



**USAID/FEMA Operational Blueprint for
Disaster Relief and Reconstruction in the
Federated States of Micronesia (FSM) and the
Republic of the Marshall Islands (RMI)
*- January 31, 2017 -***

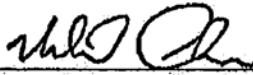


**AMENDMENT TO THE OPERATIONAL BLUEPRINT FOR
DISASTER RELIEF AND RECONSTRUCTION IN
THE FEDERATED STATES OF MICRONESIA AND
THE REPUBLIC OF THE MARSHALL ISLANDS**

On November 4, 2008, primary U.S. Government responsibility for the provision of disaster relief and reconstruction assistance to the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI) transferred from the Department of Homeland Security, Federal Emergency Management Agency (FEMA) to the U.S. Agency for International Development (USAID). See Consolidated Natural Resources Act of 2008 (P.L. 110-229).

On January 5, 2009, FEMA and USAID signed a Memorandum of Understanding (MOU) to adopt the Operational Blueprint: FEMA-USAID Strategy for Disaster Mitigation, Relief and Reconstruction in the Federated States of Micronesia and the Republic of the Marshall Islands (the Operational Blueprint), which outlined the roles and responsibilities of both Agencies, the types of assistance to be provided to FSM and RMI, and the processes by which assistance would be provided.

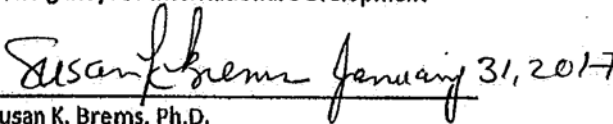
The MOU provided that the Operational Blueprint could be modified by joint agreement of the FEMA Region IX Regional Administrator, the USAID Office of U.S. Foreign Disaster Assistance (OFDA) Director, and the USAID Regional Mission Director responsible for disaster response in the FSM and RMI. The following document amends and restates the Operational Blueprint and shall be used for all future disasters.

 1/19/17

Robert J. Fenton
Regional Administrator
Region IX
Federal Emergency Management Agency

 Jan 19, 2017

Carol Chan
Director, Acting
Office of U.S. Foreign Disaster Assistance
U.S. Agency for International Development

 January 31, 2017

Susan K. Brems, Ph.D.
Mission Director
Philippines, Pacific Islands and Mongolia
U.S. Agency for International Development

Table of Contents

- 1. Introduction 1
- 2. Purpose and Scope of the Operational Blueprint 2
 - 2.1 Purpose 2
 - 2.2 Scope..... 2
- 3. Critical Considerations 3
- 4. Authorities, Regulations, Policies and Directives..... 3
- 5. Roles and Responsibilities..... 4
 - 5.1 Compact Nations..... 4
 - 5.2 U.S. Embassy/Chief of Mission..... 4
 - 5.3 USAID 4
 - 5.4 DHS/FEMA..... 5
 - 5.5 USAID's Implementing Partner 5
 - 5.6 Other Federal Agencies..... 6
 - 5.7 NGOs, IOs, and Donors..... 6
- 6. Concept of Operations 6
 - 6.1 Pre-Disaster Activities 6
 - 6.2 Disaster Assistance Prior to a U.S. PDD..... 6
 - 6.2.1 Disaster Assistance Emergency Fund (DAEF) 6
 - 6.2.2 Assistance from the United Nations 7
 - 6.2.3 Chief of Mission Disaster Assistance..... 7
 - 6.2.4 Other Donors 7
 - 6.3 Joint Damage Assessment and Presidential Disaster Declaration 7
 - 6.3.1 Joint Damage Assessment..... 7
 - 6.3.2 Abbreviated JDA for an Expedited PDD Request 9
 - 6.3.3 The U.S. Presidential Disaster Declaration Process 9
 - 6.3.4 Criteria for PDD Recommendation 10
 - 6.4 Disaster Relief and Reconstruction Plans 11
 - 6.4.1 Initial Disaster Relief and Reconstruction Plan 12
 - 6.4.2 Final Disaster Relief and Reconstruction Plan 13
 - 6.4.3 Budget Reprogramming..... 13
 - 6.4.4 Cost Adjustment and Final Reconciliation (if Required) 13

6.5 Relief	14
6.5.1 Health.....	14
6.5.2 Water, Sanitation and Hygiene (WASH)	14
6.5.3 Public Utilities	15
6.5.4 Temporary Shelter and Supplies.....	15
6.5.5 Food and Nutrition.....	15
6.5.6 Agriculture.....	16
6.5.7 Other Emergency Response Activities	16
6.5.8 Screening Private Humanitarian Contributions	16
6.6 Reconstruction	16
6.6.1 Public Infrastructure	17
6.6.2 Public Utilities	18
6.6.3 Housing	19
6.6.3.1 Housing Replacement Program	19
6.6.3.2 Housing Repair Program	20
6.7 Additional Considerations.....	21
6.7.1 Waivers and Immunities	21
6.7.2 Outer Islands	21
6.7.3 Other Federal Agency Services	21
7. Logistics.....	22
8. Staffing	22
8.1 USAID Disaster Assistance Coordinator	22
8.2 USAID Reconstruction Assistance Coordinator (RAC).....	23
8.3 Joint Damage Assessment Team.....	23
8.4 Disaster Assistance Response Team (DART)	23
8.5 Response Management Team (RMT).....	23
8.6 Supplementary Personnel.....	23
9. Financial Administration	24
9.1 Obligation of Funds.....	24
9.2 Eligible Items for DRRP Funding.....	24
9.3 Financial Transfer of Funds from FEMA to USAID	25

9.4 Reimbursement of FSM/RMI Government	25
9.5 USAID Requirements Applicable to Activities Carried Out under the OBP.....	25
9.6 FEMA’s Administrative and Accounting Systems.....	25
9.7 Fraudulent Claims	26
9.8 Appeals for Review of Assistance Determinations	26
9.9 Branding and Marking.....	26
10. OBP Coordination Meetings	26
Annex A: List of Acronyms	27
Annex B: Definitions.....	28
Annex C: Flow Charts	31
C.1 Joint Damage Assessment Flow Chart	31
C.2 Request for USG Assistance Flowchart.....	32

1. Introduction

In 1986, the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI) entered into a Compact of Free Association with the United States and transitioned from Trust Territories to self-governing nations.

As the original Compact period came to an end, the United States entered into separate Compacts of Free Association with the FSM and RMI. These countries are referred to in this document as “Compact Nations”. Amended versions of those compacts (“the Compacts”) were approved by a Joint Resolution of Congress (Public Law 108-188, December 17, 2003).

Under the terms of the Compacts, the United States entered into a Federal Programs and Services Agreement with each of the Compact Nations. Article X of the Federal Programs and Services Agreement (“Article X”) commits the United States to provide disaster preparedness, response, and recovery assistance to the Compact Nations. The Agreements to Amend Article X were adopted as law in Public Law 110-229 (May 8, 2008). At that time, primary U.S. Government (USG) responsibility for FSM/RMI implementation of disaster assistance transferred from the Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA) to the United States Agency for International Development (USAID), while FEMA retained responsibility for funding that assistance.

The intent of the U.S. Congress for USAID–FEMA cooperation is to continue to provide a robust program of emergency disaster relief and reconstruction similar in type and level, but not identical, to the assistance that, for many decades, FEMA provided to these nations.

To help prepare for this transition, in 2008, USAID and FEMA agreed upon an *Operational Blueprint* (OBP) to explain how the USG would achieve its disaster relief and reconstruction responsibilities in FSM/RMI. In 2016, USAID and FEMA revised the OBP and agreed to the following document to guide USG disaster operations in FSM and RMI.

To support the U.S. Government’s long-standing relationship and treaty obligations with the Compact Nations of FSM and RMI, the USG maintains a system to provide supplemental disaster relief and reconstruction assistance. The Compact Agreement does not affect other existing USG authorities, nor undermine the primary responsibility of the FSM and RMI governments to prepare for and respond to disasters. This unique system of assistance includes a hybrid of both the USAID and FEMA practices and experience in previous disasters. USAID is responsible for providing disaster assistance and coordinating the USG response to disasters in the Compact Nations. Following a U.S. Presidential Disaster Declaration (PDD), FEMA will provide funds to USAID for carrying out disaster activities related to the declared event. In addition, FEMA may provide subject matter expertise throughout the disaster operation, as appropriate. Assistance will be provided by USAID in coordination with FEMA per the approved Disaster Relief and Reconstruction Plan (DRRP).

The Agreements to Amend Article X are appended to this OBP (Annex A [FSM] and Annex B [RMI]).

Under the terms of Article X, costs associated with disaster relief and reconstruction implemented by USAID and funded by FEMA pursuant to a PDD are deemed, for the purposes of FEMA’s Disaster Relief Fund appropriation, to be necessary expenses under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (“Stafford Act”; 42 U.S.C. 5121 *et seq.*).

Article X establishes that USAID is to implement disaster assistance activities under the Compacts in accordance with its own policies and procedures, as applicable, rather than those that previously governed the provision of FEMA’s disaster assistance under the Stafford Act. This premise underlies all activities set forth in this document.

