or more RSFs may be necessary.

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Catastrophic Incidents/Disasters

A catastrophic incident/disaster has state-wide or significant regional in-state impact that may result in loss of life and injuries and disrupt several sectors of infrastructure, which may take an extended time (months or years) to replace or repair. Additionally, normal government operations and services may be interrupted. A catastrophic incident may also damage many homes and businesses, resulting in displaced households and substantial economic impact.

In the wake of a catastrophic incident/disaster, the Governor may direct the extended Cabinet to act as the Vermont State Recovery Multi-Agency Coordination Group (RMACG). The State Coordinating Officer (SCO)—e.g. the Director of Vermont Emergency Management (VEM)—and the State Recovery Officer (SRO)—e.g. the VEM Recovery and Mitigation Section Chief—will staff the RMACG, as necessary. If a Joint Field Office (JFO) is established, the activities of the RMACG and the JFO will be coordinated by the SCO and the SRO, matching up with their respective federal counterparts.

The purpose of the RMACG is to provide recovery and restoration policy guidance:

1. To ensure that minimal safety and health standards are achieved during the recovery and restoration process.
2. To coordinate efforts to address significant long-term impacts (e.g. impacts on housing, government operations, agriculture, businesses and the economy, employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery.

The implementation of this plan is not dependent on the NDRF. The NDRF provides guidance for a catastrophic incident and could be implemented in whole or in part following expanded and/or major incidents.

1.5. Planning Assumptions

- An emergency or disaster has occurred. Actions to implement the provisions of this plan may begin before the incident has fully stabilized.
- For events that do not trigger federal assistance, the Task Forces in the Recovery Plan assist communities with recovery needs that exceed local resources.
- The emergency or disaster has caused significant damage, prompting reentry and recovery activities. These damages may have caused the loss of life support systems and the loss of regional economic, physical, and social infrastructures.
- The State Emergency Operations Center (SEOC) may be activated and staffed. The SEOC will support local jurisdiction requirements and requests for assistance that are beyond the capacity of the local jurisdiction.
- The magnitude of certain events will be such that effective response and recovery will be beyond the capability of the state and its political subdivisions. In these instances, the Governor will have requested federal assistance. Federal resources, coordinated through FEMA, will have been deployed to the state to provide assistance to the state and local governments. A JFO may be established. The NDRF may be activated.
- Many state and local jurisdiction emergency response personnel will likely suffer damage to their homes and personal property and will themselves be survivors of the event. There will be competition from citizens and communities for scarce resources.

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1.6. Roles and Responsibilities

- Specific partner responsibilities for emergency management are included in the appropriate Partner Annexes, included in the SEMP.
- These Partner Annexes were written by the respective state partners, with assistance from VEM staff, and outline partner responsibilities across the five mission areas of Prevention, Protection, Mitigation, Response and Recovery.
- Each RSF has a Chair from a designated coordinating agency.
- The RSF coordinating agency, with the assistance of VEM, provides leadership, coordination, and oversight for that particular RSF. Throughout the preparedness, response, and recovery phases, the coordinating agency ensures ongoing communication and coordination between the coordinating agencies and support organizations, and between federal agencies and corresponding local, state, and tribal authorities and nonprofit and private sector organizations. Lead agencies orchestrate state support within their functional area for affected local jurisdictions or areas of the state and may lead interagency field assessment or support teams as necessary.
- Support organizations are those entities with specific capabilities or resources that support the coordinating agency in executing the mission of the RSF. Both RSF coordinating and support agencies provide assistance when requested by the VEM Director, the designated Recovery Task Force Chair, or the SRO, consistent with their authority and resources, or as directed pursuant to the Governor’s emergency powers under 20 V.S.A. § 1 and 20 V.S.A. § 11 and this annex. When coordinating agencies are activated to lead an RSF, supporting agencies and organizations are expected to be responsive to RSF-related communication and coordination needs.

1.6.1. State Recovery Support Function Assignment

RSFs are collaborations of local, state, or federal organizations that work together to share information and resources. For each State RSF, a specific member of agency or department senior leadership is designated as the Chair of a Recovery Task Force (RTF) that carries out the roles and responsibilities of the RSF. State RSF coordinating agency and corresponding RTF assignments are as follows:

The Secretary of Transportation, or designated representative and Department Commissioners or designated representatives as appropriate for the **Infrastructure & Environmental Restoration RTF**

The Secretary of Human Services, or designated representative, and Department Commissioners or designated representatives as appropriate for the **Individual & Family Needs RTF and Health & Medical RTF**

The Secretary of Agriculture, Food & Markets, or designated representative for the **Agriculture RTF**

The Secretary of Commerce & Community Development, or designated representative for the **Housing RTF, Historic & Cultural Restoration RTF, and Economic & Community Development RTF**

The Commissioner of Buildings and General Services, or designated representative as the Donations Coordinator for the **Volunteer & Donations Management RTF**

The Executive Director, SerVermont as the Volunteers Coordinator for the **Volunteer & Donations Management RTF**

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1.7. Concept of Operations

1.7.1. General Responsibilities, Direction and Control

Decision authority in all phases of recovery rests with the appropriate elected authority of the jurisdiction(s) impacted by the event. In a major or catastrophic disaster, however, their resources may be quickly overwhelmed and they may require external assistance.

During the response phase of an incident or disaster, the SEOC will typically be at partial or full activation. State agencies will be organized under the framework of the National Incident Management System (NIMS), as required by Executive Order 26.1 of 2006 and Homeland Security Presidential Directive 5.

The Governor is responsible for providing direction and control of all state activities during and after an emergency or a disaster, including issuing a Declaration of Emergency, when appropriate. Authority to coordinate reentry and recovery activities is assigned to the Commissioner of the Department of Public Safety. This authority is subsequently delegated to the Director of VEM (20 V.S.A. §9, 20 V.S.A. §8, 20 V.S.A. §3).

The Governor directs state agencies to implement recovery activities through the execution of this plan. After a disaster, recovery responsibilities fall to the RSF. RTFs may be convened to carry out the responsibilities of the RSFs. As noted earlier, for each State RSF, a specific member of agency or department senior leadership is designated as the Chair of a RTF that carries out the roles and responsibilities of the RSF. That agency Chair has the responsibility of assembling the respective RTF members and carrying out the mission of that RSF. The RTF Chair develops guidance and standard operating procedures for rapid activation of their capabilities to support community recovery. RTF Chairs are the primary entity responsible for RTF planning and organization during steady state and post disaster.

The designated SCO will have overall responsibility for coordination of state resources and federal assistance and should therefore be a person with a high level of political authority who can be available throughout the initial response and through the recovery phase. The Director of VEM is typically the SCO.

While the SEOC is still focused on response activities, a discrete and well-resourced recovery effort can simultaneously begin within the Recovery Planning Unit of the Planning Section.

For larger and more complex incidents, incident stabilization takes multiple operational periods and a SRO may be appointed by the SCO to oversee a Recovery Unit added to the SEOC organizational structure within the Mission and Resource Support Section. The Recovery Unit assumes the recovery responsibilities previously housed in the Recovery Planning Unit of the Planning Section. As the incident transitions from response to recovery, the direction and control of the incident is transferred from the SEOC Manager to the SCO. For larger incidents, the role of the SRO will likely continue long after the SEOC returns to monitoring status. For smaller incidents, the recovery responsibilities typically transition to the VEM Recovery and Mitigation Section when the SEOC returns to monitoring status.

The SRO or the VEM Recovery and Mitigation Chief, if an SRO is not assigned, is designated to engage with the RSF coordinating agencies and organize and coordinate state recovery assistance. During this early recovery phase, the SRO works closely with partners involved in response to share information about damages and impacts, assistance provided, and unmet needs. There is necessarily some overlap

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between partners involved in response and RSF missions, but as recovery issues take center stage, the RSFs take over residual response activities associated with recovery. The timing of the transition from response partners to RSFs may vary for different activities.

The availability of financial assistance, or lack thereof, for residents and/or businesses will depend on the scale of the emergency or disaster.

