

Table 5-1
Regional Shelter Capacities

Zip Code	Shelter Capacity	Zip Code	Shelter Capacity	Zip Code	Shelter Capacity
91901	347	92037	1,189	92114	1,755
91905	3	92054	202	92115	829
91906	95	92056	387	92117	1,693
91910	479	92057	371	92118	1,151
91911	313	92060	97	92119	589
91916	90	92064	1,901	92120	1,041
91935	187	92065	452	92122	1,097
91941	606	92067	337	92123	1,172
91942	56	92071	6,134	92124	1,603
91945	100	92069	1,197	92126	888
91950	497	92075	211	92127	502
91962	240	92078	250	92128	724
91963	53	92081	500	92129	1,044
91978	395	92082	850	92130	185
91977	2,063	92083	337	92131	346
92004	100	92084	1,499	92139	731
92007	26	92086	325	92154	1,314
92008	794	92091	112	92173	508
92009	75	92093	1,750	TOTAL CAPACITY: 61,102	
92010	249	92101	1,486		
92011	76	92102	672		
92019	617	92103	1,041		
92020	2,142	92104	358		
92021	925	92105	548		
92024	250	92106	993		
92025	1,139	92107	416		
92026	501	92109	903		
92027	2,354	92110	359		
92028	867	92111	1,230		
92029	93	92113	1,876		

FEMA Long-Term Housing Assistance

In declared disasters and emergencies, short and long-term housing assistance from FEMA may be available.

Temporary Housing Assistance

Temporary Housing Assistance is provided when a FEMA assistance applicant's home is destroyed or damaged so badly that it cannot be lived in and there is insufficient insurance to meet the need for housing. Temporary rental assistance, grants to replace destroyed homes and repair grants are included in this type of assistance.

Rental Assistance

Rental assistance grants are provided by FEMA to homeowners and renters to temporarily rent another place while repairs are made to their home or while they are looking for another place to live. Applicants' damaged homes must be inspected to determine if they are eligible for rental assistance grants. Rental assistance grants may be used to pay for renting an apartment or house, or for staying in a hotel or motel. In areas where no housing is available to rent, alternative forms of housing, such as travel trailers or mobile homes, may be provided.

Repair Grants

Underinsured disaster victims may be eligible for grants to cover labor and material costs for home repairs to make the home safe to live in. Typical types of repairs covered include: roof, electrical system, and windows and doors. FEMA assistance covers minimal repairs. Low-interest disaster loans from the U.S. Small Business Administration are the source of funding for repairs to restore victims' houses to pre-disaster condition.

Communication Considerations

The OA EOC and impacted EOCs must be constantly aware of shelter requirements and capacities throughout the region. The American Red Cross shelter managers will inform their Disaster Operations Center about shelter capacities. The Disaster Operations Center will relay this information to the American Red Cross Liaison in the OA EOC, who will then convey this information to the Information and Intelligence Section, other EOCs, and the Joint Information Center.

Evacuees will be provided updated shelter information en-route through emergency radio broadcasts, messaging boards along the evacuation routes, and 2-1-1 informational lines.

Shelter personnel must ensure they are able to communicate with special needs populations including people who are deaf; deaf-blind or hard of hearing; blind or have low vision; or have cognitive disabilities. Translation services (language or sign language) should also be provided at shelters and evacuation points. Jurisdictions in the OA must work with local educational and ethnic organizations to identify individuals who speak foreign languages and who will be available to assist in the evacuation.

Hazard-Specific Considerations

Dam Failure:

Shelter sites will be located outside the areas impacted by these hazards.

Earthquake:

Shelters will need to be assessed for structural damage prior to being opened up for public use.

Residents may refuse to evacuate from their homes following an earthquake and will choose to camp in their yards and protect their property as an alternative of going to a shelter.

Flood (100 Year)

Shelter sites will be located outside the areas impacted by these hazards.

Tsunami:

Based on traffic conditions, an evacuation from a short-notice tsunami incident may be conducted more efficiently by foot. Therefore, evacuation points or shelters will need to be established in proximity to where the population evacuated (2 miles from the coast).

Wildfire/Structural Fire:

Due to the unpredictability of wildfires and how they can spread rapidly, there will need to be flexibility in identifying shelters that are safely located outside the hazard zones.

Terrorism:

Sheltering-in-place may provide greater protection to the public during acts of terrorism involving chemical, biological, or radiological agents.

VII. Resources

It is important to know what types of resources are available and which agencies can provide them in order to effectively respond to an incident.

Personnel

The County has a list of critical personnel to notify during an incident and will go through established channels for mutual aid. Individual jurisdictions are responsible for maintaining their respective lists and notifying their critical personnel during an emergency.

It is recommended that each jurisdiction pre-identify skilled laborer resources that may be needed during an emergency such as bus drivers and interpreters.

Transportation

The County is developing MOUs/MOAs with the Metropolitan Transit System and the North County Transit District for the use of buses, trolleys, and rail resources and the provision of bus drivers, light rail transit operators, and paratransit operators. Agreements with private school and charter bus companies and other private transportation companies will also be pursued. In

addition, the County will work on establishing and maintaining working relationships with partner organizations including advocacy organizations, agencies that serve the transportation-dependent populations, and faith and community based organizations. All available transportation resources will be included in the WebEOC tracking system database.

Buses are San Diego's greatest resource in terms of alternative transportation modes. The Metropolitan Transit System has approximately 600 buses that could be made available for an evacuation effort, each of which can accommodate two wheelchairs. The Metropolitan Transit System could also provide bus drivers and paratransit operators.

Additional potential transportation resources include, but are not limited to, the following:

- A. Charter or school buses
- B. San Diego Trolley
- C. Amtrak
- D. Shuttles
- E. Taxis
- F. Hotel vans
- G. Rental cars
- H. Limousines
- I. Helicopters

Additional Resource Requirements

It is essential that jurisdictions have a good understanding of what resources will or will not be available to them from other agencies in an evacuation effort. Jurisdictions should ensure that mutual aid agreements exist for critical resources such as traffic barricades, heavy equipment, and personnel resources. It is also essential that local jurisdictions establish and maintain working relationships with public and private agencies that work with special needs populations or serve the transportation-dependent populations. These agencies can provide assistance in the identification and transportation of special needs populations.

MOUs need to be formalized with other agencies and organizations for the provision of animal food, water, and supplies as well as assistance in the transportation of large animals. In addition, potential volunteer resources and private groups that can provide animal services should be identified and tracked in WebEOC.

Mutual Aid

Under the terms of the California Master Mutual Aid Agreement, emergency response mutual aid is provided on a voluntary basis from one jurisdiction to another. The Southern Mutual Aid Region VI consists of six counties and includes the County of San Diego. To facilitate mutual aid, discipline-specific mutual aid systems work through designated mutual aid coordinators at the OA, regional, and state levels. Mutual aid coordinators are established for:

- A. Fire and Rescue;

- B. Law Enforcement;
- C. Emergency Services; and
- D. Disaster Medical.

The basic role of a mutual aid coordinator is to:

1. Receive mutual aid requests;
2. Coordinate the provision of resources from within the coordinator's geographic area of responsibility; and
3. Pass unfilled requests to the next governmental level.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by emergency management staff at the local government, OA, regional, and state levels.

When an OA needs a resource, it forwards a request to the Regional EOC. The requesting OA generates a mission request tracking form, which includes the following information:

1. A description of the current situation;
2. A description of the requested staff, equipment, facility, and supply needed;
3. Specification of the type or nature of the service to be provided;
4. Delivery location with a common map reference;
5. Local contact at delivery location with primary and secondary means of contact;
6. Name of the requesting agency and/or OA contact person;
7. Indication of when the resource is needed and an estimated duration of use; and
8. For requested resources that include personnel and/or equipment with operators, a description of logistical support is required (e.g., food, shelter, fuel, and reasonable maintenance).

Fire and Rescue and Law Enforcement mutual aid operations in the San Diego OA are described in Annexes B and C of the Operational Area Emergency Plan. San Diego OA will follow the established Mutual Aid procedures to obtain additional supplies, equipment, and personnel to assist in the evacuation.

American Red Cross

The American Red Cross maintains disaster field supply storage facilities in Southern California. The warehouses contain materials for shelters, such as cots, blankets, and comfort kits, and equipment needed for such American Red Cross operations as mobile feeding.

The American Red Cross maintains contracts with private vendors for foods to be distributed through mobile feeding operations. Disaster field supplies and supply contracts support American Red Cross operations.

Resources are transported via American Red Cross vehicles, private contractors of the American Red Cross, or if needed, through local government or OA support.

American Red Cross chapters maintain their own caches of supplies for smaller scale shelters. American Red Cross chapters use their own resources and activate existing agreements with local vendors as much as possible to meet local needs.

VIII. Access Control and Security

Once an area is evacuated, it needs to be kept clear for security reasons, the safety of responders, and to keep individuals out of hazardous areas. Perimeter control is normally accomplished by establishing Access Control Points, roadblocks, or road closures supplemented by suitably equipped mobile patrols.

Security Requirements

After people have been evacuated, access back into the damaged areas will be controlled to secure the area and protect public safety. Access Control Points will be established through staffed check points, road blocks, or road closures and can be used to establish outer and inner perimeter controls. The outer perimeter control will be used to provide information and reduce sight-seeing traffic. The inner perimeter control will function to restrict traffic to emergency response vehicles and personnel only. When possible, law enforcement personnel will also conduct periodic patrols within the secured areas, to deter theft and looting of abandoned residences. Access back into the evacuated areas should initially be limited to:

- A. Emergency service and public works personnel;
- B. Utility companies engaged in restoring utility services;
- C. Contractors restoring damaged buildings, clearing roads, and removing debris;
- D. Commercial vehicles delivering food, essential supplies, life support equipment, construction supplies, and other related materials; and
- E. Media representatives.

Law enforcement will be present at designated evacuation and transportation points and shelter sites for security, crowd control, and to deter criminal activity. Local law enforcement agencies can request mutual aid from the San Diego County Sheriff who serves as the OA Law Enforcement Coordinator.