Additionally, under the terms of Article X, FSM and RMI will each contribute \$200,000 per year to their own Disaster Assistance Emergency Fund (DAEF). The USG, from funds provided through the U.S. Department of the Interior (DOI), will match each annual contribution with a similar contribution of \$200,000 for each Compact Nation. Thus, a total of \$400,000 per year per Compact Nation will accrue toward the contingency fund. The rules governing its use are set forth in the annex to Article X. The expectation is that the fund will grow and permit the Compact Nations to address lesser-magnitude disasters with increasing effectiveness and self-reliance, and without USG assistance.

This document constitutes the framework for disaster relief and reconstruction in the Compact Nations. Any amendments to the language of this OBP can only be approved by an exchange of correspondence among the Regional Administrator of the DHS/FEMA Region IX, the Mission Director of USAID/Philippines, and the Director of USAID/Office of U.S. Foreign Disaster Assistance in Washington, DC. USAID and FEMA intend to review and update the OBP as necessary.

2. Purpose and Scope of the Operational Blueprint

2.1 Purpose

The purpose of the OBP is to provide a general operational framework, under the terms of the Compacts and the subsidiary Services Agreements, for USAID and FEMA coordination and delivery of USG supplemental disaster assistance to FSM and RMI following a PDD.

2.2 Scope

This OBP lays out general goals and policies for collaborative assistance between USAID and FEMA and sets forth the types of assistance generally available from the USG to FSM and RMI pursuant to a PDD. It is intended to guide the provision of USG supplemental disaster assistance for both sudden-onset disasters (e.g. significant typhoons and mudslides) and slow-onset disasters (e.g. drought) where an intensive intervention is necessary to save lives and protect property, public health, and safety. It does not describe every action that may be required or every combination of challenges that may arise. Long-

term assistance to address ongoing economic or environmental threats, as well as programmatic costs to include mitigation, are not addressed in this OBP.

3. Critical Considerations

This OBP is guided by the following assumptions and critical considerations:

- National and state/local governments have the primary responsibility of providing response and recovery services. USG disaster assistance is supplemental. Even after USG disaster assistance is provided, national and state/local governments, in partnership with USG, will share in the commitment to recovery.
- For disasters that are not declared by the President of the United States, USAID will respond in the same manner in FSM and RMI as it does worldwide.
- As noted below, it is envisaged that USAID will work with one or more implementing partners to provide disaster assistance in the Compact Nations. However, USAID's implementing partner(s) in FSM/RMI may not be able to fulfill every request and/or may require additional resources from USAID. In these instances, USAID may turn to another federal agency, contractor, non-governmental organization (NGO) or international organization (IO) to perform the required tasks.
- Although there currently may not be a large presence of IOs, NGOs, or donors in FSM/RMI, the USG will work with organizations providing disaster assistance to ensure coordinated and complementary assistance.
- USAID will take into consideration IO and donor contributions/activities when determining USG disaster assistance but, in doing so, will not delay or hinder the implementation of USG assistance.
- USAID will maintain coordination with the U.S. Embassy in its interaction with the Compact Nation.
- USAID will not compromise the protection and saving of lives and strives to provide assistance in the most cost-effective and expeditious manner possible.
- As a general matter, all relief and reconstruction activities not described in this OBP, or not covered by other USG agencies, will be the responsibility of the national and state/local governments.
- No USG assistance under the OBP shall be approved unless the damage or hardship to be alleviated resulted from the disaster-causing incident.
- For the implementation of the OBP, "Compact Nation" only refers to FSM and RMI.

4. Authorities, Regulations, Policies and Directives

- Foreign Assistance Act of 1961, 22 U.S.C. 2151, *et seq.*, as amended (FAA), and other applicable statutes.
- Applicable Executive Orders of the President of the United States.
- Applicable USAID policies, regulations and directives to include the USAID Automated Directives System (ADS), <http://www.usaid.gov/who-we-are/agency-policy>.

- Compact of Free Association and Subsidiary Agreements, RMI, including Article X of the Federal Programs and Services Agreement Between the Government of the United States and the Government of the Republic of the Marshall Islands, as amended, June 18, 2004, as adopted by Public Law 110-229.
- Compact of Free Association and Subsidiary Agreements, FSM, including Article X of the Federal Programs and Services Agreement Between the Government of the United States and the Government of the Federated States of Micronesia, as amended, June 30, 2004, as adopted by Public Law 110-229.
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. 5121 *et seq.* (for the sole purpose of activating USG authorities other than USAID and FEMA).

5. Roles and Responsibilities

5.1 Compact Nations

For relief operations, primary responsibility for saving lives and preserving public health rests with the Compact Nation. The Compact Nation is responsible for pre-disaster planning; immediate pre-disaster emergency mobilization, evacuation and sheltering; and pre-disaster and immediate post-disaster relief operations, particularly in the first days and weeks after a disaster event. Immediate post-disaster responsibilities include reestablishing local, state, national, and international communications; clearing airport runways; reestablishing airport, road, and port operations; and providing emergency medical and other services.

Anything that is not included in the DRRP will remain the responsibility of the governments of FSM and RMI. USG disaster assistance is supplemental to the Compact Nation's actions.

5.2 U.S. Embassy/Chief of Mission

Under the Compacts and subsidiary agreements, USAID is the USG agency with primary responsibility for providing disaster assistance to FSM/RMI. If the U.S. President does not declare a disaster, USAID may provide assistance consistent with existing worldwide operational USAID procedures and guidelines. If a PDD is approved, USAID will provide USG supplemental disaster assistance as defined in this OBP and an approved DRRP.

5.3 USAID

Under the Compacts and subsidiary agreements, USAID is the USG agency with primary responsibility for providing disaster assistance to FSM/RMI. If the U.S. President does not declare a disaster, USAID may provide assistance consistent with existing worldwide operational USAID procedures and guidelines. If a PDD is approved, USAID will provide USG supplemental disaster assistance as defined in this OBP and an approved DRRP.

USAID/Office of U.S. Foreign Disaster Assistance

The USAID Office of U.S. Foreign Disaster Assistance (USAID/OFDA) is responsible for providing relief assistance to FSM and RMI. USAID/OFDA will be the primary USG coordinator of relief operations in the Compact Nations and, during the relief phase, will coordinate with USAID/Philippines on potential reconstruction activities. In coordination with FEMA and USAID/Philippines, USAID/OFDA will assess the initial relief damages of the disaster, determine the overall cost for relief activities, and contribute to the development of the DRRP. USAID/OFDA will coordinate USG relief activities and transition to USAID/Philippines all reconstruction activities.

USAID/Philippines

USAID/Philippines falls under USAID's Asia Bureau and is located in Manila. USAID/Philippines is responsible for assessing reconstruction needs and for the provision of USG disaster reconstruction assistance in FSM/RMI. After a disaster occurs, USAID/Philippines is responsible for contributing to the development of the DRRPs and fulfilling reconstruction operational requirements.

5.4 DHS/FEMA

FEMA is responsible for processing the PDD and recommending to the White House whether the U.S. President should declare a disaster in FSM/RMI. As such, FEMA participates in the JDA to determine overall disaster damage and costs. If the U.S. President declares a disaster, FEMA approves the DRRP and finances both relief and reconstruction operations in FSM/RMI. During a disaster operation, FEMA may also provide Subject Matter Experts (SME), additional services, and relief supplies at the request of USAID/OFDA or USAID/Philippines.

5.5 USAID's Implementing Partner

During a disaster operation, USAID's implementing partner is responsible for carrying out assigned relief and reconstruction activities as outlined in the DRRPs. These assigned activities may include, but are not limited to: assessment, procurement, contracts, transport, finance and administration, accounting, logistics, and in-depth personnel surge capacity. The implementing partner may be one or more organizations working in concert, but will be referred to in this document as the "implementing partner."

The implementing partner may receive funding from organizations other than USAID. As is common practice for organizations that have multiple funding sources, the implementing partner will maintain a separate accounting method for USAID and DRRP funds.

The implementing partner may also use sub-grantees/subcontractors to fulfill DRRP activities and pay the sub-grantee/subcontractors for authorized DRRP activities with DRRP funds. These sub-grantees/subcontractors will be identified in the DRRP to the extent known at the time.

5.6 Other Federal Agencies

USAID may request goods and services from other Federal agencies on a reimbursable basis as needed to support relief and reconstruction operations.

Per paragraph 11 of Article X, a PDD under the current mechanism is deemed to constitute a Stafford Act Major Disaster for purposes of the authorities of other federal agencies. As required, these agencies will provide assistance to FSM/RMI in concert with USAID.

5.7 NGOs, IOs, and Donors

USAID provides disaster assistance in coordination with other donors, IOs, United Nations agencies (UN), and NGOs. The UN plays an integral role in coordinating international humanitarian assistance by activating a humanitarian cluster(s). If the UN activates a cluster to help coordinate international assistance, USAID and/or the implementing partner will coordinate with the appropriate clusters while continuing to work directly with the FSM and RMI governments.