1.7.2. Structures of Recovery

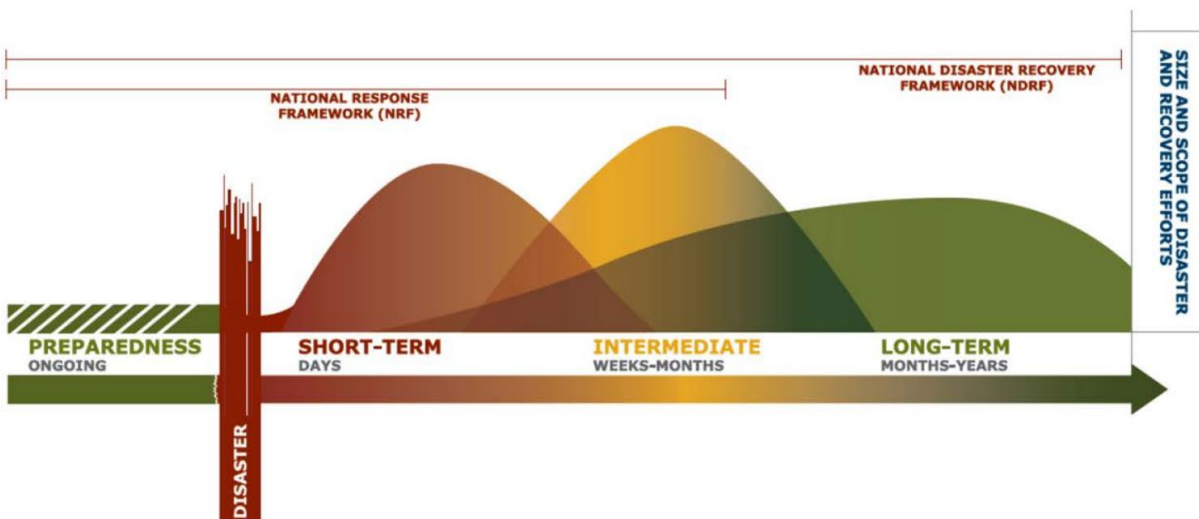
- The Governor may designate the extended cabinet to act as a **Recovery Multi-Agency Coordination Group (RMACG)** to provide policy guidance and oversight to the recovery and ensuing mitigation efforts. Roles and responsibilities of the RMACG are described in the Catastrophic Incident Section on page 5 of this plan.
- **Emergency Operation Centers (EOCs)** may be operational at local, state, and federal levels to coordinate reentry activities and to initiate recovery efforts of their respective governmental agencies. The EOCs will assist recovery operations by coordinating resources and logistical requirements being requested and provided by their governmental agencies.
- A **Joint Field Office (JFO)** may be established by FEMA to coordinate assistance for individuals, businesses, and public agencies. When a JFO is established, it serves as the primary location for the coordination of federal and state short- and long-term recovery operations. The system provides that the Federal Coordinating Officer (FCO)² and the SCO co-locate in the JFO along with other federal and state personnel. Recovery and mitigation operations, logistics, information and planning, financial management, and general administration are coordinated at the JFO.
- A **Joint Information Center (JIC)** may be opened during a disaster to provide information to the public and the media. It includes representatives from government entities involved in recovery efforts. The JIC will work in support of and close coordination with the JFO and EOCs.
- A **Federal Disaster Recovery Coordinator (FDRC)** will be designated and become part of the JFO staff to coordinate federal agency recovery activities.
- The **Vermont Voluntary Organizations Active in Disaster (Vermont VOAD)** is a forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response, and recovery—to help disaster survivors and their communities. Members of the Vermont VOAD form a coalition of non-profit organizations that respond to disasters as part of their overall mission.
- **Long Term Recovery Committees (LTRCs)** formed in nine regions of Vermont following Tropical Storm Irene in 2011. Although a few still exist, the majority dissolved upon completion of their mission, with the understanding that LTRCs may be established as needed for recovery from future incidents. LTRCs strengthen recovery coordination by sharing information, simplifying client access, jointly resolving cases with unmet needs, and helping affected families develop plans and access assistance. Their membership typically includes Regional Planning Commissions (RPCs), social service agencies, local non-profit human service providers, and volunteer organizations.
- The **Vermont Disaster Relief Fund (VDRF)** is a private non-profit organization formed following the spring 2011 flooding by the United Ways of Vermont in cooperation with the executive board of Vermont VOAD and VEM to be used specifically for long-term recovery. VDRF accepts private philanthropic donations. The VDRF Board of Directors allocates money from the fund and coordinates long-term recovery efforts throughout the state, bringing together the efforts of local and regional disaster recovery groups and funds.

² Please see page 9 for additional information on FCOs and FDRCs.

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- A **Disaster Recovery Center (DRC)** is the primary location within an impacted community/communities where federal, state, local, and non-governmental recovery assistance can be provided to individuals and families affected by a Presidential-declared disaster.

FIGURE 1: RECOVERY CONTINUUM



Source: *National Disaster Recovery Framework, Section Edition, June 2016*

The recovery continuum above highlights the reality that, for a community faced with significant and widespread disaster impacts, preparedness, response, and recovery are not and cannot be separate and sequential efforts. Laying an effective foundation for recovery outcomes is a key requirement of response activities, but planning for recovery begins before response.

1.7.3. Recovery Support Structure and Functions

Federal Recovery Support Functions (see figure 2 below)

Federal disaster operations make distinctions between response, programmatic recovery, and sustained recovery. Federal agencies involved in sustained recovery are organized by RSFs designated to provide technical assistance, resources, coordination mechanisms, and disaster-specific programs in support of recovery priorities identified by the State. Federal recovery-related programs are outlined in Section IV: Short and Long-Term Recovery.

By authority and direction of Public Law 93-288, as amended, the President appoints a **Federal Coordinating Officer (FCO)** to manage the federal response, recovery, and mitigation operations for each presidentially declared disaster or emergency. The FCO works directly with the SCO.

For major and catastrophic events, a **Federal Disaster Recovery Coordinator (FDRC)** is activated and deployed to implement a recovery operational coordination structure in close coordination with state and local recovery leadership. The FDRC is a focal point for incorporating a whole community approach, including recovery and mitigation considerations, into the early decision-making processes, monitoring the impacts and results of such decisions, and evaluating the need for additional assistance and adjustments where necessary and feasible throughout the recovery. The FDRC is a FEMA position and always a FEMA employee. Each FEMA Region employs a FDRC; however, the regional FDRC may not always be deployed to their region for a disaster. The FDRC works directly with the SRO.

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FIGURE 2: FEDERAL RECOVERY SUPPORT FUNCTIONS

Federal RSFs	Mission Summary	Participating Agencies or Equivalents
<p>COMMUNITY PLANNING CAPACITY BUILDING</p> 	<p>Coordinates expertise, capabilities, and assistance programs to aid local and tribal governments in building their local capabilities to effectively plan for and manage recovery and engage the whole community in the recovery planning process.</p>	<ul style="list-style-type: none"> • Coordinating Agencies: Department of Community Development, State Planning Agency • Primary Agencies: State Department of Community Development, State Emergency Management Agency • Support Agencies: Governor's Office, Regional Planning Organizations, State Budget Office
<p>ECONOMIC</p> 	<p>Coordinates expertise, capabilities, and assistance programs to help local, regional/metropolitan, State, tribal, territorial, and insular area governments and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities.</p>	<ul style="list-style-type: none"> • Coordinating Agency: Economic Development Agency • Primary Agencies: Economic Development Agency, Department of Tourism, State Agriculture Department • Support Agencies: State Chamber of Commerce, State Employment Office, Economic Development Districts
<p>HEALTH & SOCIAL SERVICES</p> 	<p>Coordinates expertise, capabilities, and assistance programs to support locally led recovery efforts to address public health, health care facilities and coalitions, and essential social services needs, including those needs of displaced individuals.</p>	<ul style="list-style-type: none"> • Coordinating Agency: State Department of Health • Primary Agency: State Department of Health • Support Agencies: State Agency on Aging, State Office of Mental Health Services, State Department of Behavioral Health, State Board of People with Disabilities
<p>HOUSING</p> 	<p>Coordinates expertise, capabilities, and assistance programs to support the delivery of resources to implement adequate, affordable, and accessible housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.</p>	<ul style="list-style-type: none"> • Coordinating Agency: State Department of Housing • Primary Agencies: State Department of Housing, State Affordable Housing Advisory Board • Support Agencies: State Housing Financing Agency, State Fair Housing Board, State Real Estate Board
<p>INFRASTRUCTURE SYSTEMS</p> 	<p>Coordinates expertise, capabilities, and assistance programs to efficiently facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards.</p>	<ul style="list-style-type: none"> • Coordinating Agency: Department of Public Utilities • Primary Agencies: State Department of Public Utilities, State Department of Transportation • Support Agencies: State Public Utility Commission, State Airport Authority, State Emergency Communications Board
<p>NATURAL & CULTURAL RESOURCES</p> 	<p>Coordinates expertise, capabilities, and assistance programs to support the protection of natural and cultural resources and historic properties to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with applicable environmental and historical preservation laws and Executive orders.</p>	<ul style="list-style-type: none"> • Coordinating Agency: State Department of Environmental Protection • Primary Agencies: State Department of Environmental Protection, State Historic Preservation Office, Tribal Historic Preservation Offices, Tribal Natural and Environmental Offices • Support Agencies: State Department of Fish and Wildlife, State Universities, State Cultural Agencies

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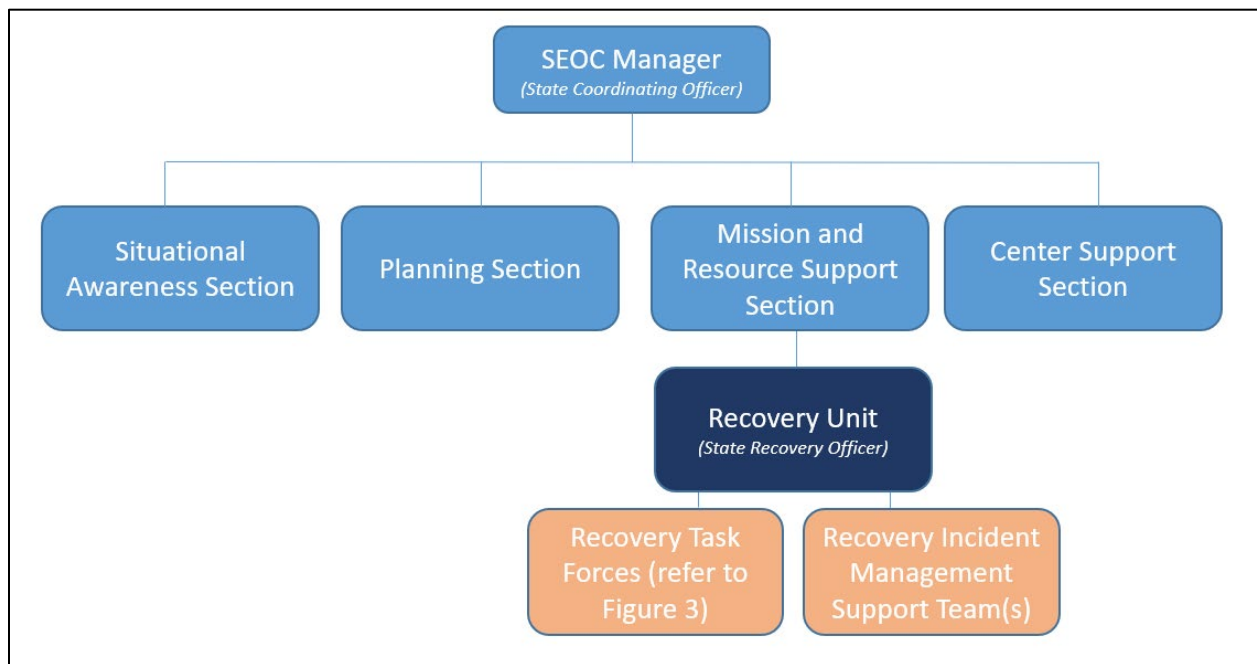
State-Level Recovery Support Structure (See graphics below)

The Governor, or the Governor’s Authorized Representative (GAR), the SCO and the SRO, if designated, or the VEM Recovery and Mitigation Section Chief will represent the state in interactions with federal recovery partners and local jurisdictions. The Governor may designate the extended cabinet to act as the RMACG to provide policy guidance and oversight to the recovery and ensuing mitigation efforts.