Law enforcement personnel should also establish protocols for allowing critical employees, including essential medical and volunteer staff through roadblocks. Law enforcement should also consider making allowances at blockades, shelters, and other impacted areas for attendants, home health aides, visiting nurses, guide animals, and other individuals that are crucial to the immediate health care needs of people with disabilities.

IX. Re-Entry Procedures

Guidance and procedures to ensure a coordinated, safe, and orderly re-entry into impacted communities following an incident is provided in the County of San Diego Re-Entry Protocol.

Re-entry will be initiated by the EOC Director, based on clearance from the Incident Commander or the Liaison Officer of the Incident Management Team, in consultation with the Operations Section Chief at the OA EOC. In the event that the OA EOC has been deactivated, re-entry procedures will be initiated by the Incident Commander or the Liaison Officer of the Incident Management Team.

The Operations Section Chief or the Incident Commander will designate a Re-Entry Coordinator. The Re-Entry Coordinator is responsible for coordinating the re-entry procedures with all involved agencies and ensuring effective communication. Priorities for re-entry include:

- A. Safety
- B. Security
- C. Damage Assessment
- D. Restoration of Services
- E. Communication of Information

The impacted areas must be thoroughly investigated to ensure it is safe for residents to return and normal operations have been restored. This assessment will include verification that:

1. Structures and trees are deemed safe;
2. Damage and safety assessment has been completed;
3. There are no leaking or ruptured gas lines or downed power lines;
4. Water and sewer lines have been repaired;
5. Search and rescue operations have been completed;
6. There are no hazardous materials that can threaten public safety or appropriate warnings have been issued;
7. Water has been deemed safe or appropriate warnings have been issued;
8. Major transportation routes are passable and debris has been removed from public right-of-way; and
9. There is no threat to public safety and other significant hazards have been eliminated.

The public will be notified of the re-entry status through emergency broadcast radio, television, press releases, internet, informational phone lines such as 2-1-1, community briefings, and informational updates at shelters.

Once evacuees are permitted to return, it is important that procedures are established to properly identify residents and critical support personnel as well as ensure the legitimacy of contractors, insurance adjusters, and other personnel. Re-entry points should be staffed by law enforcement personnel.

Transportation resources will have to be coordinated to return evacuees that require transportation assistance from evacuation points or shelters back to their communities. Traffic management plans will need to be established for the return of evacuees which include the identification of preferred travel routes. Relief agencies such as the American Red Cross and Public Health Departments will also need to work closely with residents to provide information material and assistance.

When people are permitted to leave the shelters and return back to their homes, there is a potential that people with disabilities may not be able to enter their homes, especially if required ramps or other means of access have been destroyed. Due to these considerations, short-term housing must be identified that can accommodate the needs of personnel with disabilities. Potential sites could be hotels or motels, apartment buildings, or portable trailers with ramps. It is also important that these temporary housing sites are located in proximity to necessary support networks.

Each local EOC will be responsible for making the determination that re-entry has been completed for its jurisdiction, and promptly informing the OA EOC. Following confirmation from all affected jurisdictions that the re-entry process is complete, the OA EOC will notify every local EOC in the affected area of the date and time of completion.

X. Evacuation Annex Training and Exercises

The OA Evacuation Annex is considered a working document that will evolve in response to ever-changing threats. Ongoing exercises, training, evaluation, management, and maintenance of this Annex will ensure that new hazards and changes in communities can be addressed. A well-developed training and exercise program is vital to ensuring overall readiness and preparedness. Training ensures that personnel are prepared for their roles and responsibilities. Exercises test the capabilities, resources, and working relationships of responding agencies.

Training

All County and City staff should receive awareness training on the policies and procedures identified in their respective evacuation plan. All staff that may potentially participate in responding to emergencies in the City or OA EOC or Department Operations Centers must maintain minimum training competencies. An on-going training documentation program should also be developed by each jurisdiction to accommodate staff turnover and ensure all personnel have the required competencies. Training can be accomplished through classroom or internet instruction, coursework, independent study, on-the-job training, or hands-on exercises.

Shelter staff and volunteers are well trained to provide general emergency services, but it is also important that they become familiar with at least identifying if not providing services to people with disabilities. Shelter staff should also be trained on how to communicate with people who are deaf or hard of hearing such as exchanging notes, posting signs, or posting written messages. Staff should also be aware that they may have to read printed information or provide other types of assistance to people who are blind or have poor vision.

Exercises

Conducting regular tabletop and operational exercises will help identify areas of the Annex that require revision, enhancement, or additional detail. Exercises also help identify additional training or equipment that is necessary to improve the capabilities of response personnel to implement evacuation efforts. The Homeland Security Exercise and Evaluation Program describes the types of exercises sponsored and approved by the U.S. Department of Homeland Security, Office for Domestic Preparedness including seminars, tabletops, drills, functional exercises, and full-scale exercises.

Seminars are discussion based exercises to provide an overview of the plan procedures, concepts, protocols, available resources, and strategies. Tabletop exercises involve participants discussing simulated situations to assess plans, policies, and procedures. Tabletop exercises provide a convenient and low cost method of introducing officials to problem situations for discussion and problem solving. Such exercises are a good way to see if adequate emergency policies and procedures exist. Periodic tabletop exercises specific to short-notice and no-notice incidents requiring evacuation efforts within the OA are recommended.

Drills are coordinated activities used to test a single specific operation or procedure of an agency. Drills could be used to test evacuation notification procedures, transportation resource deployment, requests for mutual aid, or evacuation point activation. Functional exercises are intended to test multiple functions of a plan through the development of a scenario with simulated movement of personnel and equipment. The objective is to test the ability of the plan's procedures, policies, and staff to respond to a realistic, stressful, and complex crisis scenario. These plans can also be coordinated with adjoining jurisdictions. Full-scale exercises are the most complex and involve multiple agencies and jurisdictions to test the implementation of a plan; however this level of exercise would be far too disruptive to the communities.

An After Action Report shall be developed after each exercise and a real-life incident requiring evacuation to assess strengths, weaknesses, and opportunities of the evacuation effort and to determine recommendations to improve evacuation response. Based on the After Action Report, the Corrective Action Plan and specific completion schedule should be developed. As part of the Corrective Action Plan, recommendations identified in the After Action Report will then be integrated into the evacuation plans.

Public Outreach

It is recommended that each jurisdiction conduct public information programs to increase citizen awareness of potential hazards that may require an evacuation effort, potential evacuation routes, availability of transportation, what people should take with them during an evacuation, recommendations for families with small children, where they can expect to receive timely information, and how pets will be accommodated.

People with disabilities should also be educated about realistic expectations of service during and after an emergency. The public must also be informed about the importance of workplace and home evacuation procedures and the need to practice these drills on a regular basis. Furthermore, the public must be aware of the importance of family disaster planning and the

potential need to shelter in place following an incident. Animal owners should be encouraged to purchase appropriate cages, carriers, or trailers for their animals, maintain a supply of medicines or special foods that the animal requires, and ensure their animals wear identification at all times and are microchipped.

San Diego County OES will have copies of the OA Evacuation Annex available for public review.

XI. Annex Maintenance

San Diego County OES will be responsible for maintaining and updating the OA Evacuation Annex. The Annex will be reviewed annually and updated as necessary based on lessons learned and After Action Reports following drills, exercises, or actual incidents. The Annex will be revised every four years, at a minimum, to integrate new hazard information, established MOU/MOAs, changes in communities, and incorporate lessons learned from exercises or real incidents.

Revisions and updates should include:

1. Review of existing evacuation procedures for all identified hazards to ensure continued accuracy and validity;
2. Review of the availability of evacuation routes;
3. Incorporation of new MOUs/MOA and resources;
4. Determination of additional evacuation procedures;
5. Assurance that necessary training has been made available to all relevant departments/agencies.

Departments and agencies assigned responsibilities in this Annex are accountable for developing and maintaining SOPs which cover those responsibilities.

In addition, a Steering Committee should be established to work with the individual jurisdictions as they are developing or updating their specific evacuation plans to ensure all plans are consistent and can be coordinated during an evacuation effort.

Changes to this Annex shall be recorded in the Record of Changes table on the following page.

Record of Changes

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Appendix A

Level III Evacuation Considerations

This appendix is intended to provide additional considerations that would be applicable during a Level III (catastrophic) evacuation effort. The National Response Plan defines a catastrophic event as any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time, immediately exceed local and State resources, and significantly interrupt government operations and emergency services to such an extent that national security could be threatened.

The following concepts, circumstances, and strategies should be considered during a Level III evacuation effort:

1. Food, water, restrooms, fuel, and shelter opportunities need to be available along evacuation routes.
2. Rest areas, truck weigh stations, welcome centers, and service plazas should be staffed with emergency personnel to provide information to evacuees en-route.
3. Tow trucks will need to be deployed along the evacuation routes to remove stalled or broken-down vehicles.
4. Refueling resources will need to be provided for vehicles that operate on gas, diesel, and compressed natural gas.
5. Mega shelters sites may need to be identified and staffed.
6. The OA EOC will need to coordinate with shelter sites outside the county including Riverside and Orange County. The Riverside American Red Cross has an approximate capacity to accommodate 25,000 people.
7. A large scale evacuation effort over a long distance may be very challenging given the transportation network of San Diego County.
8. Under Emergency Support Function -6: Mass Care, Housing, and Human Services, American Red Cross and FEMA are to assist evacuees and people with special needs. The National Response Plan also refers to the use of the National Disaster Medical System, which can be activated by the Department of Homeland Security to assist in medical response and patient evacuations beyond care provided under Emergency Support Function -6.
9. Under the National Response Plan, a catastrophic incident engenders a comprehensive and integrated Federal, State, and local response. When the Secretary of Defense authorizes Defense Support of Civil Authorities for domestic incidents, the Department of Defense retains command of military forces under Defense Support of Civil Authorities and coordinates its activities under a Unified Area Command.