6. Concept of Operations

6.1 Pre-Disaster Activities

For disasters that can be tracked prior to landfall (e.g. typhoons), are slow-moving (e.g. drought), or are geological, USAID and Embassy staff will closely monitor appropriate information sources, such as the U.S. National Weather Service/Guam (NWS/Guam); the U.S. Geological Survey (USGS); the Joint Typhoon Warning Center (JTWC); and international news agencies. NWS/Guam is responsible for issuing severe weather warnings for the region.

Once USAID/OFDA receives severe weather warning notification, USAID/OFDA will discuss the situation with the U.S Embassy, USAID/Philippines, FEMA, and other key USG agencies. USAID will also communicate with the government of the affected nation and USAID's implementing partner to determine levels of preparedness and potential needs.

Depending on the situation, USAID/OFDA may pre-position team members and activate a Response Management Team (RMT). FEMA may also identify FEMA liaisons who will work with USAID/OFDA's RMT and identify FEMA personnel who will travel to the projected area of impact. Also, at this time, the affected nation should initiate pre-disaster preparedness measures and take immediate action to protect lives and safeguard property, as defined in their emergency operation plans.

6.2 Disaster Assistance Prior to a U.S. PDD

6.2.1 Disaster Assistance Emergency Fund (DAEF)

When a specific event has occurred and there are immediate emergency requirements, the President of the affected nation will make use of the country's own resources, including the DAEF. The COM is

responsible for validating requests to drawdown from the DAEF and concurring on any withdrawal over \$50,000 (or \$100,000 total per calendar year). If requested by the respective U.S. Embassy, the USAID Disaster Assistance Coordinator (DAC) may provide technical assistance for the procedures governing these accounts.

As soon as possible after DAEF funds are made available for disaster response, the FSM or RMI government should inform FEMA and USAID through the U.S. Embassy of the specific activities for which the funds will be used so that this information can be factored into any PDD determinations.

6.2.2 Assistance from the United Nations

The Compact Nations may also request assistance from the United Nations. This request is one of the required steps prior to requesting a PDD. This request should be in writing, e.g. email or letter.

6.2.3 Chief of Mission Disaster Assistance

After the affected nation declares a state of emergency/disaster¹, determines that the disaster is “beyond the ability of the Government to respond...taking into account the available resources of the Disaster Assistance Emergency Fund,” and requests assistance from the United Nations, the Compact Nation may request a Chief of Mission disaster declaration pursuant to the FAA. If requested, the U.S. embassy, with input from the USAID DAC will determine whether disaster conditions and needs warrant a Chief of Mission’s disaster declaration, which may result in the release of an initial \$50,000 from USAID/OFDA. Additionally, USAID/OFDA may provide disaster assistance beyond this initial contribution, provided that it will only be reimbursed for costs that are included in the DRRP and approved by FEMA.

For disasters that are not of the magnitude to warrant a PDD, USAID may respond to these disasters as they do elsewhere in the world, irrespective of the Compact.

6.2.4 Other Donors

This OBP does not prevent the Compact Nations from securing assistance from other donors. Funding provided through other donors may be utilized for unmet needs that may not be funded in the DRRP.

6.3 Joint Damage Assessment and Presidential Disaster Declaration

6.3.1 Joint Damage Assessment

If the President of the affected nation believes that substantial additional resources will be required beyond the DAEF and other financial sources, that President may request a JDA through the U.S. Embassy. The request must be made as expeditiously as possible but no more than 10 days from the

¹ In the FSM ‘Disaster Relief Assistance Act of 1989’, a ‘State of Emergency’ is a formal declaration by the FSM President in a situation where it is required to preserve public peace, health, or safety, at a time of extreme emergency caused by a disaster, and where the States need National and possibly international aid to prevent, prepare for, or recover from the disaster. For RMI, ‘Title 7 – Public Health Safety and Welfare, Chapter 10. Disaster Assistance’, RMI uses a ‘declaration of state of disaster’ to declare a disaster.

national state of emergency/disaster declaration. A JDA is required before a PDD request can be considered.

The JDA will serve three purposes: to determine if USG supplemental disaster assistance is warranted, to inform the initial DRRP, and to complete a thorough field assessment to develop a comprehensive final Disaster Relief and Reconstruction Plan (fDRRP).

USAID and FEMA will not deploy a JDA Team (see 8.3) until the Compact Nation presents a comprehensive list of damages (infrastructure and homes), noting the areas of biggest impact, to be validated by the JDA Team. Based on disaster events, USAID and FEMA, in coordination with the affected nation, will establish a JDA Team and will jointly gather and verify the disaster-caused damage and eligibility, validate disaster-caused needs, and quantify and specify relief and reconstruction requirements. Assessments will be conducted within the impact area as defined in the Compact Nation's national state of emergency/disaster declaration and validated by the NWS, National Oceanic and Atmospheric Administration (NOAA), or other USG source. The JDA will provide the basis for a PDD recommendation and will be used to develop a DRRP, if a PDD is granted.

In order to facilitate timely assistance to disaster survivors, JDAs should be completed in the affected area within 30 days of their start date. Maximizing assessment activity in the allotted time frame will minimize multiple voyages/trips and allow the JDA team to conduct a comprehensive assessment which will be used for both the PDD request and to develop the DRRPs.

In cases where there is an immediate need for supplemental U.S. assistance, the President of the affected nation may request a PDD prior to the completion of the JDA once the criteria in Section "6.3.4 Criteria for PDD Recommendation" have been met. Upon approval of PDD, in order to facilitate immediate supplemental assistance, FEMA may consider approving an iDRRP that reflects information from ongoing relief and reconstruction assessments (See Section 6.4.1 "Initial Disaster Relief and Reconstruction Plan"); in other words, prior to completion of the JDA. However, the JDA will still continue until the comprehensive assessment is complete (within 30 days of start date).

The JDA will:

- Determine whether the prerequisite conditions exist as described in 6.3.4 of this document.
- Describe the type, magnitude, impact, and location of the disaster.
- Describe disaster-caused, unmet needs.
- Describe affected nation initial relief actions.
- Verify that the President of the affected nation has declared a national state of emergency/disaster and appropriately used the country's DAEF for the disaster.
- Verify that the affected nation has requested assistance through the UN representative for the coordination of disaster and humanitarian assistance (UNOCHA.)
- Validate that the damage exceeds the affected nation's management and financial capability to respond, considering other sources as defined in Annex B, Definitions.

- Verify and quantify all donations received by the affected nation.
- Include the number of eligible damaged and destroyed homes and their repair/replacement cost and the standard start-up award estimates.
 - During the JDA, whenever possible, the SMEs will also complete an inspection of the home to document all damages as well as gather specific information on the impacted family. This inspection will determine eligibility for USG Housing Assistance.
 - The JDA will determine the size of the main sleeping home, degree and type of damage, and requirements for repair or replacement.
 - The JDA will carry out efforts to verify the residency and property ownership or land lease agreements of potential recipients.
- Include eligible damaged and destroyed public infrastructure and its repair/replacement costs.
- When necessary and appropriate to assess and estimate agricultural damage across islands, use a sampling method. For example, islands in close proximity will likely have the same conditions, so it may not be necessary to visit every island.

USAID anticipates that it will verbally provide the requesting government with the findings of the JDA, in coordination with the U.S. Embassy, as appropriate. USAID may also prepare a written JDA summary and share with partners, as appropriate. The JDA findings serve as a resource for the President of the Compact Nation to use in determining whether to request supplemental USG disaster assistance through a PDD.

6.3.2 Abbreviated JDA for an Expedited PDD Request

There may be situations where a catastrophe of unusual severity and magnitude strikes either Compact Nation. In such a catastrophic situation, if the U.S. COM to either RMI or FSM, the USAID DAC, and FEMA's Region IX Regional Administrator agree that the event meets the definition of catastrophe (Annex B) and at least one of the PDD requirements appears to be met without conducting a thorough in-country JDA by the USG, an abbreviated JDA that identifies the magnitude of relevant impacts, including the basis for the finding, may be used to support the FSM or RMI President's request and the FEMA recommendation for a PDD. The USAID DAC will coordinate with RMI or FSM officials and FEMA representatives on such a request via the U.S. COM. FEMA will process the FSM or RMI Presidential request. Subsequently, a full JDA will be conducted to quantify and specify emergency and reconstruction requirements.

6.3.3 The U.S. Presidential Disaster Declaration Process

The following steps must occur before the U.S. President will make a determination regarding a PDD:

1. The President of the affected nation(s) has declared a national state of emergency/disaster.
2. The affected nation has utilized its own resources including its DAEF pursuant to the conditions of Annex A to Article X to address the disaster by expending either:
 - (a) up to 50 percent of the DAEF balance at the time of the declaration of a state of emergency/disaster; or

- (b) another amount that the Compact Nation(s) and the U.S. COM(s) deem appropriate to satisfy this requirement.
3. The Compact Nation has requested assistance from the UN in writing, e.g. email or letter. USAID verification of this request fulfills this requirement.
 4. The U.S. COM has, under his/her authority, declared a disaster that has triggered a request for a contribution of assistance from USAID under the COM disaster declaration.
 5. Based on JDA findings, the President of the affected nation determines that supplemental USG assistance is needed even after national, international, and other USG sources to date have been factored in, and the information from the JDA supports that determination.
 6. The President of the affected nation has made an official request for a PDD.