Figures 3 and 4 depict the organizational structure(s) used for recovery from a catastrophic incident/disaster. During the response phase, planning for recovery operations is done in the Recovery Planning Unit of the Planning Section³. Once the decision is made to activate one or more Recovery Task Forces (RTFs), the Recovery Planning Unit transitions to the Mission and Resource Support Section (MARS) as the Recovery Unit. That structure is depicted in Figure 3. After a catastrophic incident/disaster has been stabilized, the role of the Recovery Unit/SRO transitions and assumes responsibility for the ongoing work of the RMACG. That structure is depicted in Figure 4.

This progression of the recovery structure described recognizes that the role of the SRO evolves during the incident. This progression starts early in response, with recovery work done under the Planning Section and then moving into the MARS Section once RTFs have been activated. Once the SEOC has returned to monitoring after a catastrophic incident, the SRO assumes responsibility for the ongoing work of the RMACG.

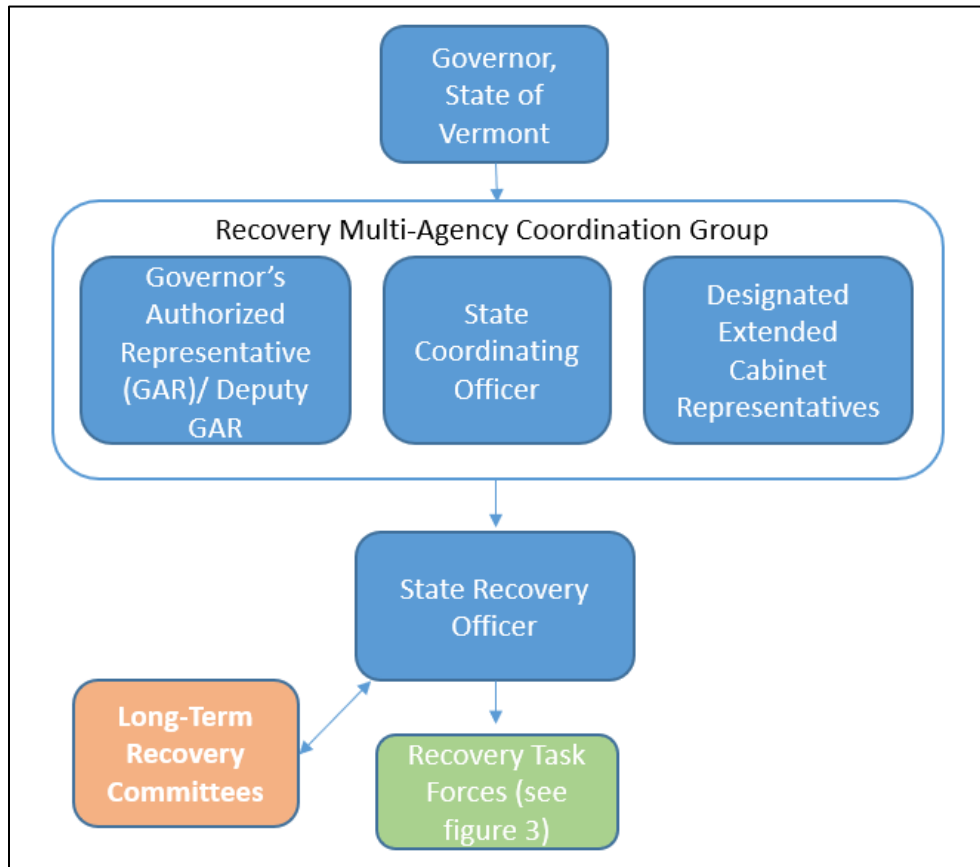
FIGURE 3: TRANSITION TO RECOVERY WHILE RESPONSE IS STILL UNDERWAY



³ For a detailed depiction of the SEOC structure during the response phase, see the Response Mission Area Plan.

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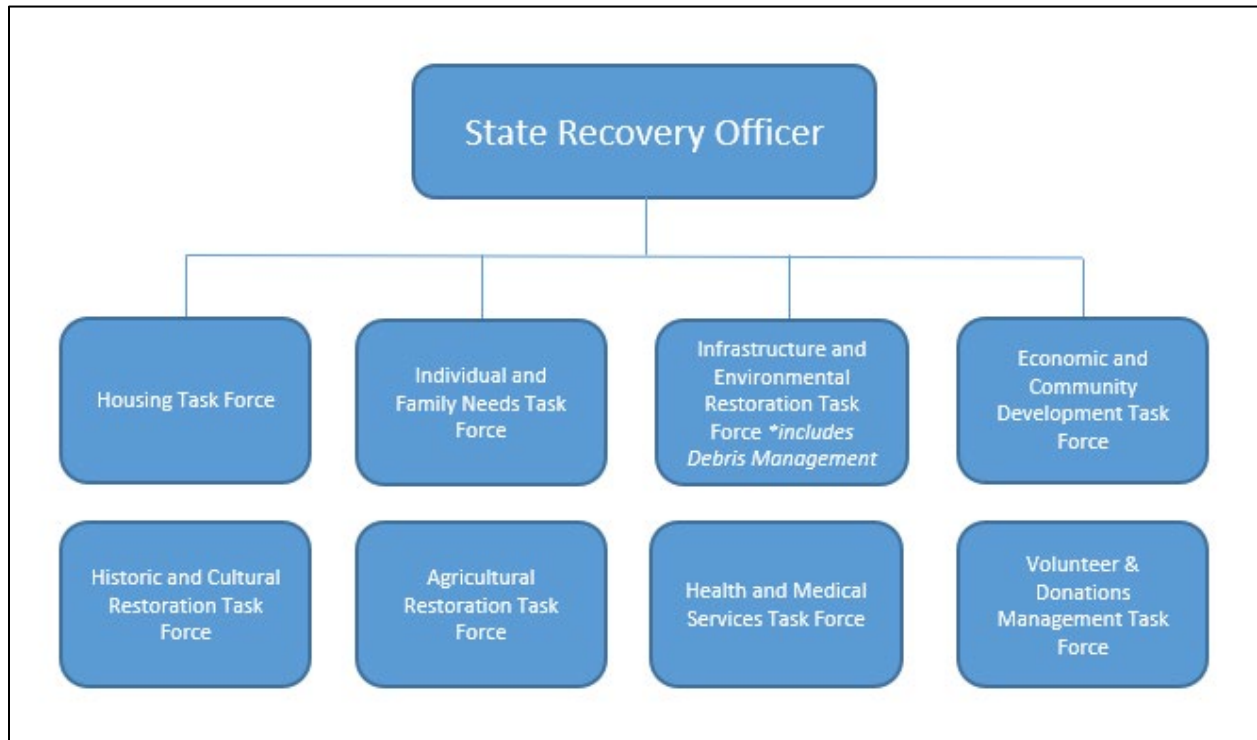
FIGURE 4: FULL LONG-TERM RECOVERY STRUCTURE



State Organization

1. As noted earlier, for each State RSF, a specific member of agency or department senior leadership is designated as the Chair of a RTF that carries out the roles and responsibilities of the RSF. There should be frequent communication and close coordination between RTF Chairs and agency leadership who serve on the RMACG.
2. Figure 5 depicts the State RTFs. The SEOC Manager and/or the SRO can organize RTFs into branches to fit the needs of state recovery operations and to address span of control following a catastrophic event. In other cases, branches may not be used at all. The following are example branches that RTFs could be organized into:
 - **Individual Assistance Branch:** Housing Task Force, Individual and Family Needs Task Force, Health and Medical Services Task Force, Volunteer & Donations Management Task Force.
 - **Economic and Community Recovery Branch:** Historic and Cultural Restoration Task Force, Economic and Community Development Task Force, Agricultural Restoration Task Force.

FIGURE 5: STATE RECOVERY STRUCTURE



3. Generally, the scopes of the RTFs are as follows. For more information, see the Recovery Task Force Annexes:

- **Individual and Family Needs:** This RTF is responsible for tracking Individual Assistance statistics, retaining up-to-date Preliminary Damage Assessment (PDA) and Damage Assessment results, retaining mass care and emergency assistance statistics, retaining information on voluntary agency participation, and addressing any social service needs that might arise after a disaster. This Task Force is chaired by the Individual Assistance Officer (IAO) within the Agency of Human Services (AHS).
- **Housing:** The Housing Task Force may be activated following a regional or state-wide event resulting in damage and loss of housing that exceeds the ability of existing state and local agencies to address. In most instances, the Housing Task Force is activated in response to a Presidentially declared disaster for Individual Assistance. While FEMA has the primary responsibility for meeting disaster-related housing needs, the Task Force supports FEMA’s Housing Team and advises it on the needs of Vermonters. The Task Force also helps to locate available rental housing, identifies gaps in assistance, assesses the need for temporary housing, and coordinates the response of housing agencies. This Task Force is chaired by the Commissioner of the Department of Housing and Community Development within the Agency of Commerce and Community Development (ACCD), or their designee.
- **Historic and Cultural Restoration:** The work of this support function is carried out by a Task Force known as the Historic and Cultural Restoration Task Force (H&CRTF). This Task Force may be activated in relation to a regional or state-wide event resulting in considerable damage to historic or cultural resources, including historic buildings, museums, art collections, town documents, and historic artifacts. This Task Force is chaired by the

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Commissioner of the Department of Housing and Community Development, or their designee.