10. FEMA maintains pre-positioned caches of disaster supplies throughout the western United States.
11. In the event of a catastrophic incident in the San Diego County, FEMA will assign representatives with the authority to commit federal resources to the County and arrange the logistics of federal shipments.
12. During the first 48 hours following an incident, FEMA transports “push items”—federal assets that include Emergency Response Teams, equipment, and other supplies—to an incident Mobilization Center.
13. FEMA ships resources from mobilization centers to Federal Operational Staging Areas and to state staging areas, and relies on state and local agencies to distribute the resources.
 - A. In a catastrophic incident, FEMA will deliver resources and transfer them to state control at any of the following locations:
 - B. - Directly where the resources are needed;
 - C. - Incident Command Post in a local jurisdiction;
 - D. - Point of Distribution;
 - E. - State staging area;
 - F. - Federal Operational Staging Area; or
 - G. - Mobilization Center.
14. Federal personnel provide warehousing, transportation, and other labor whenever resources remain under the management of the Federal Government.
15. FEMA resources include federal support until the point where supplies are handed off to the state and local authorities for distribution to the public. When supplies and commodities are handed off to the state and local government, labor and logistics support becomes the responsibility of those parties, unless the disaster requires further federal support from the Federal Government.
16. FEMA is responsible for restocking Mobilization Centers and Federal Operational Staging Areas to a 1 to 3-day supply level.
17. FEMA validates the eligibility of and prioritizes requests from the State Government.
18. FEMA mission tasks the Department of Transportation to activate the National Transportation Contract as part of Emergency Support Function #1 – Transportation.
19. FEMA mission tasks the U.S. Army Corps of Engineers to support requests for ice, water, and emergency power under Emergency Support Function #3 – Public Works and Engineering.
20. Under the National Response Plan and at FEMA’s direction, the U.S. Army Corps of Engineers may provide local and State Government with the following direct federal assistance:
 - A. Supplies of bottled or bulk potable water;
 - B. Supplies of packaged ice;

- C. Transportation of purchased commodities to one or more staging and/or distribution sites, including moving from staging sites to Points of Distribution;
 - D. Loading and unloading of trailers and reefers;
 - E. Storing of purchased or government-furnished commodities at staging sites outside of affected areas or Points of Distribution in affected areas;
 - F. Managing commodity contracts to execute assigned mission.
21. The Department of Homeland Security and Health and Human Services Agency manage the Strategic National Stockpile (SNS) which is a large inventory of medicine and medical supplies used to protect the public if an emergency is severe enough to deplete local medical supplies.
22. The SNS, which is strategically located in caches throughout the country, are staged for shipping to a disaster area within 12 hours of notification.
23. Technical staff travels with the SNS push packages to coordinate with state and local officials, and to ensure prompt and effective use of the materials.
24. Health and Human Services transfers authority for the SNS assets to state and local authorities once they arrive at a designated state receiving and storage site.

Appendix B

Instructions on Sheltering-In-Place

- Close and lock all windows and exterior doors.
- If you are told there is danger of explosion, close the window shades, blinds, or curtains.
- Turn off all fans, heating and air conditioning systems.
- Close the fireplace damper.
- Get your disaster supplies kit and make sure the radio is working.
- Go to an interior room without windows that is above ground level. In the case of a chemical threat, an above-ground location is preferable because some chemicals are heavier than air, and may seep into basements even if the windows are closed.
- Bring your pets with you, and be sure to bring additional food and water supplies for them.
- It is ideal to have a hard-wired telephone in the room you select. Call your emergency contact and have the phone available if you need to report a life-threatening condition. Cellular telephone equipment may be overwhelmed or damaged during an emergency.
- Use duct tape and plastic sheeting (heavier than food wrap) to seal all cracks around the door and any vents into the room.
- Keep listening to your radio or television until you are told all is safe or you are told to evacuate. Local officials may call for evacuation in specific areas at greatest risk in your community.

Appendix C

Suggested Items to Take During an Evacuation

San Diego County OES provides the following list of suggested items that the public should take with them during an evacuation:

Cash and Credit Cards

Important Documents

- Social Security Cards
- Drivers License
- Passport
- Medical Records
- Insurance Information
- Deeds
- Titles
- Most Recent Tax Returns

**Names, Addresses, and Telephone
Numbers of Doctors And Pharmacists
Change of Clothing for each Family
Member**

Personal Hygiene Items

- Toothbrush and Toothpaste
- Shampoo
- Lotion
- Soap
- Deodorant
- Kleenex
- Essential medicines and eyeglasses
- Feminine hygiene supplies
- Other personal hygiene supplies
(based on individual needs)

Family Photos

Baby Items

- Diapers
- Formula
- Food
- Change of Clothing

Special Needs Items

- Wheelchair
- Medications
- Canes

Pet Care Items

- Identification
- Immunizations
- Carrier or Cage
- Muzzle or Leash
- Food

Appendix D

Roadway Capacities

Roadway	AM Peak Capacity (vph)
30TH	3,100
ALTA	950
BALBOA	3,004
BARHAM	4,010
BEAR VALLEY	2,538
BIRCH	1,872
BLACK MOUNTAIN	3,300
BROADWAY	3,254
CAM DEL NORTE	2,356
CAM DEL RIO WEST	5,100
CAMINO SANTA FE	2,300
CAMINO SUR	5,100
CAMPO	950
CARMEL MTN	3,760
CLAIREMONT MESA	3,202
DEL MAR HEIGHTS	2,808
EASTLAKE PKWY	5,100
EL CAMINO REAL	5,100
ENCINITAS	3,300
ENCINITAS	3,300
FAIRMOUNT	3,300
FLETCHER	3,868
FRIARS	2,950
GENESEE	1,654
H	5,100
HUNTE	5,100
I-15 HOV SB	3,200
I-15 NB	8,800
I-15 SB	4,400
I-5 HOV NB	1,600
I-5 NB	7,600
I-5 SB	7,600
I-8 EB	4,000
I-8 WB	4,000
I-805 HOV NB	1,600
I-805 NB	8,400
LA JOLLA PARKWAY	1,908
LA JOLLA VILLAGE	3,618
LA MEDIA	3,362
LAKE JENNINGS PARK	3,100

Roadway	AM Peak Capacity (vph)
LAS POSAS	3,760
LINCOLN	2,050
LOS COCHES	5,100
MANCHESTER	4,900
MAPLEVIEW	1,000
MELROSE	3,300
MIRA MESA	2,356
MIRAMAR	5,100
MISSION	3,760
MISSION GORGE	3,100
NAVAJO	1,906
NEW PROCTOR VALLEY	5,100
NOBEL	5,100
NORTH HARBOR	4,786
NORTH TORREY PINES	3,274
OCEANSIDE	5,100
OLIVENHAIN	1,906
OLYMPIC PARKWAY	5,100
ORANGE	5,100
OTAY LAKES	4,928
OTAY MESA	6,900
OTAY VALLEY	5,100
PACIFIC	4,786
PACIFIC NB	4,900
PALA	950
PALM	2,950
PALOMAR AIRPORT	1,400
PASEO DE LAS AMERICA	3,100
PASEO RANCHERO	5,100
PROCTOR VALLEY	2,000
RAMP	3,100
RANCHO SANTA FE	1,634
RIVERFORD	1,250
SABRE SPRINGS	2,300
SAN MARCOS	5,200
SCRIPPS POWAY	3,652
SEA WORLD	2,372
SIEMPRE VIVA	2,950
SILVER STRAND	2,412
SR-125 NB	3,452
SR-125 SB	5,700
SR-163 NB	3,600
SR-163 SB	3,600
SR-52 EB	4,000

Roadway	AM Peak Capacity (vph)
SR-52 WB	3,600
SR-54 EB	6,000
SR-54 HOV EB	1,600
SR-54 HOV WB	1,600
SR-54 WB	6,000
SR-56 EB	2,000
SR-56 WB	4,000
SR-67 NB	2,952
SR-67 SB	4,000
SR-75 HOV SB	1,600
SR-75 NB	4,000
SR-75 SB	6,000
SR-76 NEW	2,050
SR-78 EB	4,800
SR-78 WB	5,400
SR-905 EB	5,200
SR-905 WB	2,000
SR-94	950
SR-94 EB	6,000
SR-94 WB	4,000
SR905 EXPRESSWAY	3,100
SUNSET CLIFFS	1,656
SWEETWATER	3,024
TED WILLIAMS	2,156
TELEGRAPH CANYON	2,950
TORREY PINES	4,678
TWIN OAKS VALLEY	2,640
TWIN PEAKS	1,656
URBAN CENTER EAST	5,100
VALLEY	3,300
VALLEY CENTER	1,170
VIA RANCHO	3,038
WASHINGTON	3,300
WIEGHORST	1,420
WOODLAND	2,300

Appendix E

Acronyms and Abbreviations

Caltrans	California Department of Transportation
CERT	Community Emergency Response Team
CHP	California Highway Patrol
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency
GIS	Geographic Information Systems
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MPH	Miles Per Hour
OA	Operational Area
OES	Office of Emergency Services
SDG&E	San Diego Gas and Electric
SOP	Standard Operating Procedures
VPH	Vehicles Per Hour

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Unified San Diego
County Emergency
Services Organization
And
County Of San Diego

Operational Area
Emergency Plan

ANNEX R

Operational Area Recovery Plan

October 2010

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**UNIFIED SAN DIEGO COUNTY
EMERGENCY SERVICES ORGANIZATION
AND
COUNTY OF SAN DIEGO**



**OPERATIONAL AREA
RECOVERY PLAN**

April 18, 2007

Prepared by: URS Corporation
Job Number: 27656124.00100

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1 INTRODUCTION

1.1 Overview

Recovery operations include the development, coordination, and execution of service- and site-restoration plans for impacted communities, as well as the reconstitution of government operations and services. Reconstitution of government operations and services can be accomplished through individual, private-sector, nongovernmental, and public assistance programs that identify needs and define resources, provide housing and promote restoration and address long-term care and treatment of affected persons. Moreover, recovery involves incident-related cost recuperation, identification and implementation of mitigation measures to reduce or eliminate effects of future incidents, as well as evaluation of lessons learned. Recovery operations should begin with or shortly after a disaster occurs and can be generally divided into two phases, Short-term and Long-term.