The Compact Nation will make a request for a PDD through the U.S. COM to FEMA within 60 days of the national state of emergency/disaster declaration. In the request, the President of the affected nation will certify that the situation is of such severity and magnitude that it is beyond the country's capability to respond—taking into consideration the combined resources of the DAEF, the USAID contribution under the COM disaster declaration, and other funds provided that will address the needs identified in the JDA. Pledged donations will not be considered unless the funds have been received at the time the PDD request is submitted. The request will describe the amount and severity of impacts and provide preliminary estimates of types and amounts of supplemental assistance needed. The request will include appropriate certifications and clauses concerning indemnifications, rights of entry, and other such issues.

After the steps listed above have been completed and before providing the analysis to the U.S. President, FEMA will consult with USAID to verify the assumptions and facts included in its recommendation regarding the affected nation's request for a PDD determination, which is based on the JDA findings and information available at that time. When FEMA and USAID agree that supplemental assistance is necessary, and FEMA determines the other factors described below are met, FEMA will recommend a PDD. FEMA otherwise retains discretion to recommend the U.S. President grant or deny the request for a PDD. If FEMA and USAID disagree as to whether supplemental assistance is necessary, FEMA will include the USAID position in its recommendation to the White House. FEMA will make a PDD recommendation decision and submit to the U.S. President within ten days of receipt of the PDD request from the affected nation.

Once the U.S. President declines or approves the request, FEMA provides approval/declination to both USAID and the U.S. COM. The U.S. COM communicates the PDD determination to the Compact Nation.

6.3.4 Criteria for PDD Recommendation

In making a recommendation to the U.S. President on the disaster declaration request from the President of the Compact Nation, FEMA will take into consideration:

- Whether the President has appropriately used the country's DAEF for the disaster.

- Whether the damage exceeds the affected nation’s management and financial capability to respond, considering resources available from the UN, USG (including the initial COM Disaster Declaration contribution—typically \$50,000), and other sources.
- Whether supplementary assistance is necessary. In making this determination, FEMA and USAID will take into consideration whether the JDAs show that disaster-related damages in the defined impacted area meet at least one of the following criteria:
 - Public infrastructure damage and destruction exceeds \$1 million of supplementary assistance over and above other sources available to the FSM/RMI governments, including amounts to be used from the DAEF, as of the date of the President of the affected nation’s request for a PDD; **or**
 - At least 100 primary residence main sleeping homes in the affected nation have been completely destroyed; **or**
 - As defined by minimum Sphere standards², impact on human life, health, and safety from extreme drought or other extraordinary cause has reached an acute crisis level, where the response costs³ immediately necessary to alleviate life-sustaining needs—such as safe drinking water, food, agriculture, and health services—are estimated to exceed \$1 million over and above the DAEF and other sources⁴.

The U.S. President has the authority and the discretion to grant or deny the request for a disaster declaration from the affected nation. If the U.S. President, at his or her discretion, declares a disaster for the affected nation, all categories of assistance described in this OBP may, at FEMA and USAID’s joint discretion, become available to the affected populations. USG supplemental disaster assistance will be limited to damage caused by the event, which is the subject of the PDD.

6.4 Disaster Relief and Reconstruction Plans

If the U.S. President declares a disaster, USAID will provide USG supplemental disaster assistance as described under this OBP. Disaster relief and reconstruction plans for each particular event will be prepared by USAID and will be subject to FEMA concurrence. There are two stages in the development of the DRRP – an initial DRRP (iDRRP) and a final DRRP (fDRRP). The iDRRP will identify both emergency

² “Sphere standards” are the humanitarian standards described in the most up-to-date version of *Humanitarian Charter and Minimum Standards in Humanitarian Response*, published by the Sphere Project (“Sphere Handbook”) (www.sphereproject.org).

³ Response costs are defined to be costs accrued by the Compact Nation and associated with activities that address the immediate and short-term effects of an emergency or disaster. Response includes actions to save lives, protect property, and meet basic human needs.

⁴ The term “other sources” includes drawdown of the DAEF; international donations that have been *received* by the FSM or RMI national governments *as of the date the president of the affected nation requests a PDD*; and funds from the U.S. COM disaster declaration. In terms of the COM disaster declaration, only USAID/OFDA’s initial contribution to the COM up to \$50,000 counts towards ‘other sources’. It does not include costs of other USAID/OFDA-initiated activities.

relief and reconstruction activities and associated costs, while the fDRRP will contain more in-depth data supporting final budget estimates based on completed joint assessments of the scope of work.

FEMA will concur on draft DRRPs upon its determination that the relief and reconstruction assistance and associated budget in the plan are: consistent with the findings of the JDAs, joint objectives, and subsequent supporting documentation, as appropriate; within the scope of the OBP; and reasonable, considering cultural, economic, engineering, cost-effective, timing, and other operational or logistical considerations. FEMA may accept USAID explanations and rationale for these considerations that are based on sound and reasonable best practices and professional judgment, even in instances where FEMA might otherwise have preferred another operational/programmatic approach. When the DRRP has been approved, USAID will share the DRRP finding with the Compact Nation.

FEMA will not concur on DRRP activities that address costs outside the scope of the OBP, such as pre-existing conditions, damages not directly caused by the declared event, mitigation, assistance that falls under the authorities of other federal agencies, or assistance provided by other donor nations or NGOs. FEMA and USAID recognize that both agencies have significant experience in providing disaster assistance to RMI and FSM or elsewhere and will communicate with each other regarding any questions or differences in opinions in an active and timely manner.

6.4.1 Initial Disaster Relief and Reconstruction Plan

The iDRRP will provide the details of the proposed relief and reconstruction activities along with their justifications and relevant supporting documentation. The details may include descriptions of the relevant estimated quantities and materials consistent with Sphere Standards based on the available information at the time of submission. The iDRRP will also provide an outline of any follow-up actions necessary to justify the proposed initial activities;; provide budget estimates; and establish appropriate monitoring systems and milestones to bring closure to the USAID response.

The iDRRP will be based on the findings and results of the JDA at the time of the PDD and will be subject to FEMA concurrence. The iDRRP will include the following:

1. USG mobilization costs incurred from the date of the first disaster-specific notice from the National Oceanic and Atmospheric Administration's National Weather Service or from the date of the national state of emergency/disaster declaration.
2. USAID relief costs incurred to date (not including activities that were covered by the U.S. COM disaster declaration).
3. Anticipated additional event-specific relief costs.
4. An initial estimate for reconstruction activities to meet requirements, including but not limited to mobilization of experts and inspectors, plan development, consultation, regulatory requirements, procurement of construction and engineering services, and recruitment of USAID employees.

Within ten days of receipt from USAID, FEMA will approve or disapprove the iDRRP. Within one week following the approval of the iDRRP, FEMA will initiate the transfer of the total amount of the relief and reconstruction items identified in the iDRRP to USAID.

6.4.2 Final Disaster Relief and Reconstruction Plan

Following approval of the iDRRP, USAID will prepare an fDRRP containing more in-depth quantitative data and cost estimates, intending to submit the plan no later than 90 days after the PDD. These estimates will:

- Finalize scope of relief activities based on completed JDAs and further refine associated relief costs, including projected expenditures for conclusion of the relief phase and for post-disaster maintenance, repair, refurbishment, or replacement of damaged or expended pre-positioned equipment and supplies.
- Finalize scope of reconstruction activities based on completed JDAs and further refine associated reconstruction cost estimates, including for physical infrastructure, housing, standard award, transportation, and other components of the disaster-specific reconstruction activities.
- Specify USAID disaster-specific direct administrative expenses.
- Include disaster-specific relief and reconstruction activities that were not included in the initial DRRP.
- Include Federal-to-Federal operational support.

Upon FEMA's concurrence, if the amount of the fDRRP budget exceeds the amount already transferred under the iDRRP, FEMA will make an additional transfer to USAID for the remaining balance. FEMA will review the plan with USAID, approve it, and execute the corresponding transfer of funds as expeditiously as possible.

6.4.3 Budget Reprogramming

The costs contained in the DRRPs are estimates. If objectives change or the actual expenditures exceed 20 percent of the cost estimates for any line item contained in the DRRP, USAID shall immediately notify FEMA. FEMA will consider reprogramming excess repair/replacement funds into another budget item with discussion and agreement.

6.4.4 Cost Adjustment and Final Reconciliation (if Required)

Up to 1 year following the PDD, FEMA and USAID may make an adjustment to increase or decrease the DRRP budget based on revised increased cost estimates or discovery of unanticipated requirements. Under extraordinary circumstances, USAID and FEMA can agree to additional 6-month extensions to the 1-year time period.

USAID will submit a final reconciliation and return any unused funds to FEMA within 24 months of the PDD or 6 months after the completion of activities, whichever occurs sooner.