- **Economic and Community Development:** The mission of this RTF is to sustain and/or rebuild businesses and employment, develop economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents, and support and build recovery capabilities and community planning resources for local and state governments needed to effectively plan for, manage, and implement disaster recovery activities. This RTF is responsible for the assessment and recovery of economic impacts to businesses and current and projected community development activities. This Task Force is chaired by the Commissioner of the Department of Economic Development, or their designee.
 - **Health and Medical:** The mission of this RTF is to assist locally-led recovery efforts in the restoration of the public health and health care networks to promote the resilience, health, and well-being of affected individuals and communities. This RTF is responsible for tracking the status of hospitals and medical facilities, mental health support facilities, support of Town Health Officers, and Community Action Programs. This Task Force is chaired by the Commissioner of the Department of Health, or their designee.
 - **Infrastructure and Environmental Restoration:** The mission of this RTF is to provide support to state, local, and other infrastructure owners and operators in their efforts to achieve recovery related to public infrastructure systems. This includes but is not limited to the following infrastructure sectors and subsectors: energy, water, dams, communications, transportation systems, government facilities, utilities, sanitation, areas of environmental concern, environmental activities, areas of hazardous materials concern, engineering, and flood control. Additionally, other systems that directly support the physical infrastructure of communities, as well as physical facilities that support essential services, such as public safety, emergency services, and public recreation are included. The coordinating agency for this RTF is the Agency of Transportation.
 - **Agricultural Restoration:** Vermont's Agricultural Restoration Task Force mission is to identify long and short-term impacts (direct and economic) on the state's agriculture sector and identify and coordinate the resources necessary to restore the agricultural economy. This RTF is chaired by the Secretary of the Agency of Agriculture, Food, and Markets, or their designee.
 - **Donations and Volunteer Management:** This RTF is responsible for tracking the status of and assisting with donations and volunteers and designing and operating as flexible state-level volunteer and donations management system. The Commissioner of Buildings and General Services (BGS) serves as the Donations Coordinator for the RTF and the Executive Director serves as the Volunteer Coordinator for the RTF.
4. A Public Information Officer (PIO) may be assigned to the JIC of the local jurisdiction or facility experiencing the event during the recovery phase. This PIO will normally come from VEM, but other agencies may be asked to provide augmentation.
 5. Private sector entities are essential recovery partners and should be included as members of RTFs as appropriate.

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Local Jurisdiction Recovery Support Structure

- Recovery will be conducted according to local plans, this State Recovery Plan, and the overall SEMP. Local emergency management personnel will operate from the local jurisdiction's EOC.
- Local agencies and first responders will operate in accordance with the plans, procedures, and Standing Operating Procedures (SOPs) for recovery.
- When requested to do so by VEM, each RPC will reach out to contacts identified on a town's Local Emergency Operation Plan (LEOP)/Local Emergency Management Plan (LEMP) to compile a report of damages and report them to VEM. This **Local Liaison** function provides situational awareness to VEM and to the SEOC, when activated. In the absence of county-level governance in Vermont, the RPC role as a Local Liaison is critical to the SEOC for manageable span of control. RPCs can continue to assist communities by participating in long-term recovery committees.

1.7.4. Federal-State Interface

Federal RSF Roles and Responsibilities

- Each RSF has a designated coordinating agency along with primary agencies and supporting organizations with programs relevant to the functional area.
- The RSF coordinating agency, with the assistance of FEMA Region 1, provides leadership, coordination, and oversight for that particular RSF. Throughout the post-disaster recovery phases, the coordinating agency, under the leadership and coordination of the FDRC, ensures ongoing communication and coordination between the primary agencies and support organizations and between federal agencies and corresponding local, state, and tribal authorities and non-profit and private sector organizations.
- A RSF primary agency is a federal agency with significant authorities, roles, resources, or capabilities for a particular function within an RSF. Primary agencies orchestrate federal support within their functional area for an affected state and may lead interagency field assessment or support teams as necessary.
- Support organizations are entities with specific capabilities or resources that support the primary agency in executing the mission of the RSF. The principal distinction between a primary and a supporting agency is the frequency with which the agency may be expected to actively participate in a RSF operation.
- RSF agencies provide assistance when requested by the FDRC or the designated RSF Field Coordinator, consistent with their authority and resources, or as directed pursuant to Section 402 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). When coordinating agencies are activated to lead an RSF, primary agencies and supporting organizations are expected to be responsive to RSF-related communication and coordination needs.

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State RSF-Federal RSF Crosswalk

The FEMA Region 1 All Hazards Plan identifies six RSFs while the Vermont Recovery Plan identifies eight RSFs (adding Agricultural Restoration and Individual and Family Needs). The chart below depicts how the missions of the state RSFs align with the federal RSFs:

State RSF	Federal RSF
Agricultural Restoration	Economic Recovery
Economic and Community Development	Economic Recovery; Community Planning and Capacity Building
Health and Medical Services	Health and Social Services
Housing	Housing Recovery
Infrastructure and Environmental Restoration	Infrastructure Systems; Natural and Cultural Resources
Historic and Cultural Restoration	Natural and Cultural Resources
Individual and Family Needs	Health and Social Services; Housing
Donations and Volunteer Management	Community Planning and Capacity Building; Health and Social Services

Section II: Pre-Event

2.1. General Preparatory Activities

Anyone who anticipates that they will have a role in recovery should: read this Recovery Plan in advance, make contact at least annually with other recovery partners they will interact with in implementing their role in the Recovery Plan, and participate in relevant trainings and exercises.

Recovery planners should also be aware of ongoing mitigation activities and opportunities at their jurisdictional level. When planning for long-term recovery post disaster, mitigation opportunities should be actively sought and incorporated at the project-specific and community level.

2.2. Mitigation in Long-Term Recovery

The State of Vermont makes full use of available federal hazard mitigation funding opportunities to implement mitigation measures at the state and local levels. The current edition of the State Hazard Mitigation Plan (SHMP) was approved by FEMA and is in effect as of November 2018. The SHMP is fully incorporated as a component of the SEMP. Pursuant to 44 CFR 201.4, the SHMP is required to focus on natural hazards. Mitigation planning efforts for technological and human-caused hazards are recognized and discussed in the Prevention and Protection Mission Area Plan.

Recovery planning is closely aligned with hazard mitigation and resilience building. Recovery and mitigation have a shared goal of increasing resilience, i.e. “the ability to adapt to changing conditions and withstand and rapidly recover from disruption due to emergencies”, allowing each to support and reinforce the other. Much of the research involved in the development of mitigation plans can be used to inform pre and post-disaster long-term recovery planning.

2.3. Training and Exercise

The State of Vermont sponsors, conducts, coordinates, and participates in training and exercise programs to enhance local and state recovery capacity. Specific trainings are identified in the annual Vermont Training and Exercise Plan.

For Public Assistance, the annual Public Assistance Administrative Plan identifies specific topics for both internal staff and external customer training. The Public Assistance Officer (PAO), a staff member in the VEM Recovery and Mitigation Section, is responsible for coordinating annual Public Assistance training outreach.

For Individual Assistance, training is coordinated through FEMA by the IAO and includes ongoing coordination with Vermont VOAD and VDRF. (Note: Any information included in this plan on Individual Assistance is preempted by any language adopted in an Individual Assistance Administrative Plan.)

For Hazard Mitigation, the Hazard Mitigation Administrative Plan is updated for each federally declared disaster. It identifies specific topics for both internal staff and external customer trainings. The State Hazard Mitigation Officer is responsible for coordinating annual hazard mitigation training outreach.

Section III: During Event Response

3.1 Background Information

During an event, the SEOC is constantly monitoring the situation to effectively address life safety issues and ensure accuracy of information and efficient use of resources. Actions taken during the response phase directly impact and inform the recovery phase; information collected during response could indicate a need to request federal funding assistance to support the recovery of impacted jurisdictions.

Public Assistance, Hazard Mitigation Assistance, and Individual Assistance are all potential federal funding opportunities that arise from a Major Disaster Declaration. The State of Vermont has received Federal Public Assistance for ten events since Tropical Storm Irene in 2011. None of these events have triggered the threshold for Vermont to request Individual Assistance. Section 3.2.1 focuses on requesting a Major Disaster Declaration based on the Public Assistance thresholds. Thresholds for Individual Assistance are discussed in Section 3.2.2.

3.1.1. Situational Awareness

After life safety issues and emergency access have been addressed, the focus of post-event assessment transitions to infrastructure damage assessment. Impact and damage assessments provide an early “snapshot” of incident impact on individuals and households, infrastructure, the government, and businesses. Assessments begin during the first operational period while response is underway and continue into the recovery phase. During severe events, the need for long-term recovery assistance may be identified early in the response.

ACCD has an online form to ensure consistent and collaborative collection of damages to businesses, agriculture, historic, and cultural resources in the event of a major regional or state-wide event. The system will be activated in the case of a significant regional or state-wide incident. When such an incident occurs, ACCD partners will have access to an online database and can assist businesses, farms, or cultural or historic resources that were impacted.

For planned events and weather events for which advanced notice is provided, RPCs may be put on notice to collect and submit Local Liaison reports during and immediately following events. These reports capture damages across public infrastructure and private property, as well as other elements of information necessary for SEOC situational awareness.