No single jurisdiction or agency has the capability and resources to address all disasters or major emergency situations. Therefore, the Unified San Diego County Emergency Services Organization (USDCESO) was established to provide and address disaster related problems on a regional basis. This "Operational Area Recovery Plan" (OA Recovery Plan) has been developed to provide guidance for the San Diego County Operational Area.

The OA Recovery Plan is incorporated by reference into the Operational Area Emergency Plan (OAEP) and is superseded by the OAEP if the plans conflict. The OA Recovery Plan defines responsibilities, establishes a recovery organization, defines lines of communications, and is designed to be part of the statewide Standardized Emergency Management System (SEMS) and compliant with the National Incident Management System (NIMS).

The "Operational Area" consists of the county and each of its political subdivisions including special districts. The "Operational Area Coordinator" (OAC) is elected by the Unified Disaster Council, and is currently the County's Chief Administrative Officer (CAO).

During multi-jurisdictional emergencies, each jurisdiction and special district is responsible for conducting and managing emergencies within its boundaries. The OAC serves as the primary focal point for coordination of mutual aid, assistance, and information between local jurisdictions and special districts.

Additional departmental Standard Operating Procedures (SOPs) are incorporated by reference into this plan and are listed below in Section 1.6, Authorities and References.

1.2 Purpose

The basic premise of the OA Recovery Plan is that planning undertaken in advance of a disaster can accelerate a post-disaster return to normalcy. The OA Recovery Plan describes a coordinated system for disaster recovery operations in disaster situations associated with natural disasters, technological incidents, terrorism and nuclear-related incidents. It delineates operational concepts relating to recovery, identifies components of the recovery organization, and describes the overall responsibilities intended to expedite public and private recovery. The OA Recovery Plan also identifies the sources of outside support that might be provided (through mutual aid and specific statutory authorities) by other jurisdictions, state and federal agencies and the private sector.

The OA Recovery Plan is designed to provide guidance to the County of San Diego and jurisdictions, agencies, organizations and businesses interacting with the County. Each jurisdiction and special district in the Operational Area must develop an individual recovery plan or recovery annex to complement existing Emergency Operations Plans (EOPs). The OA Recovery Plan should be used as a template and will support or supplement the recovery plans prepared and maintained by each local government.

1.3 Goals and Objectives

Operational Area recovery goals include the coordinated gathering and evaluation of damage assessment information; accurate estimation of the financial value of losses and recovery costs; quick application for state and federal disaster relief funds; timely restoration of community services and infrastructure to pre-disaster condition; and implementation of cost-effective and practicable mitigation measures.

The OA Recovery Plan establishes the following objectives for the Operational Area:

- Define and establish an Operational Area Damage Assessment Team for response to the San Diego County Operational Area that includes the Operational Area Emergency Operations Center (EOC), all City EOCs, and field survey/inspection teams.
- Determine the roles and responsibilities for all involved agencies.
- Outline the essential functions involved in full scale damage assessment reporting and recovery.

1.4 Planning Assumptions and Situations

The OA Recovery Plan is an all-hazards recovery plan for incidents of varying magnitude. The OA Recovery Plan incorporates lessons learned from response and recovery efforts within the San Diego Operational Area as well as best emergency management practices from around the nation.

Every disaster recovery plan has a foundation of assumptions on which the plan is based. The assumptions limit the circumstances that the plan addresses and the limits define the magnitude of the disaster the organization is preparing to address. The OA Recovery Plan addresses incidents of local, regional, state, and national significance, including Presidentially declared major disasters as defined in the Stafford Act.

The following assumptions were considered in developing the OA Recovery Plan:

- The geographical area of San Diego County is of sufficient size and is subject to a sufficient diversity of hazards, and is therefore unlikely to experience a major natural disaster which will cause the Operational Area to be completely destroyed.
- The geographical area of San Diego County is of sufficient size and is subject to a sufficient diversity of hazards so that natural disasters and man-made/terrorist incidents are likely to occur. The variable severity of the likely disaster requires the establishment of scalable, adaptable Recovery Operations.
- The geographical area of the State of California is of sufficient size and is subject to a sufficient diversity of hazards, therefore it is unlikely to experience a major natural disaster which will cause the State to be completely destroyed.
- A sufficient number of trained staff will be available to and capable of performing the functions defined within the OA Recovery Plan.
- Surface transportation in the Operational Area will be possible, or necessary long distance and local communications lines will be available.
- Although the OA Recovery Plan is designed for the worst case scenario, inherent in the plan strategy is the ability to recover from any disaster that does not overwhelm federal resources.

The Federal Government is currently evaluating its response and recovery activities following Hurricanes Katrina and Rita (2005) and this evaluation may lead to changes in federal guidance regarding response and recovery planning for catastrophic incidents. The OA Recovery Plan will be revised as appropriate when and if additional guidance is provided.

1.5 Plan Organization

The OA Recovery Plan is organized into sections, appendices and attachments that provide an organized overview of all aspects of recovery. It is intended to be used prior to an emergency to familiarize staff with response operations as well as during short and long-term recovery operations. Brief descriptions of the contents of each section, appendix and attachment are below.

- Introduction: Brief description of recovery operations, plan purpose, goals and objectives, planning assumptions, plan organization, and authorities and references.
- Concept of Operations: Provides information on response, and short and long-term operations as well as plan activation and termination.
- Organization: Describes the levels of emergency response according to SEMS and establishes the organization of response, short-term, and long-term recovery operations.
- Roles and Responsibilities: Defines roles and responsibilities for all participants in short and long-term recovery operations.
- Operations Functions: Provides information on short-term and long-term recovery operations functions, including: Resumption of Government Operations; Damage Assessment; Contracting; Documentation and Cost Recovery; Debris Removal and Management; Assistance Centers; Individual Assistance; Public Assistance; Re-Entry; and Hazard Mitigation.
- After-Action Reporting: Describes elements and protocol for completing after-action reports per SEMS regulations.
- Plan Maintenance, Training and Exercises: Explains the need and procedure for updates to the OA Recovery Plan and outlines a training and exercise program for management and staff.
- Appendices: The Plan includes nine (9) appendices and one (1) attachment to aid readers and facilitate implementation:
 - Definitions (Appendix A)
 - Damage Assessment Categories (Appendix B)
 - Acronyms/Abbreviations (Appendix C)
 - Forms (Appendix D)
 - Recovery Programs Matrices (Appendix E)
 - Public Assistance Functional Annex (Appendix F)
 - County of San Diego Re-Entry Protocol (Appendix G)
 - ESF Descriptions (Appendix H)
 - Disaster Debris Recycling and Handling Plan (Appendix I)
 - Disaster Specific Checklists (Attachment 1)

1.6 Authorities and References

The following Authorities and References related to this plan are organized alphabetically by title. All Authorities and References listed below are on file at the San Diego County Office of Emergency Services (OES). Also on file are other agreements with voluntary organizations and other governmental and private organizations.

1.6.1 Federal

Applicant Handbook (FEMA 323). Department of Homeland Security, Federal Emergency Management Agency.

Audit Tips for Managing Disaster-Related Projects. Department of Homeland Security Office of Inspector General.

Debris Management Guide (FEMA 322). Department of Homeland Security, Federal Emergency Management Agency.

Help After a Disaster - Applicant's Guide to the Individuals and Households Program. Department of Homeland Security, Federal Emergency Management Agency, August 2005.

Incident Command System, Field Operations Guide, ICS 420-1.

Public Assistance Guide (FEMA 322). Department of Homeland Security, Federal Emergency Management Agency, October 1999.

Public Assistance Policy Digest (FEMA 321). Department of Homeland Security, Federal Emergency Management Agency, October 2001.

Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended by Public Law 93-288, June, 2006

1.6.2 State

Article 9, Emergency Services, Section 8605 of the Government Code, Operational Areas.

California Coroners Mutual Aid Plan.

California Emergency Plan (May, 1998) and sub-plans.

California Emergency Services Act, Chapter 7 of Division 1 of Title 2 of the Government Code.

California Fire and Rescue Emergency Plan.

California Law Enforcement Mutual Aid Plan.

California Master Mutual Aid Agreement.

Disaster Debris Plan. California Integrated Waste Management Board.

Emergency Management in California. Governor's Office of Emergency Services, October 2003.

Governor's Orders and Regulations for a War Emergency, 1971.

Petris (SEMS) SB 1841 Chapter 1069 - Amendments to the Government Code, Article 7, California Emergency Services Act.

1.6.3 County

County of San Diego Emergency Services Ordinance No. 8183, dated December 15, 1992.

County of San Diego Re-Entry Protocol. County of San Diego Office of Emergency Services. September 2004.

County of San Diego Resolution adopting the California Master Mutual Agreement, December 11, 1950.

Disaster Debris Recycling and Handling - DRAFT. County of San Diego Department of Public Works, June 2006.

Emergency Response and Damage/Safety Assessment – Standard Operating Procedures. County of San Diego Department of Planning and Land Use. July 2006.

Model Disaster Preparedness and Response Plan of the San Diego Chapter of the International Conference of Building Officials, 1991.

Multi-Jurisdictional Hazard Mitigation Plan, San Diego County, CA. County of San Diego Office of Emergency Services and the Unified Disaster Council, March 2004.

Operational Area Emergency Plan, Unified San Diego County Emergency Services Organization Operational Area Emergency Plan, Interim Draft, December 2005.

Public Works Mutual Aid Plan.

San Diego County Animal Control Mutual Aid Agreement.

San Diego County Mutual Aid Agreement for Fire Departments.

San Diego County Multi-Jurisdictional Hazard Mitigation Plan, March 2004.

Unified San Diego County Emergency Services Organization, Fifth Amended Emergency Services Agreement, 2005.