6.5 Relief

Following a PDD, the types of available relief assistance may include search and rescue, emergency medical care, emergency mass care, emergency shelter, and provision of food, water, medicine, and other essential needs, including the movement of supplies and people and other work or services essential to saving lives. This section of the OBP identifies a non-exclusive list of the types of relief assistance that USAID may include in the relief and reconstruction plan.

6.5.1 Health

USAID may provide assistance for medical life- and health-threatening emergency needs, depending on the requirements indicated by government requests and its own on-the-ground assessments.

USAID may provide the following:

- *Health Kits.* Standard interagency emergency health kits (IEHKs).
- *Medical Teams.* Teams of experienced, qualified medical specialists who may be mobilized to provide medical stabilization and medical evacuation services.
- *Medical Evacuation.* Primary responsibility for evacuating citizens resides with the governments of FSM and RMI. In the event of mass casualties, when necessary evacuations are beyond the ability of the governments of FSM and RMI, USAID may finance medical evacuations, including the costs of treatment until the patient's medical condition is stabilized, but will not include definitive care or the cost of the patient's return transportation to his or her home. The affected nation will be responsible for the costs of medical care and recovery once the patient's condition has been initially stabilized in the evacuation location. Evacuees may be transported to the nearest competent regional facilities as identified by USAID.

Under extraordinary circumstances, USAID may consider covering the transportation costs of accompanying family members. At most, one family member may accompany each evacuee for translation and other support. The affected nation and health authorities will be responsible for ensuring patients and accompanying family members have passports or the best available form of personal identification. When passports are not available in the emergency, the respective government(s) will issue such passports and forward them by the most expeditious available means to the location to which patients have been evacuated.

6.5.2 Water, Sanitation and Hygiene (WASH)

In the event that a disaster affects urban centers, the first priority should be to re-establish electrical power sufficient for utilities to provide water and sewer service. Temporary generators can only provide backup power for a limited period of time; therefore, establishing full-time electrical power to urban centers must be the priority focus of a WASH emergency response.

In the event of a disaster, WASH emergency response in rural areas would be island-specific and must be based on validated needs. Following a severe storm event, water catchment systems may be in need of repair or replacement. In the worst case scenario, reverse osmosis (RO) water treatment units, with

operators, could be deployed to an island to fill household and community water tanks. The need for RO units would have to be validated by on-site assessments prior to deployment.

Emergency WASH equipment may also include circulation pumps, supplied with suction hose and discharge hose. These pumps would be required for the rapid cleaning of shallow wells in the event of storm surge inundation. Emergency WASH equipment may also include water treatment tablets.

Sewage disposal may not be a critical issue in rural communities following an emergency event. In rural areas, local residents construct basic latrines, and they would likely be able to rebuild the privies in the event of a disaster.

6.5.3 Public Utilities

USAID may assist in the emergency restoration and rehabilitation of disrupted power, water, and sanitation services to ensure the maintenance of public health and safety. USAID may accomplish this by providing standard items such as emergency power generators. Repair and long-term maintenance requirements will be factored into the decision on what option is most appropriate.

As noted above in the section on WASH, in the event that a disaster affects RMI or FSM urban centers, the first priority should be to re-establish electrical power, as water and sewer utilities are usually dependent on a reliable power source.

USAID may work directly and closely with the entities responsible for the provision of electricity, water, and sewage services. USAID may provide assistance to the utilities for emergency repairs of event-damaged systems. In the emergency phase, regular utility company personnel will undertake repairs wherever possible. Regular-time salaries will be financed by the utilities, as they were prior to the FEMA–USAID transition. After the transfer of FEMA funds, USAID may make funds available for overtime costs, special materials procurement, and other expenses directly to the utilities for emergency operations for up to the first 30 days following a PDD.

6.5.4 Temporary Shelter and Supplies

USAID may supplement the self-help efforts of disaster-affected populations by providing conventional temporary shelter supplies and materials, such as shelter kits and plastic sheeting, as well as standard emergency household supplies, such as cooking sets, water containers, blankets, etc. USAID may also provide other sheltering alternatives that might be more appropriate to the local context, such as host family support, construction of temporary shelters, and emergency housing repairs to support sheltering in place. USAID may also cooperate with local governments to provide mass shelter when a disaster has displaced large segments of the population.

6.5.5 Food and Nutrition

Procurement of required U.S. Department of Agriculture (USDA) foods and their delivery to the main port(s) of the affected nation(s) will remain the responsibility of USDA. Pursuant to paragraph 11 of Article X and section 413(b) of the Stafford Act, 42 U.S.C. 5180(b), USDA is responsible for providing

supplemental nutrition assistance to those most affected by a disaster or emergency in FSM and RMI. Under a PDD, USDA will provide supplemental food for USAID to distribute to the impacted population. USAID logistical management and distribution costs may be included in the DRRP.

During initial relief activities, USAID may help meet nutritional needs until USDA is able to deliver food to the affected nation.

Following the emergency period, food aid will be programmed for as long as needed but will not go past six months without a USAID re-evaluation of food needs, which will consider continuing or additional crop damage or recovery and the vigor of self-help efforts aimed recovery.

If food or water is needed for the Bikini, Enewetak, Utirik, or Rongelap atolls, USAID will determine if any USG agency is providing food or water assistance to these islands and plan accordingly. If another USG agency is unable to meet the need, USAID can request that USDA provide supplemental disaster nutrition assistance to these atolls.

6.5.6 Agriculture

USAID may provide emergency seeds and tools, as necessary. Tools damaged or destroyed by the declared event may be replaced.

6.5.7 Other Emergency Response Activities

USAID may provide other emergency response assistance to address immediate life and safety needs including, but not limited to, search and rescue that are beyond the activities described in the OBP and are not the responsibility of FSM and RMI.

6.5.8 Screening Private Humanitarian Contributions

USAID is not obligated to facilitate, transport, or distribute private donations or gifts in kind. USAID may conduct outreach to diaspora and other donor communities to convey messages about appropriate donations and discourage inappropriate donations that may interfere with response activities.

6.6 Reconstruction

Following a PDD, the types of available reconstruction assistance may include the following:

- Housing repair and replacement of damaged dwellings;
- Repair and replacement of damaged public facilities and private non-profit facilities that provide services which are governmental in nature; and
- Provision of temporary public facilities for schools and other essential community services, such as water, sanitation, energy, wastewater, solid waste, public administration, which may also include all essential equipment/furniture.

In the course of rebuilding a particular facility, USAID may upgrade the disaster resistance (e.g. for typhoons) of that facility using construction techniques and materials proven to be disaster resilient, where appropriate. In addition to protecting the lives, health, and property of their occupants, this upgraded construction will reduce the need for future USG reconstruction costs.

USAID may employ all applicable Compact Nation specifications for reconstruction activities as long as the standards are disaster-resistant (established by subject matter specialists). In the absence of Compact Nation specifications, regional specifications may be considered. U.S. specifications may be employed when regional and country specifications are not sufficient or available.

Based on the nature of the damage and in consultation with the affected nation and FEMA, USAID will recommend the most appropriate method of providing disaster reconstruction assistance.

6.6.1 Public Infrastructure

Public infrastructure facilities to be repaired and/or reconstructed include vertical (e.g., public hospitals, health centers, schools, government facilities, port facilities, and public cultural facilities) and horizontal (e.g., public water, sewage, electricity, telecommunications, roads, and bridges) infrastructure.

USAID may repair and reconstruct damaged public infrastructure when total estimated repair costs for each facility exceed \$3,000. In addition, USAID may repair and reconstruct private non-profit organization facilities when, in USAID's judgment, these support important public services. Such public infrastructure and facilities must have been in active use at the time of the disaster. Facilities for which repairs are under the authority of other USG agencies will not receive such assistance (e.g. airports). In cases where damaged buildings are leased by the Compact Nation, only those facilities that (a) were in active use at the time of the declared disaster *and* (b) for which the government is legally responsible for their repair or reconstruction may be eligible for assistance.

USAID may deploy technical experts to complete detailed cost estimates for infrastructure damage as identified by the JDA. With respect to facilities where repair is needed, USAID may determine whether to undertake repair or reconstruction based on a cost-benefit analysis.

Insurance is not required as a condition of reconstruction assistance. Insurance is largely unavailable and prohibitively expensive and unreliable when available in the Compact Nations.

USAID may develop conceptual design layouts based on a series of consultations to document the needs. Based on the conceptual designs, USAID will provide overall budget and specifications based on specific designs, site adaptations, and construction materials appropriate for local conditions. The infrastructure size (area) and/or extent (outline) prior to the disaster will determine the extent of USAID assistance. This measure will also inform the scope of work and associated budget for the DRRP.

For USAID-approved projects, reconstructed buildings will be rebuilt with the same square footage as the destroyed building, except where proper disaster-resistant opportunities or where health and safety standards require otherwise. USAID will not use DRRP funds to expand or capitally improve the facilities or equipment (known as “improved projects” in FEMA terminology).

USAID will conduct due diligence to determine that the affected nation government has a sufficient interest in the reconstruction activity to justify the expenditure of funds.

If USAID recommends complete reconstruction, the final reconstruction budget for the structure will include the cost of:

- Disaster-resistant measures specific to the reconstruction of that facility; and
- Additions necessary for currently appropriate health (including water and sanitation) and safety standards and applicable code specifications.