The reporting format for RPCs is provided by VEM and includes the Essential Elements of Information (EIs). EIs are information and data points the SEOC deems important for response and recovery. For more information on EIs, see the Response Mission Area Plan. The Local Liaison report contributes to SEOC Situation Reports.

Regardless of whether damage is expected to rise to a level at which a federal disaster will be declared, situational awareness must be conducted at both the local and state levels. When assessments are requested statewide, RPCs are expected to collect and submit not only reports from impacted communities, but also negative reports (i.e. reports of “zero” or “no damage”) for situational awareness.

If impacts from an incident overwhelm the resources and ability of local authorities, a community may ask the Governor to declare a State of Emergency. The Governor may also initiate a State of Emergency proactively for some or all regions of the state.

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3.2 Disaster Declaration Process

For both sudden onset and slow onset/planned events, RPC personnel are contacted by the SEOC or by VEM and asked to collect reports from their member communities within a specified timeframe. RPCs reach out to local contacts identified in the town's LEOP/LEMP and compile information for submission to the SEOC Situational Awareness Section during SEOC activations.

The SEOC analyzes the damage information collected through several sources, including the Local Liaison reports, to determine whether to pursue federal funding assistance through a Major Disaster Declaration. There are two sources of funding the State can request through a Major Disaster Declaration: Public Assistance and Individual Assistance. Hazard Mitigation Assistance (HMA), the third disaster funding source, is tied to Public Assistance funding. The HMA funding amount awarded is 15% of the Public Assistance total, added on to the total awarded amount. The processes by which the Public Assistance and Individual Assistance funding sources are requested are detailed below.

Based on authorities held at other federal agencies, emergency or disaster declarations may occur coincident with or separate from a Stafford Act Declaration. Those include but are not limited to declarations by the U.S. Environmental Protection Agency (EPA), the U.S. Department of Agriculture (USDA), the U.S. Department of Housing and Urban Development (HUD), the Small Business Administration (SBA), and the Federal Highway Administration (FHWA).

3.2.1 Public Assistance

When a disaster causes damage to public infrastructure, the state can request federal Public Assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (Public Law 93-288), if damages exceed the minimum Public Assistance thresholds (\$1 million statewide as of FFY'18).

After the initial damage is reported by local jurisdictions via their Local Liaisons, the State PAO implements the procedures detailed in the State Public Assistance Administrative Plan, which is updated annually and (re)approved by FEMA pursuant to the Stafford Act. Following the Public Assistance Administrative Plan, the PAO works with AOT to estimate monetary impacts of road, bridge, and culvert damages and with RPC and subject matter experts in State Government, as appropriate, to estimate monetary infrastructure damages. If damages meet or exceed minimum Public Assistance thresholds, the VEM Director or their designee requests a Joint Preliminary Damage Assessment (PDA) from the FEMA Region 1 Director. The damage assessment validates the local data and is the basis for requesting a Presidential Emergency or Major Disaster Declaration by the Governor.

Personnel participating in the PDA include local officials and state personnel with subject matter expertise and/or direct knowledge of all impacted FEMA Public Assistance Program categories: debris (category A); emergency protective measures (category B); roads and bridges (category C); water control facilities (category D); buildings and equipment (category E); utilities (category F), and parks, recreation, and other public facilities (category G).

The PDA provides damage estimates that indicate whether the damages are of sufficient magnitude to warrant federal assistance under the Stafford Act. FEMA's validated PDA results serve as the basis for a recommendation to the Governor regarding whether to request a Presidential Declaration of Emergency or Major Disaster.

Under 20 V.S.A., 001, section 45, the state reimburses a portion of non-federal share to local communities through the Emergency Relief and Assistance Fund (ERAF). FEMA typically provides 75% of

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eligible damage reimbursement, while a combination of state and local funds must pay the remaining 25%. For catastrophic events such as Tropical Storm Irene in 2011, the President may adjust the federal cost share to 90/10. Further, after Tropical Storm Irene, the Vermont legislature opted to adjust the state/local cost share formula to cap municipal property tax impacts.

When validated PDA results demonstrate sufficient magnitude of impact, the Governor will submit a request to the President for a federal disaster declaration. Such requests must be submitted within thirty (30) days of the beginning of the incident period.

When a Presidential Disaster Declaration is issued, the PAO works with the VEM PIO to schedule and widely publicize Applicant Briefings in impacted regions of the state through media distribution, social media, and notification to local Emergency Management Directors, RPCs, and AOT districts.

It is best practice for LEMPs to recognize the need for damage cost estimation and recording of expenses. Proof of damages repaired as emergency measures (early in the recovery period) must be documented for FEMA Public Assistance eligibility. The use of photography, both still camera and video, will support accurate assessments of damages, and GPS coordinates are required by FEMA. For further details refer to the Public Assistance Administrative Plan.

3.2.2 Individual Assistance

Assistance to individuals who have experienced disruptions in their lives due to an incident or event happens all the time. When homes and businesses are damaged in a small or large event, the first avenue of recovery should always be private insurance. Whether or not a disaster declaration is received, assistance is coordinated by IAO. If there is an event that causes significant damage to private residences but does not rise to the level of a Presidentially Declared Disaster, the IAO has responsibility for coordinating various state and voluntary agencies that have recovery capabilities. The IAO is an assigned individual at AHS and is lead for the Individual and Family Needs Task Force and activates the Task Force or selected member partners as appropriate. These agencies work closely with local and state emergency management partners to provide shelter, food, clothing, and social services to individuals and families. The IAO coordinates with VOAD, 211, and the American Red Cross (ARC) to compile information on displaced individuals and families, activate the Department of Children and Families (DCF) Division of Economic Services (DES) "Catastrophic Sheltering" program, and assign Disaster Case Managers.

Disaster Case Managers are assigned by the IAO or their designees and/or VOAD and/or the VDRF to support individuals and families as they move through recovery. The case manager will provide an empathetic ear, assess the needs of the individual/family, and prepare their case for submission to VDRF. Information resulting from the Disaster Case Management process will be forwarded to relief organizations to determine eligibility and support. The information collected will also support the federal Individual Assistance disaster declaration process.

For non-federally declared events, AHS and other partners, such as VDRF, provide assistance to affected families and individuals. FEMA may be able to offer coordination support through the FDRC, Community Planning Capacity Building Coordinator, or Voluntary Agency Liaison. This support would likely be limited and the state would need to request this support.

The mission of the Federal Individual Assistance Program is to ensure that individuals and families that have been affected by disasters have access to the full range of FEMA programs in a timely manner and that the best possible level of service is provided to applicants in the administration of these programs.

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Federal Individual Assistance is only available for major and/or catastrophic events. At the federal-level, Individual Assistance includes direct assistance to eligible individuals and households who, as a direct result of a major disaster or emergency, have uninsured or under-insured, necessary expenses and serious needs and are unable to meet such expenses or needs through other means. While Individual Assistance declaration thresholds are not as clearly defined as Public Assistance thresholds, as a small state, Vermont generally could request Individual Assistance when 100 to 150 uninsured or under-insured residences are significantly damaged.⁴ In addition to information collected through the Local Liaison reporting, Vermont Division of Fire Safety (DFS) site inspection reports provide information on significantly damaged residences. When a Presidential Individual Assistance Disaster is declared, the IAO works with FEMA to facilitate all related Individual Assistance programs, as defined and prescribed in 44 CFR, Part 206, Subparts D, E, and F. Individual Assistance activities are described in detail under Section IV: Short and Long-Term Recovery.

The use of photography, both still camera and video, will support accurate assessments of damages.

The State collects information about damage to private business⁵ and homes through various sources:

- Initial reports of damage are collected via the Local Liaison reports. Local officials collect and categorize information about the number of households and businesses that have been impacted and provide that information to the State through local Situation Reports.
- DFS conducts site inspections for multi-family residences and public buildings and individual residences, when requested. When DFS is aware of damages to structures—through notification from the VEM Watch Officer, the Vermont State Police, direct local reports, or the SEOC—they conduct site inspections. When damages are associated with a state-wide incident, DFS damage reports will be submitted to VEM. When the SEOC is partially or fully activated, this information will be submitted to the Information Collection Unit within the Situational Awareness Section. That information is shared with partners in the SEOC to inform decision-making and actions taken by SEOC partners. When the SEOC is not activated, information will be submitted to the VEM Watch Officer. The Watch Officer will share any reports from DFS with the VEM Recovery and Mitigation Section Chief.
- The Vermont Agency of Agriculture, Food and Markets (VAAF) reports farm damages to be reflected and captured in Situation Reports.
- ARC does initial, informal surveys of residential damage and responds to requests for support at local incidents. When deployed, they notify the AHS and the SEOC, if it is activated, or the Watch Officer, if the SEOC is not activated.

When residential damage reports are received from Local Liaisons, ARC, and DFS, the SEOC Manager will make a determination on whether to reach out to the FEMA Region 1 Liaison for assistance in requesting an Individual Assistance PDA⁶.

⁴ §206.48 of 44 C.F.R.

⁵ Note: FEMA does not offer Individual Assistance grants to businesses and farms. Business and farm loans are available through the Small Business Administration (SBA) and the Farm Service Agency (FSA) to repair or replace damaged property not covered by insurance, and to provide working capital. Please see page 25 for additional information on federal programs.

⁶ For more information on Individual Assistance programs, see *Appendix B: Individual Assistance Programs*

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Coordination with Federal Agencies

Upon declaration of an Emergency or Major Disaster by the President of the United States, the Governor will designate a Governor's Authorized Representative (GAR), a Deputy Governor's Authorized Representative (DGAR), a SCO, and a Deputy State Coordinating Officer (DSCO). The SCO reports directly to the GAR and acts as the state liaison with FEMA. The Governor may appoint the VEM Director, or other designee, as the SCO, and thereby consolidate the multi-level coordination of Vermont's emergency response and recovery. The appointment of the GAR and the SCO is memorialized in the Federal/State Agreement for the Emergency or Major Disaster.