2 CONCEPT OF OPERATIONS

2.1 Overview

The various functions which constitute recovery operations occur on the continuum of Response, Short-term Recovery and Long-term Recovery Operations. The functions and their location in the continuum are provided in Section 5, Operations Functions.

2.2 Relationship to Response Operations

Response operations provide the foundation of the San Diego OA Recovery Plan. Recovery operations typically begin concurrently with or shortly after commencement of response operations. For example, cost recovery and resource demobilization are recovery functions that begin during the response phase as costs are incurred and resources are mobilized.

In recognition of recovery's close relationship to response, the Operational Area will staff the position of Recovery Coordinator as a member of the Operational Area EOC staff to coordinate recovery activities from the Operational Area EOC during the incident response phase. Depending on the nature, type and severity of the disaster, the Recovery Coordinator may expand the Recovery Organization and may have additional branches and units established under it during the response phase.

Under the Operational Area EOC's SOPs, an Initial Damage Estimate (IDE) is developed during the emergency response phase to support a request for a gubernatorial proclamation and for the State to request a presidential declaration. During the recovery phase, this assessment is refined to a more detailed level. This detailed damage/safety assessment will be needed to apply for various State and Federal disaster financial assistance programs.

Short-term recovery operations may continue to be coordinated from the Operational Area EOC after the response phase is over, if required. Under the San Diego OAEP, termination of the emergency's response phase is concurrent with the deactivation of the Operational Area EOC; however, continued coordination from the response phase into the recovery phase is necessary to identify high priority areas for resumption of utilities, liability concerns, financing, and recovery ordinances.

2.3 Short-term Recovery Operations

Short-term recovery operations include all agencies and jurisdictions participating in the Operational Area's disaster response. Activities are generally coordinated from within the EOC and recovery activities begin during the response phase of the emergency.

The key objectives of short-term recovery operations are to restore shelter, jobs, services and facilities quickly and efficiently. These operations include:

- Utility restoration;
- Expanded social, medical and mental health services;
- Re-establishment of government operations;
- Transportation route restoration;
- Debris removal and clean-up operations;
- Building safety inspections; and
- Abatement and demolition of hazardous structures.

Emergency actions may be taken to address specific conditions such as:

- Suspension of evictions;
- Request utilities to provide bill relief;
- Waiver of permit fees for damage repairs;
- Need for temporary housing and business space; and
- Change or alter traffic patterns.

Short-term recovery operations for the Operational Area will transition into long-term recovery operations at the direction of the Operational Area EOC Director. If the EOC is not activated at the time of transition, the Director of the County OES will make the determination to transition. At the local government level, the jurisdiction's Director of Emergency Services or similar position shall make the determination.

Under most circumstances, the transition from short to long-term recovery operations will occur within 90 days of the termination of the emergency or close of the incident period. The 90-day time period is intended only as a guide. Transition to long-term recovery operations may occur at any time within or after the 90-day period, depending on the severity of the emergency and the effectiveness of the coordinated local, State and/or Federal response.

2.4 Long-term Recovery Operations

The primary goal of long-term recovery operations is to rebuild safely and wisely, reducing future hazards and optimizing community improvements. The major objectives of these operations include:

- Reconstructed public facilities
- Coordinated delivery of long-term social and health services;
- Improved land use planning and implementation;

- An improved EOP;
- Re-establishment of the local economy to pre-disaster levels;
- Recovery of disaster-related costs; and
- Effective integration of mitigation strategies into recovery planning and operations.

Hazard mitigation actions will be coordinated and employed in all activities by all jurisdictions in order to ensure a maximum reduction of vulnerability to future disasters. Each affected jurisdiction is responsible for their own approach to mitigation, which could include zoning variances, building codes changes, plan reviews, seismic safety elements, and other land use planning techniques.

Local jurisdictions and special districts within the Operational Area will strive to restore essential facilities through repair, reconstruction, improvement or mitigation during long-term recovery operations. Redevelopment agencies within the Operational Area will play a vital role in rebuilding commercial areas. Jurisdictions and special districts will also continue to assist individual citizens and private businesses through long-term recovery operations with continued provision of local services and information regarding State and Federal assistance programs.

The County OES/EOC Director may appoint a Recovery Manager to lead long-term recovery operations. The newly appointed Recovery Manager will perform his or her duties through County OES under the direction of the OES/EOC Director and will direct long-term recovery activities in the unincorporated areas; while acting as a central resource for recovery activities in the incorporated jurisdictions. Local jurisdictions and special districts may or may not designate a new position title to manage long-term recovery functions.

2.5 Plan Activation and Termination

Emergency operations are generally activated in three levels based on the severity and scope of the incident and the availability of resources. Integral to response and recovery operations, the damage assessment function is involved in all of the levels as listed on the following page:

- | | | |
|------------|---|--|
| LEVEL I - | ♦ | The Operational Area EOC may or may not be activated. |
| | ♦ | Damage assessments will be required. |
| LEVEL II - | ♦ | The Operational Area EOC will be activated. |
| | ♦ | Field survey and inspection teams may be activated. |
| | ♦ | Damage assessments will be required. |
| | ♦ | Recovery phases will be initiated. |
| LEVEL III- | ♦ | The Operational Area EOC will be fully activated. |
| | ♦ | Field survey and inspection teams will be fully activated. |
| | ♦ | Damage assessments will be required. |
| | ♦ | Full recovery phase will be initiated. |

Activation and termination of this plan shall be at the direction of (1) the CAO in that capacity, or as the Operational Area Coordinator of USDCESO; (2) a designated Assistant CAO/Deputy CAO; or (3) the Director of County OES or designated representative.

3 ORGANIZATION

3.1 Recovery System Overview

The designated levels for response and recovery are organized according to the SEMS. Figure 3.1 depicts the organization of the levels.

Field: The field level is where recovery personnel and resources, under command of an appropriate authority, carry out recovery activities.

Local Jurisdiction: Local jurisdictions include cities, counties, and special districts. Local jurisdictions manage and coordinate recovery activities within their jurisdiction.

Operational Area: The Operational Area is defined as an intermediate level of the State emergency services organization consisting of all political subdivisions within San Diego County. The Operational Area is responsible for managing and/or coordinating information, resources, and priorities among local governments, and serves as the coordination and communication link between the local government level and regional level.

Region: Because of its size and geography, the State has been divided into six mutual aid regions. The regional level manages and coordinates information and resources among operational areas within the mutual aid region, and between the operational areas and the State level. The regional level also, along with the State level, coordinates overall State agency support for recovery activities within the region.

State: The State level manages State resources in response to the needs of the other levels, manages and coordinates mutual aid among the regions and between the regional level and State level. The State level acts as the provider of coordination and the communication link with the Federal disaster recovery system.

Federal: Federal resources supplements all local resources from the State to field operations. This task is filled by the Federal Emergency Management Agency (FEMA) in implementing the Individual and Public Assistance programs in declared major disasters.

3.2 Operational Area Overview

The organization of these phases is developed using a maximum impact event. Transition between Response, Short-Term and Long-Term organizations will be signaled by the Director of County OES or EOC Director. Generally, the EOC Director, Recovery Coordinator or Manager will only activate a few of the positions, units and branches. Responsibilities of positions, units and branches not activated are assumed by the next position up the organization.

3.2.1 Response Organization

Depending on the type, nature and severity of the disaster, the Director of County OES may appoint a Recovery Coordinator early in the response phase to begin planning and coordinating recovery efforts. The Recovery Coordinator will be assigned to the Operational Area EOC Policy Group Support. If the EOC is not activated, the Recovery Coordinator will be assigned to the staff of Director of County OES staff. The response organizational chart is depicted in Figure 3.2.

3.2.2 Short-Term Recovery Organization

Short-term recovery operations for the County of San Diego will be coordinated by a Recovery Coordinator under the direction of the Operational Area EOC Director. If the EOC is not activated, the Recovery Coordinator will be supervised by the Director of County OES. The short-term recovery organization is depicted in Figure 3.3.

3.2.3 Long-Term Recovery Organization

Depending on the type, nature and severity of the disaster, the Director of County OES may appoint a Recovery Manager to manage long-term recovery activities after the response and short-term recovery phases have ended. The Recovery Manager will work under the direction of the Operational Area EOC Director. If the EOC has been deactivated, the Recovery Manager will be supervised by the Director of County OES. The long-term recovery organization is depicted in Figure 3.4.