If the building does not qualify for complete reconstruction, disaster-resistant measures for the infrastructure will not be implemented.

If a structure proposed for reconstruction is located in an area vulnerable to landslides, USAID will not reconstruct it unless the affected nation provides evidence within six months of the PDD that it has initiated stabilization activities.

For USAID-funded reconstruction activities, USAID may require permanent relocation of a facility located in an area subject to repeated heavy damage.

USAID may replace the contents lost as a result of the disaster when USAID deems them essential to the function of the facility.

USAID may replace public vehicles, which could include (but is not limited to) school buses, fire trucks, utility vehicles, and police cars that are necessary to the essential function of the organization.

USAID may require bonds for construction. USAID may conduct on-site inspections to ensure compliance with specifications and to verify progress.

6.6.2 Public Utilities

In addition to direct assistance for utility operations during the emergency phase, USAID may provide assistance to reconstruct or repair public electricity, water, sewage, and telecommunications facilities. Regular utility company personnel will themselves undertake emergency repairs or engage specialized contractors. USAID may provide funding for personnel costs for overtime, special materials

procurement, and other extraordinary expenses directly to the utilities for such reconstruction as long as the work is completed within 18 months of the disaster event.⁵

6.6.3 Housing

USAID will only provide for the repair or replacement of structures that the Mayor (or other local community leader relied upon by USAID) validates as primary residence, main sleeping homes, and that the JDA assessed as damaged or destroyed as a result of the event.

USAID's assistance for both repair and replacement will address only the primary residence/main sleeping home.

At its discretion, USAID may disqualify a home or person from any USAID housing assistance if there is clear evidence of falsification of information regarding the home or its residents; purposeful damage or destruction not caused by (or adding to damage caused by) the disaster itself as detected by housing inspectors; failure to cooperate with program officials and staff in the assessment or implementation of the repair or reconstruction program; or failure provide information in accordance with the program's requirements.

USAID will consolidate the housing data and distribute assistance in accordance with USAID methods, including appropriate bonding and liability requirements.

For residents of an outer atoll/island, an additional \$100 will be added to the award total to cover shipping costs. When building supplies or other supplies are provided directly by USAID, no monetary assistance will be provided.

6.6.3.1 Housing Replacement Program

USAID will provide replacement homes for fully destroyed primary residence, main sleeping homes. To be considered "fully destroyed" and thus eligible for such assistance, the home's roof and at least one of its walls must have been completely destroyed, or the home must be deemed structurally unsafe for repair as a result of USAID inspection.

- Standard housing plans will be developed and agreed upon by USAID, FEMA, and the affected nation and reflected in the DRRP. These designs must address an urban style home model (multi-room with kitchen and/or bathroom within the house) and rural style-home model (one room house that is the main sleeping area with the bathroom and kitchen separate from the main house).
- FEMA must approve building plans that include disaster-resistant measures, and USAID must identify such measures for FEMA to consider. Depending on the disaster and impact, these measures may be disaster specific, as stated in the specific disaster's DRRP.
- In cases where the original site is unsafe, because of potential landslide or other hazard, it is the responsibility of the affected homeowner to provide a viable, safe location for the reconstructed home. The recipient will certify that he/she will not rebuild or permit a third party to rebuild a residence on the original property and understand that any construction built on the original site by any party will not be eligible for future USAID disaster assistance.

⁵ In extraordinary circumstances legitimate public utility costs for reconstruction activities may continue beyond 18 months subject to concurrence by USAID and FEMA.

- Start-up award of \$750 or comparable ‘package’ will be provided to each family whose house was destroyed. The Start-Up Award amount will be revised each time the OBP is revised to adjust for inflation.
- Transportation assistance of \$700 will be provided to each family whose house was destroyed.⁶
- For the purposes of housing replacement, USAID will not engage in the issuance of checks and vouchers for recipients, support unassisted construction, or make large-scale purchases of building materials from local vendors.
- Rental assistance is not authorized.

6.6.3.2 Housing Repair Program

USAID will provide assistance to homeowners whose primary residence, main sleeping homes have been substantially damaged and that require repair.

- A Standard Housing Repair Package will be implemented on the basis of the level of disaster-caused damage validated at the time of the JDA.
- The Standard Housing Repair Package will be revised each time the OBP is revised to adjust for inflation.
- The Standard Housing Repair Package will not be selected by the community but will be based on two levels (Major and Minor) disaster caused damages/losses.
- The initial Standard Housing Repair Packages are:
 - For Homes Sustaining Major Damage: \$3,400
 - Based on damage to primary residence, main sleeping home.
 - Structure is NOT habitable without repairing.
 - Substantial failure of structural elements (e.g., walls, roof, floors, foundation, etc.).
 - Water affecting electrical outlets, structural integrity, or resulting in severe warping of wood (support beams, floor, frame) impacting the structural integrity of the home, thereby resulting in the home being unsafe to occupy.
 - Award would be standardized and include:
 - Start-up award of \$400
 - Building repair award of \$3,000
 - Transportation assistance of \$700
 - For Homes Sustaining Minor Damage: \$1,700
 - Based on damage to primary residence, main sleeping home, only minor damages exist.
 - The structure is uninhabitable but may be made habitable in a short period of time with home repairs.
 - The structural integrity of the home has NOT been compromised.
 - Award would be standardized and include:
 - Start-up award of \$200
 - Building repair award of \$1,500⁷
 - Transportation assistance of \$700

⁶ Average transportation repair/replacement awards in Typhoon Chata’an was \$706.00 (2002)

⁷ Building repair award of \$1,500 is based on \$1,059 historical average.

- Minimum value of repair program remains at \$250. Damages below \$250 in repair costs will be the responsibility of the homeowner to repair.
- Distribution of the Award
 - Costs to support the distribution of the awards must be clearly stated in the DRRP.
 - When it is not possible to provide a cash award, such as on the outer islands/atolls where building supplies cannot be purchased, USAID will provide the materials and deliver those materials as soon as practically possible. The type and amount of materials will be based on the housing inspection assessments. When the building supplies are provided to the family or village official, USAID will document the transfer of supplies. The need and cost of these supplies will be identified in the DRRP.

6.7 Additional Considerations

6.7.1 Waivers and Immunities

To provide emergency relief and reconstruction assistance, USAID may request a number of standard advance waivers and legal agreements with both nations (and with each of the four FSM States) to assure USAID's ability to respond promptly to disasters. These may include:

- Waiver of import and customs fees, charges and taxes for materials, equipment and supplies imported by USAID and its implementing partner(s), grantees and contractors;
- Waiver of operating permits, licenses and related fees and taxes for USAID, its implementing partner(s), grantees and contractors;
- Waiver of national and (in FSM) state local labor and contract component requirements;
- Waiver of national and (in FSM) state restrictions on the use of external personnel; and
- Unlimited liability waiver (including for activities on public and private lands) for relief, reconstruction and other USAID –financed activities, for USAID and its implementing partner(s), grantees and contractors.

6.7.2 Outer Islands

Outer islands will receive the same type, quality and magnitude of services as other islands, commensurate with the impact of the disaster. Budgets for outer island operations must take into account the additional handling and transport costs required for reaching these distant destinations. The packaging of materials and logistics planning will take into account the lack of docks, warehouses and other logistical facilities in most outer islands.

6.7.3 Other Federal Agency Services

The OBP will diminish the frequency, costs and burdens associated with requirements for other USG federal civilian and military agencies to provide emergency humanitarian assistance. Nonetheless, the severity and type of impact of the disaster may warrant additional USG federal agency assistance beyond that provided directly by USAID, when other advance, stand-by arrangements are not available or are overwhelmed. In such cases, USAID may request federal civilian, Coast Guard and military agencies to assist.

7. Logistics

USAID has pre-positioned resources in warehouses in various strategic locations. This equipment may be released for use in the islands in a specific declared disaster event. When there is a PDD, the replacement cost of such supplies used in a specific declared disaster event will be identified in and financed via the DRRP.

During a relief operation, USAID may also procure and transport accountable property for use during the relief phase of a specific declared disaster event. This accountable property is intended to be recovered after the event and to be given thorough maintenance, repairs, and rehabilitation to restore it to its pre-disaster condition. When there is a PDD, the costs for such services will be financed via the DRRP.

If the equipment cannot be repaired or a USAID cost-benefit analysis concludes that the cost of repair and return transport exceeds the value of the equipment, it may be discarded or donated to non-governmental or governmental organizations. If discarded/donated, FEMA and USAID will first discuss and FEMA will approve, if appropriate, on a case-by-case basis, financing under the DRRP for its replacement and transportation.

8. Staffing

8.1 USAID Disaster Assistance Coordinator

The USAID DAC will be the primary point of contact and field manager for USG relief assistance. The DAC will be responsible for guidance, oversight, reporting, and management of implementation of the policies and strategies of the OBP.

The DAC will be the primary USAID liaison from the field with the following organizations during the relief phase of a response:

- FEMA Region IX
- USAID/Philippines
- FSM/RMI national and state governments
- U.S. Embassies in Majuro and Kolonia
- Relevant USG agencies that are involved in emergency response
- Implementing partner(s)

The DAC will also coordinate USAID relief assistance for disasters that do not warrant a PDD.