FEMA appoints a FCO to represent the Federal government when a disaster is declared. The duties of the FCO include coordination of all federal assistance with state and local governments through the SCO.

Based on authorities held at other federal agencies, emergency or disaster declarations may occur coincident with or separate from a Stafford Act Declaration. Those include but are not limited to health emergencies, agricultural emergencies, and declarations by the FHWA, SBA, EPA, HUD, and USDA.

3.3 Transition from Response to Recovery

Markers of the transition from response to recovery

As an incident transitions from response to recovery, the direction and control of the incident is transferred from the SEOC Manager to a SRO during events for which an SRO has been designated. As noted earlier, for larger and more complex incidents, incident stabilization takes multiple operation periods and the Recovery Planning Unit in the Planning Section transitions to the MARS Section as the Recovery Unit. For smaller incidents, the recovery responsibilities typically transition to the VEM Recovery and Mitigation Section when the SEOC returns to monitoring status.

For all incidents, recovery begins as stabilization is underway. Markers of stabilization include:

- Provision of essential health and safety services;
- Congregate sheltering or other temporary sheltering is in place, if needed;
- Food, water, and other essential commodities are provided to those displaced;
- Disability-related assistance/functional needs support services are in place including basic psychological support and crisis counseling;
- Community-wide debris removal⁷, including clearing of primary transportation routes is underway;
- Restoration efforts are underway for all critical infrastructure lifeline sectors;
- Family reunification is occurring;
- Individual case management assessments are underway;
- Security and law enforcement functions have been reestablished;
- Assessment of damage to natural and cultural resources are underway.

3.4 Initiating Recovery During Response

Recovery begins while response activities are still underway. For most events, these activities will begin in the SEOC as staff assemble data on the extent of damages. In the initial stages of recovery, SEOC staff

⁷ For more information on debris management, see the Debris Management Plan.

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form the Recovery Planning Unit of the Planning Section. The focus for this unit is to work with the Situational Awareness Section to coordinate, source, and analyze information from various response entities. This information is used to determine future planning requirements to facilitate an integrated response and determine whether the Public Assistance and/or Individual Assistance thresholds have been met to justify a request for a Major Disaster Declaration. Once the decision is made to activate one or more RTFs, the Recovery Planning Unit transitions to the MARS Section as the Recovery Unit. It is the responsibility of the SCO to designate a SRO. If a Recovery Unit has been added to the SEOC structure, the SRO will oversee operations of the Recovery Unit. It is the responsibility of the SRO to convene the RMACG, or elements thereof, as appropriate. When the incident has been stabilized and the SEOC returns to monitoring status, the functions of the Recovery Unit revert to the SRO if one has been appointed, or to the VEM Recovery and Mitigation Section Chief.

If warranted, the Commissioner of Public Safety or the Director of VEM may recommend that the Governor seek federal disaster assistance, which may include a Presidential Emergency Disaster Declaration or Major Disaster Declaration, and/or designation of a FDRC.

Vermont's RSF coordinating structure is scalable and adaptable to meet different levels and types of needs, as well as the specific recovery requirements of large to catastrophic incidents. Each of the eight RSFs has a pre-designated coordinating agency that works with the corresponding Federal RSF, if activated. The SRO, if one is designated, or the VEM Recovery and Mitigation Section Chief works to promote communication and collaboration among the State and Federal RSFs.

Section IV: After Response - Short and Long-Term Recovery

4.1. Short and Long-term Recovery Priorities

Short-term recovery (stabilization) priorities are:

- Restoring life-saving and emergency services capability.
- Restoring and sustaining critical command, control, and communications capabilities.
- Conducting detailed damage and needs assessment for individuals, households, and infrastructure.
- Providing emergency assistance needs for food, clothing, and shelter.
- Restoring health and medical services capabilities.
- Providing emergency repairs to critical infrastructure.
- Coordinating debris removal and other steps necessary to ensure that are places are safe for people to reenter.

Long-term recovery priorities are dependent on the magnitude of the disaster but should focus on:

- Continuing operational capability of local and state government.
- Supporting interim and permanent housing solutions, including relocation and/or reconstruction in response to identified needs.
- Supporting the restoration of full health and medical services capability.
- Supporting additional assistance to individuals and families.
- Fostering economic revitalization by supporting business and agricultural redevelopment.
- Providing financial assistance for permanent repairs to infrastructure.

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4.2. Federal Recovery Programs

When a federal Major Disaster is declared, several federal programs become available⁸. As stated earlier, other emergency or disaster declarations may occur coincident with or separate from a Stafford Act Declaration. These include but are not limited to declarations by FHWA, SBA, USDA, and EPA.

For Individual Assistance, a variety of sheltering and housing programs become available if requested by the State. The IAO and SRO will consult with the Housing Task Force and the Individual and Family Needs Task Force (if activated) regarding the selection of specific housing, social service assistance, and sheltering programs. For Public Assistance, assistance for public infrastructure recovery is available. Requests to FEMA for programs that entail the State assuming financial responsibility for non-federal share will be made by the GAR, DGAR, or their designee.

In smaller events impacting homes and/or businesses, the Governor can request SBA Loan Program be implemented through a stand-alone SBA declaration, making Physical Injury Disaster Loans and Economic Injury Disaster Loans available.

Table 1 below lists federal programs that become available after a disaster, and the corresponding State RTF or organization that would support that program’s implementation in Vermont, if requested.

TABLE 1: FEDERAL PROGRAM AND STATE LEAD

Federal Program	Vermont State RTF	State Partner Lead
SBA Disaster Loan Program ⁹	Economic and Community Development RTF	Department of Economic Development, ACCD
Transitional Sheltering Assistance (TSA)	Individual and Family Needs RTF	AHS
Sheltering and Temporary Essential Power (STEP) ¹⁰	Individual and Family Needs RTF	AHS
Individual and Households Program (IHP)	Individual and Family Needs RTF	AHS
The Emergency Food Assistance Program (TEFAP) ¹¹	Individual and Family Needs RTF	Agency of Education (AOE)
Disaster Unemployment Assistance (DUA)		Department of Labor (DOL)
Social Security Benefits	Individual and Family Needs RTF	Department of Children and Families, AHS
Veterans Benefits		Office of Veterans Affairs
Tax Assistance		Department of Taxes
Disaster Legal Services		Vermont Legal Aid

⁸ For a list of Federal Disaster Relief and Disaster Loan programs, visit:

<https://www.benefits.gov/categories/Disaster%20Relief>

⁹ <https://www.sba.gov/disaster-assistance/>

¹⁰ https://www.fema.gov/media-library-data/20130726-1858-25045-8258/step_pilot_program_final_111612.pdf

¹¹ <https://fns-prod.azureedge.net/sites/default/files/tefap/pfs-tefap.pdf>

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Emergency Watershed Protection Program (EWP)	Infrastructure and Environmental Restoration RTF	Department of Environmental Conservation (DEC), Agency of Natural Resources (ANR)
National Emergency Grants (NEG)		Department of Labor
USDA FSA Disaster Assistance Programs ¹²	Agricultural Restoration RTF	Vermont Agency of Agriculture, Food and Markets (VAAFAM)
Federal Highway Administration Emergency Relief Program (ER)	Infrastructure and Environmental Restoration RTF	AOT
Environmental Protection Agency Disaster Recovery Programs ¹³	Infrastructure and Environmental Restoration RTF	Agency of Natural Resources (ANR)
Community Development Block Grant Disaster Recovery Assistance	Housing RSF, Economic and Community Development RTF, Historic and Cultural Restoration RTF	ACCD

4.3. Federal Recovery Support Functions

Federal RSF Descriptions

The FEMA Region 1 All Hazards Plan identifies eight RSFs. The following describes the agencies that will play roles during the activation of these RSFs and the objective statement guiding their activities:

- a. Community Planning and Capacity Building (CPCB)

CPCB RSF Objective:

Provide support across all Recovery Core Capabilities in their efforts to restore and improve the ability of the whole community to organize, plan, manage, and implement comprehensive pre- and post-disaster recovery actions and integrating nongovernmental and private sector partner resources into public sector recovery planning activities.

Coordinating Agency: DHS, FEMA

Primary Agencies: DHS, FEMA, Department of Housing and Urban Development (HUD)

Supporting Agencies: Corporation for National and Community Service (CNCS), US Department of Agriculture (USDA), Department of Commerce (DOC), Department of Health and Human Services (DHHS), Department of Homeland Security (DHS), Department of the Interior (DOI), Department of Justice (DOJ), Department of Labor (DOL), Department of Transportation (DOT), Environmental Protection Agency (EPA), General Services Administration (GSA), National Voluntary Organizations Active in Disaster (VOAD), Small Business Administration (SBA), U.S. Access Board, U.S. Army Corps of Engineers (USACE).