Figure 3.1
SEMS Levels

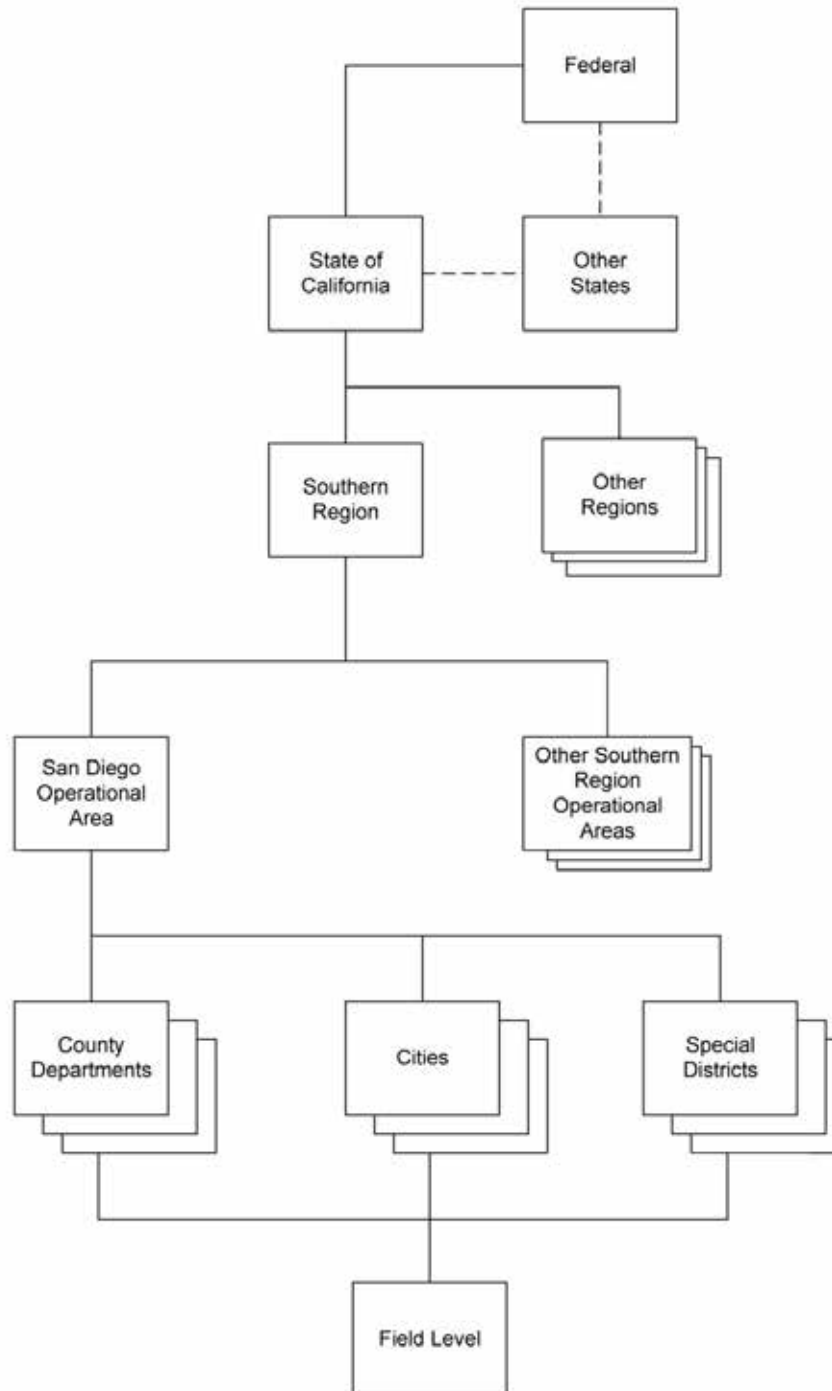


Figure 3.2
Response Organization

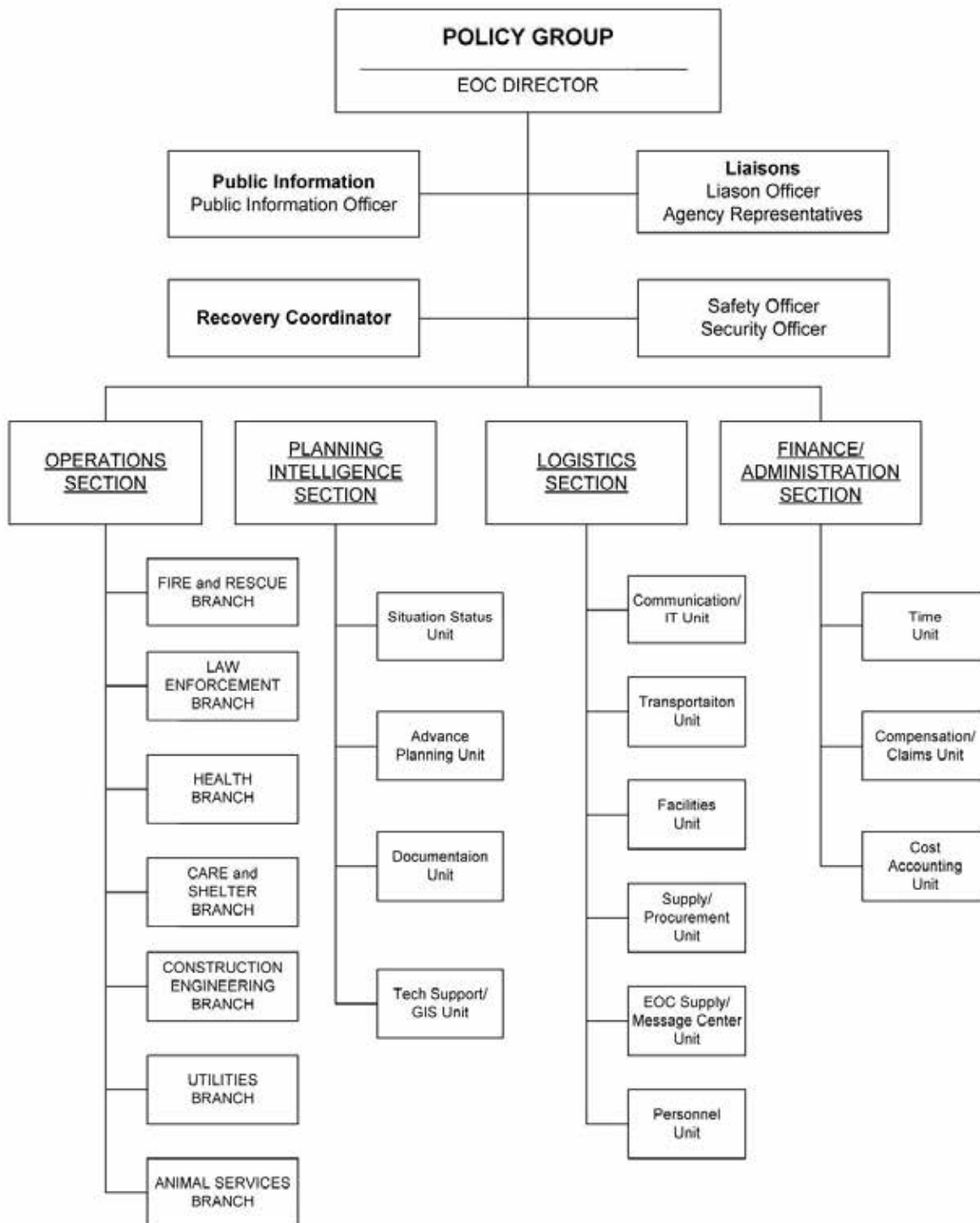
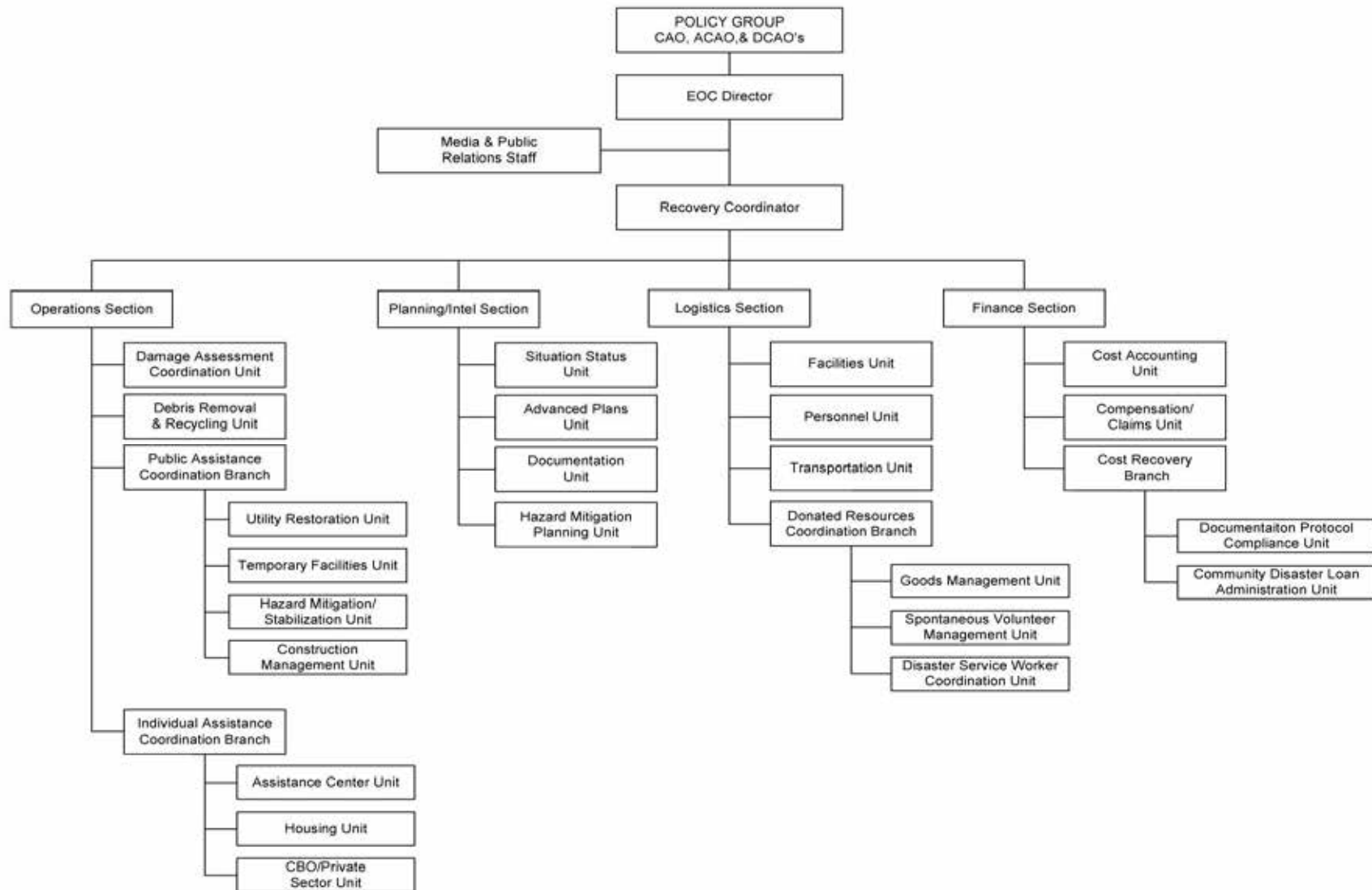
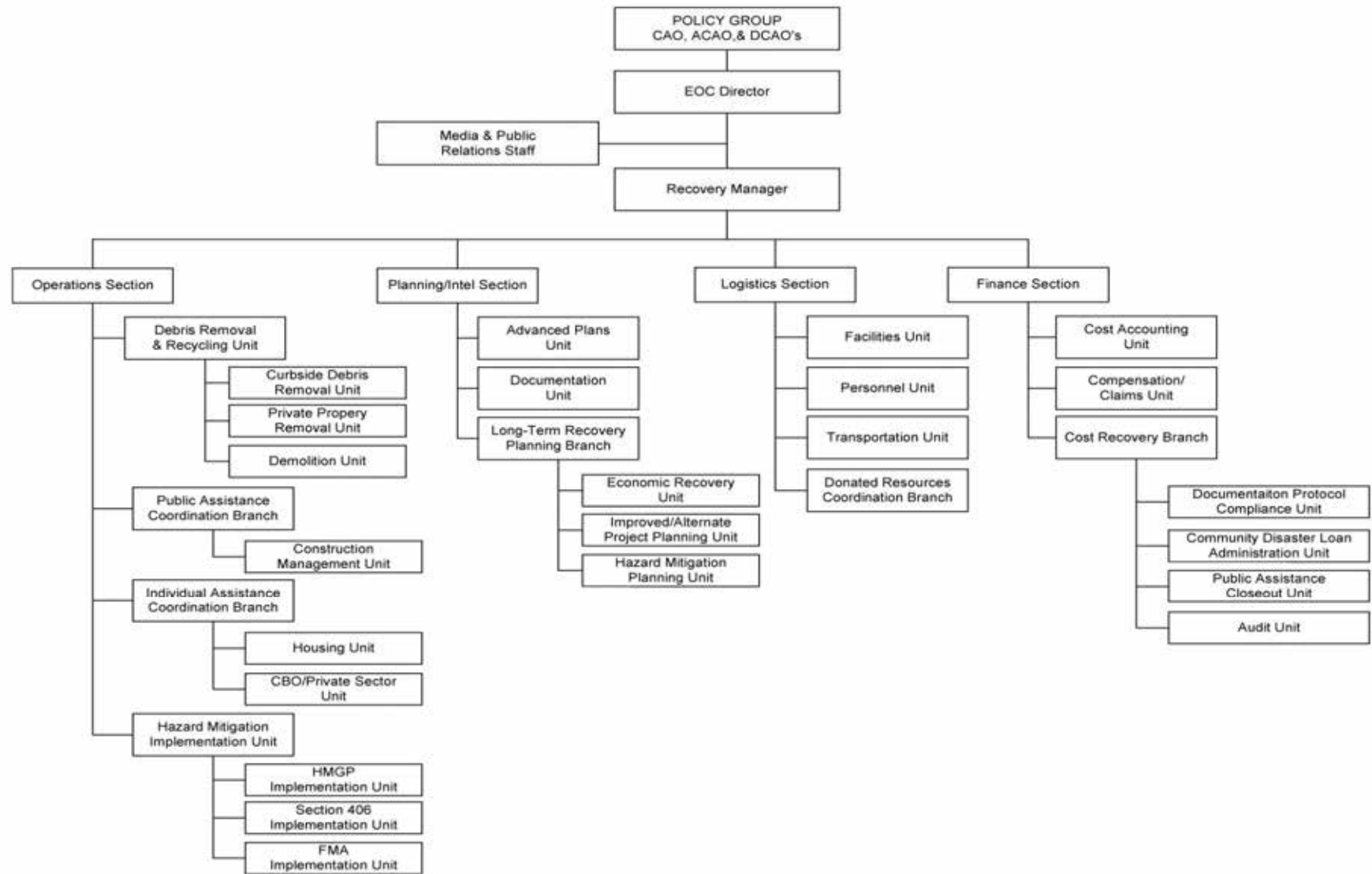