8.2 USAID Reconstruction Assistance Coordinator (RAC)

USAID/Philippines will provide a Reconstruction Assistance Coordinator (RAC), most likely based in Manila, to focus on reconstruction assistance. The RAC will coordinate with the DAC as needed in the field.

8.3 Joint Damage Assessment Team

The JDA Team is responsible for validating the disaster-caused needs of the Compact Nation and estimating potential costs of relief and reconstruction activities. The JDA Team will consist of USAID and FEMA representatives, other federal agencies as appropriate, as well as Compact Nation officials. USAID/Philippines will be responsible for staffing JDA team members focusing on reconstruction issues and USAID/OFDA will be responsible for staffing JDA team members focusing on relief.

8.4 Disaster Assistance Response Team (DART)

The DART is the team responsible for managing USG supplemental disaster assistance in the field. The DART will be led by USAID/OFDA and, depending on the situation, may have representatives from USAID/Philippines, other USAID offices/bureaus, FEMA, and other federal agencies. A DART may be deployed when the U.S. President declares a disaster.

8.5 Response Management Team (RMT)

The RMT, located in Washington, DC, provides support to the DART. The RMT will be responsible for coordinating with federal agencies in Washington, DC during a disaster.

Throughout relief and reconstruction operations, USAID/OFDA, USAID/Philippines, and FEMA Region IX will maintain direct, consistent communication and ensure that there is at least one agency representative that will handle all financial and programmatic issues. For FEMA Region IX, this person will be the Recovery Division Director. In USAID/OFDA, this person is the DAC. For USAID/Philippines, this person will be the RAC.

8.6 Supplementary Personnel

In a large-scale specific event, it could occur that USAID's local resources would be insufficient for the magnitude of emergency inspection and other requirements. In such a case, at USAID's request, FEMA may provide a list of institutional contractors who may have capability to provide backup services, as long as USAID's use of such contractors would not impede FEMA operations. USAID, under its own independent arrangements, may contract with these firms for their services.

9. Financial Administration

9.1 Obligation of Funds

Nothing in this OBP shall constitute a commitment or obligation of funds. All such obligations shall be made through subsequent obligating documents and shall be subject to the availability of funds.

9.2 Eligible Items for DRRP Funding

Based on an estimated budget in the DRRP, FEMA will provide funding to USAID to carry out the activities specified in the DRRP, along with an amount for administrative expenses directly associated with either relief or reconstruction activities authorized in a DRRP.

The following criteria will govern the eligibility of activities described in this OBP to be funded by the transfer of funds from FEMA's Disaster Relief Fund (DRF) to USAID, unless otherwise indicated in the OBP:

- Only upon a PDD for each specific event will the costs for the post-disaster relief and reconstruction activities in this document and identified in the DRRP be eligible for funding for transfers from FEMA's DRF to USAID.
- Only costs directly associated with PDD event-specific relief and reconstruction activities will be financed from the DRF.
- USAID event-specific direct administrative and management costs will be eligible for financing. Costs USAID incurs carrying out its responsibilities under the Compact not directly associated with the DRRP, such as indirect administrative costs or fees, or routine support costs for staff responsible for OBP implementation, are not eligible for reimbursement.
- Costs eligible for DRF financing will include the estimated costs of all disaster event-specific objectives identified in the DRRP. With respect to services provided by other USG federal agencies, the personnel overtime and direct costs of such services may be eligible for reimbursement by USAID, according to the terms of agreements between USAID and the providing agency. Neither FEMA nor USAID will reimburse for costs (whether for emergency relief or reconstruction) when doing so would impermissibly augment the appropriations of the other federal agency. For the purpose of ensuring that costs under a USAID interagency reimbursable agreement (IAA) will be reimbursed by FEMA, FEMA will clear such agreements when requested to do so by USAID.
- Any costs, including pre-event mobilization and post-event emergency response costs, incurred by USAID in events for which a disaster is not declared by the U.S. President will not be eligible for reimbursement by FEMA.

9.3 Financial Transfer of Funds from FEMA to USAID

FEMA/Washington will transfer the funds for the relief and reconstruction plan budgets from the DRF to USAID/Washington, in accordance with standard operating procedures for transfers of federal appropriations. Each transfer (to be effected via a Standard Form 1151) will consist of a total dollar amount on a single accounting line. USAID will receive transfers and utilize its own internal accounting, reporting, and audit requirements that will apply.

Funding to be transferred may be adjusted to account for the value of goods and services FEMA may provide to USAID for the purpose of implementing the relief and reconstruction plans, such as replenishment of warehouse supplies and provision of FEMA expert personnel, unless such amounts are reimbursed through another method agreed to between FEMA and USAID Chief Financial Officer.

Once transferred, USAID is responsible for the proper use and accounting of the funds. The funds are no-year funding and remain available to USAID for the sole purpose of providing assistance for that event-specific declared disaster consistent with the relief and reconstruction plan. USAID will transfer any unused balance back to FEMA.

9.4 Reimbursement of FSM/RMI Government

USAID is responsible for establishing mechanisms for the payment of Compact Nation governments and other authorized recipients of OBP assistance, consistent with its own procedures and regulations.

9.5 USAID Requirements Applicable to Activities Carried Out under OBP

USAID will carry out activities under this OBP in accordance with applicable regulations, policies, and directives, including rules regarding source/origin/nationality and procurement. References in the OBP to USAID use of services provided by specific USG agencies or other organizations, source/origin/nationality of goods and services, etc., are intended to reflect current programmatic understandings but are in no way intended to limit USAID's ability to carry out activities under its regulations, policies, and directives or to otherwise limit the ability of USAID to make programmatic decisions.

9.6 FEMA's Administrative and Accounting Systems

FEMA will make provision through its own accounting and financial mechanisms for costs FEMA may incur for its own management and participation in pre-disaster and post-disaster functions, including participation in planning meetings, participation in JDAs, and other duties, as well as goods and services requested by USAID to implement PDD activities.

9.7 Fraudulent Claims

Clear evidence of falsification of information, purposeful damage or destruction not caused by the declared disaster itself, adding to damage, failure to cooperate with program officials and staff in the assessment or implementation of the repair or reconstruction program, or failure to assist in accordance with the program's requirements may result in the disqualification at USAID's discretion from any assistance under the USAID program. All allegations of fraud, waste and abuse shall be reported to the USAID's Office of the Inspector General and, as appropriate, local authorities.

9.8 Appeals for Review of Assistance Determinations

There will be no appeals process.

9.9 Branding and Marking

Public infrastructure, public utilities, and major structures repaired or replaced under the USAID infrastructure program will be appropriately identified using USAID branding and marking policies, through permanent signage, and may provide additional information such as the typhoon or other disaster that damaged the facility, the implementing organizations and contractors involved in the restoration of the infrastructure asset, and the date of completion.

10. OBP Coordination Meetings

In order to continue to plan and respond in unity, USAID and FEMA will conduct an annual coordination meeting. This meeting will discuss prior year activities and address future concerns or challenges in the implementation of the OBP. FEMA and USAID will determine appropriate scheduling and agenda for such meetings in advance.

USAID may also host an interagency meeting with federal partners to communicate how USAID will provide disaster assistance in the Compact Nations and address any challenges or issues in the provision of assistance.

Annex A: List of Acronyms

ADS	Automated Directives System
COM	Chief of Mission
DAC	Disaster Assistance Coordinator
DAEF	Disaster Assistance Emergency Fund
DART	Disaster Assistance Response Team
DHS	Department of Homeland Security
DOI	Department of the Interior
DRF	Disaster Relief Fund
DRRP	Disaster Relief and Reconstruction Plan
FAA	Foreign Assistance Act
fDRRP	final DRRP
FEMA	Federal Emergency Management Agency
FNS	Food and Nutrition Service
FSM	Federated States of Micronesia
IAA	Interagency Agreement
iDRRP	initial DRRP
IEHK	Interagency Emergency Health Kit
IO	International Organization
JDA	Joint Damage Assessment
NGO	Non-governmental Organization
NMFC/JTWC	Naval Maritime Forecast Center-Joint Typhoon Warning Center
NOAA	National Oceanic and Atmospheric Administration
NWS	U.S. National Weather Service
OBP	Operational Blueprint
OFDA	Office of U.S. Foreign Disaster Assistance
PDD	U.S. Presidential Disaster Declaration
RAC	Reconstruction Assistance Coordinator
RMI	Republic of the Marshall Islands
RMT	Response Management Team
RO	Reverse Osmosis
SME	Subject Matter Expert
UN	United Nations
USAID	United States Agency for International Development
USDA	U.S. Department of Agriculture
USG	U.S. Government
USGS	U.S. Geological Survey
WASH	Water, Sanitation and Hygiene

Annex B: Definitions

Affected Nation: Refers to the affected Compact Nation. If both FSM and RMI are affected simultaneously by a disaster, each country will be identified by name.