¹² https://www.fsa.usda.gov/Assets/USDA-FSA-Public/usdfiles/FactSheets/2017/fsa_disaster_assistance_programs_at_a_glance_oct2017.pdf

¹³ <https://www.epa.gov/homeland-security/epas-role-disaster-recovery>

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b. Economic Recovery

Coordinating Agency: Department of Commerce (DOC)

Primary Agencies: Department of Human Services, Federal Emergency Management Agency, Department of Commerce, Department of Labor, Small Business Administration, Department of Treasury, U.S. Department of Agriculture

Supporting Organizations: Corporation for National and Community Service, U.S. Department of the Interior, Environmental Protection Agency, Department of Health and Human Services

Economic Recovery RSF Objective:

Work with available programs and the private sector to: return existing economic and business activities (including food and agriculture) to a stable condition; facilitate the transition from disaster-related federal financial assistance to community self-sustainment by encouraging reinvestment and facilitating private-sector lending and borrowing; enhance existing systems and services; and develop new business and employment opportunities.

c. Health and Social Services (HSS)

Coordinating Agency: U.S. Department of Health and Human Services (HHS)

Primary Agencies: U.S. Department of Health and Human Services (HHS), Corporation for National and Community Service, Department of Homeland Security/FEMA, National Protection and Programs Directorate (NPPD), & Office for Civil Rights and Civil Liberties (CRCL), Department of Interior, Department of Justice, Department of Labor, U.S. Department of Education (ED), Environmental Protection Agency (EPA)

Supporting Organizations: Department of Transportation, Small Business Administration, Department of the Treasury, Department of Agriculture, Veterans Administration, American Red Cross (ARC), National Voluntary Organizations Active in Disasters (NVOAD)

HSS RSF Objective:

Work with health and social services networks to: restore and improve local health and social services functions; and enhance services and networks.

d. Housing

Coordinating Agency: Housing and Urban Development (HUD)

Primary Agencies: DHS/FEMA, Housing and Urban Development (HUD), Department of Justice, US Department of Agriculture

Supporting Organizations: Corporation for National and Community Service, Department of Commerce, Department of Energy, Environmental Protection Agency, Health and Human Services, Small Business Administration, U.S. Access Board, Veterans Administration, American Red Cross, National Voluntary Organizations Active in Disasters

Housing RSF Objective:

Provide information, technical assistance, and funding across existing federal authorities to support potential housing solutions that address the unmet needs of the whole community.

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e. Infrastructure Systems (IS)

Coordinating Agency: Department of Defense/US Army Corps of Engineers

Primary Agencies: Department of Homeland Security (FEMA & National Protection and Programs Directorate), DOD/USACE, Department of Energy, Department of Transportation

Supporting Organizations: Department of Homeland Security, Department of Defense, Department of Interior, Education Department, Environmental Protection Agency, Federal Communications Commission, General Services Administration, Health and Human Services, National Response Center, Department of the Treasury, Department of Agriculture

IS RSF Objective:

Work with public and private infrastructure owners and operators to minimize health and safety threats, efficiently and effectively restore critical infrastructure functions, and enhance systems and services.

f. Natural and Cultural Resources (NCR)

Coordinating Agency: Department of Interior

Primary Agencies: DHS/FEMA, Department of Interior, Environmental Protection Agency

Supporting Organizations: Advisory Council on Historic Preservation, Corporation for National and Community Service, Council on Environmental Quality Department of Commerce, Institute of Museum and Library Services, Library of Congress, National Endowment for the Arts, National Endowment for the Humanities US Army Corps of Engineers, US Department of Agriculture.

NCR RSF Objective:

Preserve, conserve, rehabilitate, enhance resiliency, and restore: natural and ecological systems; environmental resources; and cultural resources ensuring compliance with appropriate environmental and historic preservation executive orders, regulations, and laws.

g. Individuals and Families (I&F)

Coordinating Agency: Department of Homeland Security/FEMA

Primary Agency: Department of Homeland Security/FEMA

Supporting Organizations: American Red Cross, Health and Human Services, Voluntary Organizations Active in Disaster/Community Organizations Active in Disasters Partners.

I&F RSF Objective:

Provide support across all Recovery Core Capabilities in their efforts to assist members of the community who have remaining unmet needs after exhausting the traditional forms of assistance after large-scale and catastrophic incidents.

4.4. State Integration into Federal Recovery Support Functions

Based on the disaster assessment, only the RSFs that are needed will be deployed. As a result, not all State agencies will need to support the RSFs.

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The matrix that follows illustrates the State agency complement to the Federal RSF. The matrix is aligned under the assumption that all RSFs are operating at full capacity. Therefore, it represents the maximum level of support that would be required from State agencies and partners.

State RSF(s)	State coordinating agency/ies	Federal RSF	Federal coordinating agency/ies	Federal primary agencies	Federal supporting agencies
Agricultural Restoration	Dept. of Agriculture, Food & Markets	Economic Recovery	USDA	USDA, SBA	
Economic and Community Development	Agency of Commerce & Community Development	Community Planning and Capacity Building	DHS/FEMA	DHS/FEMA, HUD	CNCS, DOA, DOC, DHHS, DHS, DOI, DOJ, DOL, DOT, EPA, GSA, NVOAD SBA, USACE US Access Board
Health and Medical Services	Agency of Human Services	Health and Social Services	HHS	CNCS, DHS(FEMA, NPPD, and CRCL), DOI, DOJ, DOL, ED, EPA, VA	DOT, SBA, TREAS USDA, VA, ARC, NVOAD
Housing	Agency of Commerce & Community Development	Housing Recovery	HUD	DHS/FEMA DOJ, HUD, USDA	CNCS, DOC, DOE EPA, HHS, SBA, US Access Board VA, ARC, NVOAD
Infrastructure and Environmental Restoration	Agency of Transportation, Agency of Natural Resources	Infrastructure Systems; Natural and Cultural Resources	DOD/USACE	DHS (FEMA & NPPD), DOD/USACE DOE, DOT, EPA	DHS, DOC, DOD DOI, ED, EPA, FCC GSA, HHS, NRC, TREAS, USDA
Historic and Cultural Restoration	Agency of Commerce & Community Development	Natural and Cultural Resources	DOI	DHS/FEMA, DOI, EPA	ACHP, CNCS CEQ, DOC, IMLS, LOC, NEA, NEH USACE, USDA
Individual and Family Needs	Agency of Human Services	Health and Social Services; Housing	DHS/FEMA	DHS/FEMA	ARC, HHS, VOAD/COAD partners
Donations and Volunteer Management	Buildings and General Services for donations; SerVermont for volunteers	Community Planning and Capacity Building; Health and Social Services		ARC	

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4.5. Authority

- Vermont Statute (V.S.A.) Title 20 Chapter 1, §9. Emergency powers of the governor
- Vermont Statute Title 20 Chapter 1, §8. General powers of the governor
- Vermont Statute Title 20 Chapter 1, §3. Vermont emergency management division
- Constitution of the State of Vermont Chapter 2, §20. Embargoes
- 44 Code of Federal Regulations (CFR) 350, Federal Emergency Management Agency (FEMA)
- 10 CFR 50, Appendix E (Emergency Plans for Production and Utilization Facilities)
- Nuclear Regulatory Commission Guidance (NUREG) Document 0654/FEMA Radiological Emergency Preparedness (REP) 1
- National Disaster Recovery Framework
- Additional Authorities/References listed in the SEMP Base Plan

Section V: Plan Maintenance

This Mission Area Plan should be reviewed annually or after any incident in which it is used. The review is performed to ensure compatibility and compliance among the concepts and commitments included. Items requiring correction will be handled during the next scheduled revision (every five years) or immediately, depending on the seriousness of the item.

Plan revisions may be made at any time to correct deficiencies identified during the review cycle or during training, exercises, or real events. Revised pages are to be dated and the text marked to show where changes have been made. VEM has the overall responsibility for emergency planning and coordination of state resources in emergency operations. The Director of VEM will ensure appropriate distribution of the Recovery Mission Area Plan and any changes thereto.

VEM will obtain and maintain documentation that each designated Recovery Task Force Chair reviewed and agreed to the Task Force Annex.

Section VI: Attachments

Recovery Support Function Annexes

Appendix A: Recovery Core Capabilities and Preliminary Targets

Appendix B: Individual Assistance Programs

Standard Operating Guides or Supportive Documents (housed in agency programs):

Public Assistance Admin Plan and SOP

Hazard Mitigation Administrative Plan

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Appendix A

Recovery Core Capability and Preliminary Targets

Recovery Mission Area Core Capabilities and Preliminary Targets	
Planning	<p>Conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.</p> <p>1. Convene the core of an inclusive planning team (identified pre-disaster), which will oversee disaster recovery planning.</p> <p>2. Complete an initial recovery plan that provides an overall strategy and timeline, addresses all core capabilities, and integrates socioeconomic, demographic, accessibility, technology, and risk assessment considerations (including projected climate change impacts), which will be implemented in accordance with the timeline contained in the plan.</p>
Public Information & Warning	<p>Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.</p> <p>1. Reach all populations within the community with effective actionable recovery-related public information messaging and communications that are accessible to people with disabilities and people with limited English proficiency, protect the health and safety of the affected population, help manage expectations, and ensure stakeholders have a clear understanding of available assistance and their roles and responsibilities.</p> <p>2. Support affected populations and stakeholders with a system that provides appropriate, current information about any continued assistance, steady state resources for long-term impacts, and monitoring programs in an effective and accessible manner.</p>
Operational Coordination	<p>Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.</p> <p>1. Establish tiered, integrated leadership, and inclusive coordinating organizations that operate with a unity of effort and are supported by sufficient assessment and analysis to provide defined structure and decision-making processes for recovery activities.</p> <p>2. Define the path and timeline for recovery leadership to achieve the jurisdiction’s objectives that effectively coordinates and uses appropriate local, state, tribal, territorial, insular area, and Federal assistance, as well as nongovernmental and private sector resources. This plan is to be implemented within the established timeline.</p>
Economic Recovery	<p>Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.</p> <p>1. Conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities.</p> <p>2. Ensure the community recovery and mitigation plan(s) incorporates economic revitalization and removes governmental inhibitors to post-disaster economic sustainability, while maintaining the civil rights of citizens.</p> <p>3. Return affected area’s economy within the specified time frame in the recovery plan.</p>

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Health and Social Services	Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.
<ol style="list-style-type: none"> 1. Identify affected populations, groups and key partners in short-term, intermediate, and long-term recovery. 2. Complete an assessment of community health and social service needs, and prioritize these needs, including accessibility requirements, based on the whole community's input and participation in the recovery planning process, and develop a comprehensive recovery timeline. 3. Restore health care (including behavioral health), public health, and social services functions. 4. Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members in accordance with the specified recovery timeline. 	
Housing	Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
<ol style="list-style-type: none"> 1. Assess preliminary housing impacts and needs, identify currently available options for temporary housing, and plan for permanent housing. 2. Ensure community housing recovery plans continue to address interim housing needs, assess options for permanent housing, and define a timeline for achieving a resilient, accessible, and sustainable housing market. 3. Establish a resilient and sustainable housing market that meets the needs of the community, including the need for accessible housing within the specified time frame in the recovery plan. 	
Infrastructure Systems	Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
<ol style="list-style-type: none"> 1. Restore and sustain essential services (public and private) to maintain community functionality. 2. Develop a plan with a specified timeline for redeveloping community infrastructures to contribute to resiliency, accessibility, and sustainability. 3. Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan. 	
Natural and Cultural Resources	Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.
<ol style="list-style-type: none"> 1. Implement measures to protect and stabilize records and culturally significant documents, objects, and structures. 2. Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery. 3. Complete an assessment of affected natural and cultural resources and develop a timeline for addressing these impacts in a sustainable and resilient manner. 4. Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan. 	