Figure 3.3
Short-Term Recovery Organization



**Figure 3.4
Long-Term Recovery Organization**



4 ROLES AND RESPONSIBILITIES

4.1 Overview

The responsibilities of each County department are provided as Table 4.1 and detailed below.

4.2 All Affected Organizations

Every member of a recovery operations organization is responsible for documenting and reporting possible mitigation actions. Recovery issues involving other jurisdictions and/or special districts will be coordinated and managed between the County, the jurisdictions/districts or their designated representatives. All county departments may need to take responsibility for certain functions throughout the recovery process. All local jurisdictions and county departments should:

- Maintain SOPs and functional checklists, to include automatic response of designated personnel to either the EOC, field survey, or recovery phase assignments.
- Train personnel and alternates.
- Complete initial status reports and forward to appropriate EOC(s).

4.3 County of San Diego

The County of San Diego is the lead agency within the Operational Area with the responsibility to manage and/or coordinate information, resources, and priorities among local governments. The County also serves as the coordination and communication link between Operational Area jurisdictions, special districts and the Southern Region. The role of the County as the Operational Area lead agency does not change the coordination of discipline-specific resources such as fire, law, and medical, through their established mutual aid systems.

County OES is the administrator for the Operational Area and provides the OAC, responsible for day-to-day needs of the operational area.

The roles and responsibilities for the County of San Diego, its departments and agencies differ for the incorporated and unincorporated areas of the County. Unless otherwise specified below, the various County departments will coordinate recovery activities for the incorporated areas and direct and conduct recovery operations for the unincorporated areas as listed below.

4.3.1 Office of Emergency Services

- Responsible for the development, maintenance and testing of the OA Recovery Plan
- Directs and coordinates recovery activities.
- Provides support to the Operational Area Damage Assessment Team.
- Reports situation and damage to State OES.
- Coordinates and maintains files of all initial assessment reports.
- Coordinates and maintains all records during the recovery phases, along with the Auditor and Controller's Office.
- Coordinates the development of after-action reports.

4.3.2 Auditor and Controller's Department

- Coordinates with OES to develop cost accounting and documentation maintenance procedures and processes.
- Develops an audit trail for Auditor and Controller manual expenditures incurred during the recovery phase.
- Performs emergency warrant issuance activities.
- Coordinates and monitors FEMA documentation processes for eligible expenditures.
- Executes FEMA filing(s).
- Works with CTO to re-establish County financial systems.
- Continues to administer County payroll.
- Continues to Perform County accounts payable function.

4.3.3 Assessor's Office

- Coordinates the dollar estimates for damage assessment as part of the Operational Area Damage Assessment Team, in the EOC.
- Follows up on field reports in order to provide tax exemptions to owners of damaged private property.

4.3.4 Department of Environmental Health

- DEH Solid Waste Local Enforcement Agency assists with temporary and permanent solid waste facility permits for facilities in all jurisdictions except the City of San Diego.
- Evaluate County facilities for re-occupancy after an emergency, including ventilation systems.

- Perform health hazard evaluations and provide recommendations to Departments regarding disaster-related issues (including asbestos, lead, mold, etc).
- Conduct disaster-related health and safety training to include technical assistance to Departments on respiratory protection, fit tests and training and laws (CHD).
- Evaluate confined spaces.
- Assist Departments in establishing effective health and safety programs (bloodborne pathogens, hearing conservation, etc).
- Provide advice to County Departments on hazardous waste management.
- EPI Outbreak Surveillance.
- Expedite plan review for damaged subsurface disposal systems, drinking and monitoring wells.
- Coordinate the sampling and posting of signs warning of contaminated water at beaches when bacteria levels in monitoring results exceed State standards.
- DOC functions

4.3.5 Department of General Services

- Inspects and reports on the status of communications sites and regional/county facilities.
- Responsible for Cost Recovery Documentation of Field Response/Repairs and Estimates.
- Provides support to OES for the set up of Assistance Centers (Local, Family and Disaster) if located in County owned facilities or in the unincorporated areas.
- Provides generators for County owned facilities.

4.3.6 Fleet Management

The Fleet Management division of the General Services Department is responsible for maintaining a record of all county equipment. This record must be provided in a written format and will be used by the State and Federal inspectors when completing the equipment record portion of the Project Worksheets (PWs). This record is to include:

- Shop number of equipment (e.g. F11, S40 or SD)
- Description of equipment (e.g. 5 ton dump truck)
- Horsepower of equipment
- Jurisdictional hourly rate for equipment
- Breakdown of how the jurisdictional hourly rate was calculated

4.3.7 Department of Housing and Community Development

- Serves over 10,000 residents currently receiving federal housing assistance.
- Administers federal disaster housing assistance for victims.
- Serves Section 8 Rental Assistance applicants currently on the program or Tenant Based Rental Assistance participants.
- Coordinates with the Federal Department of Housing and Urban Development (HUD).

4.3.8 Department of Planning and Land Use

- Coordinates the Damage Assessment Team to include the field survey teams.
- Reports on behalf of the Operational Area Damage Assessment Team, in the EOC, during the recovery phase.
- Liaisons with International Conference of Building Officials (ICBO).

4.3.9 Department of Public Works

- Inspects and reports on county roads.
- Inspects and reports on drainage/flood control facilities.
- Inspects and reports on County water and wastewater facilities and other county facilities.
- At the direction of law enforcement, opens and closes county roads.
- Directs debris removal and recycling in the unincorporated areas.

4.3.10 Sheriff's Department

- Provides initial field situation reports and updates from field units and Aerial Support to Regional Enforcement Agencies (ASTREA).
- Maintains perimeter security and patrols recovery activities events.

4.3.11 Department of Parks and Recreation

- Department of Parks and Recreation (DPR) may be able to provide use of park space for temporary housing in time of a disaster
- All County parks will be available for the evacuated public and large animals at the request of law enforcement.
- All County parks and community centers will be available for temporary fire recovery centers and programs as requested.

- Damage Assessment: document damage (photos), compile lists of assets burned, and immediately begin BMPs for erosion control. When it is safe, DPR will deploy DPR Damage Assessment Teams to burned areas.