Catastrophe: Any natural disaster, act of terrorism, or other man-made disaster that results in extraordinary levels of casualties or damage or disruption severely affecting the population (including mass evacuations), infrastructure, environment, economy, national morale, or government functions.

Chief of Mission (COM) Disaster Assistance: The President of the affected nation may request a disaster declaration from the U.S. COM at any time after the declaration of a national state of emergency/disaster within the affected nation.

Compact Nation: Republic of the Marshall Islands or Federated States of Micronesia.

Completion of an Activity: Under the guidelines of the OBP, a relief and/or reconstruction activity is complete when the item is officially handed over to the appropriate beneficiary (e.g. provision of food) or when the activity is transitioned over to the responsible entity within the Compact Nation.

Completion/Closure of Disaster Operation: The disaster operation is considered closed when all planned and approved relief and/or reconstruction activities are completed. This may be in two distinct phases such as completion of the relief phase and completion of the reconstruction phase.

Direct Administrative Expenses: Direct costs are those that can be identified specifically with a particular final cost objective. Typical direct costs chargeable to federal awards are: 1) Compensation of employees for the time devoted and identified specifically to the performance of those awards; 2) Cost of materials acquired, consumed, or expended specifically for the purpose of those awards; 3) Equipment and other approved capital expenditures; and 4) Travel expenses incurred specifically to carry out the award.

Disaster Assistance Emergency Fund (DAEF): The DAEF was established as part of the Compact and is used by the Compact Nation to assist with disaster related expenses. The Compact Nation President must declare a state of emergency prior to utilizing DAEF funds. DAEF funds must be utilized prior to requesting a PDD. *See Article X, Annex A for further details.*

Disaster Relief and Reconstruction Plan (DRRP): The disaster-specific operational plan submitted by USAID based on the information obtained during the JDA and approved and funded by FEMA to address the relief and reconstruction objectives, activities and expenses following a PDD.

Disaster Resistant: Able to tolerate and withstand environmental conditions of stress such as cyclones or floods.

Drought Determination: USAID, in consultation with NOAA, concludes that, due to drought conditions, the area has an inadequate water supply that is causing, or is likely to reach, a crisis level that causes an

immediate need for life-sustaining needs—such as safe drinking water, food, agriculture, and health services.

Eligible Recipient: For housing, an eligible recipient is the home owner of the disaster damaged or destroyed house. For public infrastructure, an eligible recipient is a government or entity that has sustained disaster related damage.

Impacted Area: The area affected by the declared event as defined by the U.S. National Weather Service/Guam (NWS/Guam), the U.S. Geological Survey (USGS), the Naval Maritime Forecast Center-Joint Typhoon Warning Center (NMFC/JTWC), international news agencies or other reputable sources AND validated by the Joint Damage Assessment.

Joint Damage Assessment (JDA): A joint damage assessment, usually conducted immediately following an event. The purpose is to validate disaster-related damage and disaster-related needs as well as quantify and specify relief and reconstruction requirements. The composition of the team may vary according to need but representatives from the Compact Nation, FEMA and USAID/OFDA are required.

Mitigation: Mitigation is the effort to reduce loss of life and property by lessening the impact of potential disasters. Mitigation is taking action now—before the next disaster—to reduce human and financial consequences later (analyzing risk, reducing risk, insuring against risk).

National Declaration for State of Emergency/Disaster: A declaration by the Compact Nation of an event in which national resources are required to respond or alleviate. A required step in the PDD process.

Other Sources: The term “other sources” includes drawdown of the DAEF; international donations that have been received by the Compact Nation as of the date of the request for a PDD; and the USAID funds via the U.S. COM. In terms of the USAID contribution, only USAID/OFDA’s initial contribution to the COM of \$50,000 counts towards ‘other sources’. It does not include costs of other USAID/OFDA-initiated activities.

Public Infrastructure: It may include either parastatal or private operators of utility facilities. Public infrastructure facilities to be repaired and/or reconstructed include vertical (e.g., public hospitals, health centers, schools, government facilities, port facilities, public cultural facilities) and horizontal (e.g., public water, sewage, electricity, telecommunications, roads, and bridges) infrastructure.

Shelter, Emergency: Basic materials needed to provide temporary protection from the elements, space in which to live and store belongings, privacy, and emotional security.

Shelter, Transitional: Longer term shelter that may be needed until permanent housing is available.

Start Up Award: The Start Up award is assistance available under a PDD accessible to all homeowners within the impacted area of the affected nation whose primary house is either damaged or destroyed during a disaster event. This award is designed to supplement the needs of the affected family members upon their return to repaired or reconstructed houses.

Supplemental Assistance: Assistance and resources provided by the USG after all other resources have been utilized, including DAEF, COM funds, donations and other sources.

Temporary Public Facility: Facility that is used for temporary operations for an eligible public recipient when the damaged facility is so badly damaged it cannot be used. For example, a sprung structure or hard-sided tent may be used for temporary classrooms at a destroyed school.

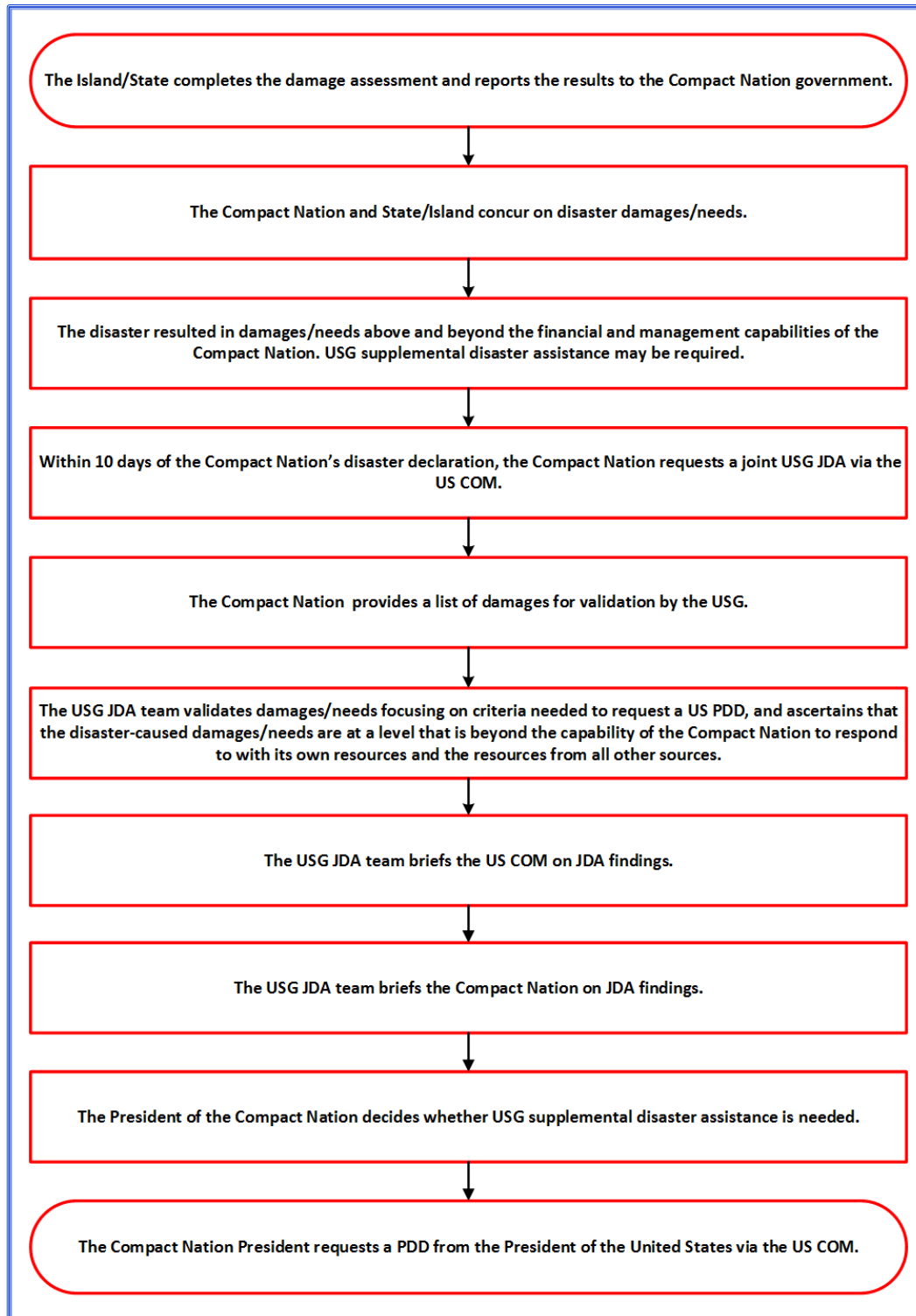
U.S. Presidential Disaster Declaration (PDD): A declaration of a major disaster by the U.S. President that authorizes USG disaster assistance under the Compact.

USAID Funds: Funds appropriated to USAID as opposed to those provided by FEMA to USAID.

Vehicle: Any mode of transportation.

Annex C: Flow Charts

C.1 Joint Damage Assessment Flow Chart



C.2 Request for USG Assistance Flowchart