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Appendix B

Individual Assistance Programs

The following program descriptions includes those that could be requested because of a Major Disaster declaration. The programs below that would result from an Individual Assistance declaration, will also be included in an Individual Assistance Administrative plan, once developed.

Transitional Sheltering Assistance

Transitional Sheltering Assistance (TSA), authorized under Section 403 and Section 502 of the Stafford Act, as amended, is intended to provide short-term lodging to those evacuees from identified areas who, after an evacuation, cannot return to their homes for an extended period of time, i.e. 5-14 days, because their community is either uninhabitable or inaccessible due to disaster-related damages.

TSA requires approval of Section 408, Federal Assistance to Individuals and Households. It is funded under Section 403 of the Stafford Act and is subject to Public Assistance regulations on cost-share. This policy is designed to reduce the number of evacuees in congregate shelters by transitioning those evacuees that have been verified as being displaced from their primary residence to short-term accommodations. TSA is not temporary housing.

TSA must be requested by the State. The State sets eligibility criteria. It applies to participating hotels/motels only. Direct payments are made to the hotel/motel up to the dollar amount set by the State. TSA assistance does not count against an individual's maximum grant.

To participate, hotels must register with Corporate Lodging Consultants (CLC). CLC conducts outreach to hotels to encourage participation. Hotels can change the number of available TSA rooms, or opt in/out of participation at any time. Participating hotels are found at www.FEMAEvacHotels.com. All lodging arrangements are made between the Applicant and the Hotel.

FEMA pays room rate and taxes up to the allowable GSA rate per location. Additional fees or incidentals are the responsibility of the survivor. Any amount above the allowable GSA rate is the responsibility of the survivor.

The survivor process for TSA is as follows:

- Survivor registers for FEMA
- Eligibility is determined
- Survivor checks into participating hotel
- Survivor leaves hotel
- Survivor identifies permanent housing plan
- Survivor is provided resources

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Barriers to leaving TSA include: primary home damaged/without power; lack of funds for new rental; lack of affordable rentals; waiting on repairs to damaged dwelling; proximity to medical services; increased living expenses; survivors not eligible for other forms of assistance.

Possible Available Resources:

- FEMA Rental Assistance
- FEMA Housing Repair Assistance
- FEMA Direct Housing
- Shelter and Temporary Essential Power (STEP)
- Volunteer Agencies Leading and Organizing Repair (VALOR)
- HUD Subsidized Housing
- State/Local Non-profit
- Volunteer Agencies

The Sheltering and Temporary Essential Power (STEP) program is an emergency work program which enables eligible individuals or families whose homes were damaged to take shelter in their own homes while they rebuild. STEP is an alternative to support sheltering needs. It is meant to provide the most basic life sustaining needs for emergency sheltering. It is not a permanent repair program.

The Governor or GAR must submit a written request for STEP to the FCO designating the requested areas for STEP. The request must demonstrate that sheltering needs significantly exceed capacity, and that the State or administering local government has the legal responsibility to perform the emergency work under STEP.

Upon completion of STEP, applicants will be ineligible for other shelter assistance, including TSA or Lodging Expense Reimbursement. Direct Housing or continued temporary housing assistance may be approved on a case-by-case basis for those participating in STEP.

Eligible properties under STEP include disaster-damaged single family owner-occupied residential properties only, to include duplexes and townhouses. Travel trailers, mobile homes, and RVs are not eligible. Other types of owner occupied residences may only be approved by the FCO on a case-by-case basis. Commercial properties and commonly owned areas, structures, or equipment are not eligible for STEP.

Individual and Households Program

The Individual and Households Program (IHP) provides financial assistance and direct services to eligible individuals and households who have uninsured or underinsured necessary expenses and serious needs. IHP is not a substitute for insurance and cannot compensate for all losses caused by a disaster; it is intended to meet the basic needs and supplement disaster recovery efforts.

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There are two categories of IHP assistance:

- Housing Assistance (HA)
- Other Needs Assistance (ONA)

Individuals and households may receive more than one type of Housing Assistance, including a combination of financial assistance and direct services. Housing Assistance includes financial assistance for rental assistance, lodging expenses, home repair and replacement.

Direct Housing Assistance programs include

- Manufactured Housing Units (MHUs)
- Multi-Family Lease and Repair (MLRP)
- Permanent Housing Construction (PHC)

FEMA may provide Direct Housing Assistance in two forms:

- Direct Temporary Housing Assistance
- Permanent Housing Construction (PHC)

These types of assistance do not count against the applicant's maximum amount of assistance available under the IHP. FEMA may only provide Direct Temporary Housing Assistance when eligible applicants are unable to use Rental Assistance to secure temporary housing. Direct Temporary Housing Assistance includes providing Temporary Housing Units (THUs) through Multi-Family Lease and Repair, or placing MHUs on private, commercial, or group sites.

A Temporary Housing Unit (THU) is defined as a house, apartment, cooperative, condominium, manufactured home, or other dwelling acquired by purchase or lease and made available to eligible applicants for a limited period of time. The term "THU" includes manufactured housing units.

A Manufactured Housing Unit (MHU) is defined as a manufactured home or other readily fabricated dwelling owned by FEMA and provided to eligible applicants for use as temporary housing for a limited period of time.

Wrap-around services address the support eligible applicants need while living in the THU. Wrap-around services may include basic social services, access to transportation, police/fire protection, emergency/health care services, communications, utilities, grocery stores, child care, and educational institutions.

Multi-Family Lease and Repair (MLR) is a form of Direct Temporary Housing Assistance that allows FEMA to repair or make improvements to existing multi-family housing units (e.g. apartments).

FEMA may utilize these types of units as temporary housing for eligible applicants who are unable to use Rental Assistance due to a lack of available resources. MLR is not intended to repair or improve individual units to re-house existing tenants.

FEMA must verify that one or more properties meet the following conditions of eligibility:

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- The property must have been previously used as multi-family housing;
- The property must be located in an area included in a major disaster or emergency declaration;
- The property must be located within reasonable access to community and wrap-around services such as schools, fire and emergency services, grocery stores, etc.

MLR properties must not be located in a SFHA as identified on the available flood hazard information or a potential flooding area as identified on the Advisory Flood Hazard Information (AFHI). The property must be available to be leased to FEMA allowing FEMA's exclusive use as temporary housing for eligible applicants for a term of no less than 18 months. The property owner must provide all property management services, including building maintenance, except where the property is leased or contracted from another government entity, in which case FEMA may directly provide such services.

Permanent Housing Construction (PHC)

FEMA may provide financial assistance or direct assistance to individuals and households to construct permanent or semi-permanent housing in locations where no alternative housing resources are available, and other types of Temporary Housing Assistance are infeasible or not cost-effective. PHC may be provided in the form of direct assistance such as repairs or new home construction. Repairs and new construction provided under PHC are limited to real property components eligible under FEMA Housing Assistance such as heating, ventilating, and air conditioning (HVAC), walls, floors, ceilings, etc.

FEMA may authorize PHC for pre-disaster homeowners. Similar to other forms of Direct Housing Assistance, FEMA prioritizes applicants with a real property verified loss of at least \$17,000. Applicants who have less than \$17,000 in FEMA-verified losses may submit an appeal with documentation that demonstrates they are not able to use FEMA financial assistance to secure temporary housing or afford repairs to make their home safe, sanitary, and functional.

In addition to meeting general conditions of eligibility, applicants must meet both of the following conditions in order to receive PHC:

- Applicants must disclose to FEMA all grants and assistance received, including SBA disaster home loans, and return any funds determined to be a Duplication of Benefits to FEMA prior to construction, including previously awarded Repair or Replacement Assistance.
- Applicants do not have insurance for repair or replacement.

The maximum for PHC is \$60,000 but it can be adjusted with FEMA Headquarters Approval.

FEMA will only authorize Direct Housing Assistance in response to a written request from the SCO or GAR. FEMA's Assistant Administrator has the authority to approve Direct Housing Assistance and to specify relevant conditions for implementation.

Disaster Housing Task Force. The Housing Task Force takes the lead in determining the scope of disaster-caused housing needs, exploring available rental resources and feasible alternatives, and developing housing solutions.

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FEMA may extend Direct Temporary Housing Assistance beyond the 18-month period of assistance when the Governor, GAR, or SCO requests an extension in writing, due to extraordinary circumstances when doing so is in the public interest. The request should include supporting documents demonstrating the housing need.