4.3.12 Department of Child Support Services

- Child Support checks are sent to the nearest open post office, and the Custodial Parent can pick up their check at the same time they pick up their other mail.
- For those that have issues getting their check (the check was destroyed, etc.), they can go to a Local Assistance Center (LAC) or Disaster Recovery Center, and a DCSS representative can cancel the original un-cashed warrant. The DCSS representative can have a new check issued to either a new address provided by the custodial parent, or could have the check available at the LAC when it is printed, a couple of days later.
- DCSS will need access to the statewide DCSS system (ARS) at the LAC, or they will need someone at DCSS to research the status of the individual accounts as customers come in.
- There are approximately 20,000 people that receive Child Support checks inside San Diego County each month.

4.4 Local Jurisdictions

Each incorporated jurisdiction is responsible for developing a recovery plan or annex. The adopted document should support the performance of all functions, roles and responsibilities not provided by the County, utilities, non-profit and community based organizations (CBOs) or the State and Federal Government. Within each jurisdiction, the following responsibilities shall be assigned to an existing position or a new position shall be established to provide:

4.4.1 Response Phase Coordination (Generally the EOC Director)

- File a Request for Public Assistance (RPA) with the State OES.
- Submit a list of damage sites (Exhibit “B”) to State OES and update the list as necessary.
- Assist the Recovery Manager as necessary.
- Attend State FEMA Applicant’s Briefing.
- Coordinate with the County Recovery Coordinator/Manager.

4.4.2 Recovery Manager

It is expected that the Director of Emergency Services of each jurisdiction will assign a Recovery Manager to oversee the disaster recovery process. The Recovery Manager will be assigned from the Department having the greatest degree of involvement, expenditure or damage. For example, a flood emergency will most likely result in a representative from the Public Works being appointed, while a civil unrest emergency will most likely result in a Recovery Manager being appointed from the Law Enforcement agency. Responsibilities of the Recovery Manager are as follows:

- Serve as the liaison between jurisdictions/agencies and all State and Federal disaster recovery agencies;
- Ensure all documentation gathered by each department on expenditures and damage is in the proper format for review by the State and Federal inspectors;
- Coordinate with the Departmental Point of Contact concerning site inspections by the State and Federal disaster recovery inspectors;
- Review all PWs prepared by the State and Federal inspectors for accuracy; either concurring with their recommendations or generating a letter of non-concurrence;
- Maintain accurate records of project sites, including copies of the Project Worksheets, applicable photographs and other documentation;
- Archive all disaster recovery files with the appropriate jurisdictional agent following the conclusion of the disaster period; and
- Manage the State or Federal single audit of the disaster.

4.4.3 Departmental Point of Contact

Each department within the jurisdiction that has expended funds or suffered damage will identify a single point of contact for recovery operations. The name, title, work phone number and home phone number of this point of contact will be provided, in writing, to the Recovery Coordinator/Manager within 24 hours of activation of the Operational Area Recovery Plan (OA Recovery Plan). The responsibilities of the departmental point of contact are as follows:

- Gather information for their department concerning damage and/or expenditures;
- Answer questions regarding departmental damage and/or expenditures;
- Coordinate with the Recovery Manager for damage site visitations by State, Federal or private sector organizations (e.g. Red Cross); and,
- Ensure appropriate documentation on each damage site or expenditure is gathered and submitted to the Recovery Manager.

4.4.4 Finance Division

For each emergency, the responsible official will appoint a departmental point of contact from the finance division/department who will be responsible for the following jurisdiction-wide activities:

- When requested, provide copies of all financial documents or reports (pay sheets, checks, etc.) regarding damage and expenditures to the Departmental Point of Contact or Recovery Manager;
- Generate necessary financial reports such as payroll records; and,
- Assist the Recovery Manager with the State or Federal audit.

4.5 Utilities

4.5.1 San Diego Gas and Electric (SEMPRA)

The utility shall prepare an emergency response plan setting forth anticipated responses to emergencies and major outages. The plan will help assure the utility is best able to protect life and property during an emergency or major outage and communicate the scope and expected duration of an outage. The plan shall include the following elements:

4.5.1.1 Internal Coordination

- The plan shall describe the utility's internal coordination function, including how the utility will gather, process, and disseminate information within the service area, set priorities, allocate resources and coordinate activities to restore service. The utility will coordinate internal activities in an emergency operations center or use some other arrangement suitable for the purposes of internal coordination.

4.5.1.2 Media Coordination

- The plan shall address the utility's provision of timely and complete information available to the media before, during and immediately after a major outage. Such information shall include estimated restoration times and a description of potential safety hazards if they exist.
- The communications strategy shall describe how the utility will provide information to customers by way of its call center and other communications media before, during and immediately following a major outage. The strategy shall anticipate the use of radio, television, newspapers, mail and electronic communications media.

4.5.1.3 External and Government Coordination

- The plan shall address the utility's efforts to coordinate emergency activities with appropriate state and local government agencies. The utility shall maintain lists of contacts at each agency that shall be included in the plan and readily accessible to

employees responsible for coordinating emergency communications. The utilities may address the use by governmental agencies of California's SEMS.

- The communications strategy shall include pre-event coordination with appropriate state and local government agencies, including the appropriate methods for information exchange, to enhance communications activities during and immediately following a major outage.

4.5.1.4 Damage Assessment

- The plan shall describe the process of assessing damage and, where appropriate, the use of contingency resources required to expedite a response to the emergency. The plan will generally describe how the utility will set priorities, facilitate communication, and restore service.

4.5.1.5 Restoration Priority Guidelines

- The plan shall include guidelines for setting priorities for service restoration. In general, the utility shall set priorities so that service is restored first to critical and essential customers, and so that the largest number of customers receives service in the shortest amount of time.
- Within one hour of the identification of a major outage, the utility shall begin coordinating its internal resources as set forth in its emergency plan.

4.5.1.6 Mutual Assistance

- The plan shall describe how the utility intends to employ resources available pursuant to mutual assistance agreements for emergency response. Mutual assistance shall be requested when local resources are inadequate to assure timely restoration of service or public safety. Mutual assistance does not need to be requested if it would not substantially improve restoration times or mitigate safety hazards. The plan shall recognize the need to communicate mutual assistance activities with the State Office of Emergency Services, through the UOC/OES Utility Branch, during an emergency
- No later than 4 hours after the onset of a major outage, the utility shall begin the process of evaluating and documenting the need for mutual assistance. The utility is not required to seek assistance if it would not substantially expedite restoration of electric service or promote public safety. The utility should reevaluate the need for assistance throughout the period of the outage.

4.5.2 San Diego County Water Authority

The Water Authority is a public agency serving the San Diego region as a wholesale supplier of water. The Water Authority works through its 24 member agencies to provide a safe, reliable water supply to support the region's \$150 billion economy and the quality of life of 3 million

residents. In the event of an emergency incident resulting in an interruption of water supply and distribution, the Water Authority and its member agencies are prepared to respond and restore water supply and service.

4.5.2.1 Emergency Operations Plans

- Each agency has a written emergency operations plan. The Water Authority and member agencies meet quarterly to discuss coordination, emergency preparedness, and response issues. Annually, the Water Authority holds emergency response exercises focused on interagency coordination that includes member agency, regional, and state agency participation.

4.5.2.2 Communications and Response

- The Water Authority is a member of the Operations Section of the San Diego County Unified Disaster Council. The Water Authority shares a seat with SDG&E at the San Diego County Office of Emergency Services' Emergency Operations Center (EOC) and when activated, sends a liaison to the County EOC to provide a communication link to the county from its member agencies and the Water Authority. In addition, the Water Authority and member agencies participate in a radio communication network that would be activated when all other forms of communication are inoperable.

4.5.2.3 Mutual Aid

- The Water Authority and member agencies have signed mutual aid agreements and maintain a list of resources that could be loaned during an emergency incident. The Water Authority has also signed mutual aid agreements with regional water agencies and the major water supplier for the region, Metropolitan Water District, and meets quarterly with the regional agencies to discuss emergency preparedness and response. In addition, the Water Authority participates in the California Water Agency Response Network (Cal-WARN), a statewide mutual aid organization for water agencies.

4.5.2.4 Water Supply

- The Water Authority is embarked on a water storage emergency preparedness project scheduled to be completed in 2011. The Emergency Storage Project (ESP) is a system of reservoirs, interconnected pipelines, and pumping stations designed to make water available to the San Diego region in the event of an interruption in imported water deliveries. The additional capacity of this project is projected to meet the county's emergency needs through at least 2030. The member agencies have committed to having the ability to operate off the Water Authority supply for a ten-day period for maintenance purposes. The ESP, when completed, will supply water to the member agencies over a three to six month period as facilities and transportation lines are restored.

4.5.3 AT&T

AT&T's National Security Emergency Preparedness (NSEP) disaster prevention, response and recovery program outlines strategies and procedures that insure the company's ability to plan for, respond to and recover from emergencies or disasters.

4.5.3.1 Emergency Centers

- AT&T Emergency Centers are designated as either an EOC or Local Response Center (LRC). EOCs, as part of AT&T's agreement with the Federal Government, are mandated centers under the control of the AT&T NSEP organization whereas LRCs are the responsibility of the local Area, Region, or State Network Services organization. These centers serve as emergency command and control locations developed for the purpose of having a designated site, which in the event of an emergency or disaster are equipped to house a team trained in emergency response and recovery techniques.
- The EOC and LRC personnel have similar designated duties that include, but are not limited to:
 - o Assess and compile damage information
 - o Prioritize and re-prioritize restoration efforts
 - o Arrange for additional staff to facilitate service restoration
 - o Provide guidance and coordination of service restoration activities
 - o Reconstitute the network
 - o Disseminate damage reports and alerts
 - o Communicate internally and externally status of event, efforts underway and expected time frame(s) to complete service restoration
 - o Document service restoration efforts
 - o Debrief after each emergency, review actions taken and make recommendations for improvement
 - o Maintain up to date contact lists, pre-plan and response checklists

4.5.3.2 Restoration Priorities

- The clearing of trouble and service impairments caused by normal wear, accident, fire, storm, etc. is a common occurrence in telephone company operations. When the severity or impact of events develops into a major emergency the concentration of resources and the ability to facilitate timely restoration may require the prioritization

- of service restoration and the emergency provisioning of service to support restoration efforts or in response to emergency needs.
- It is of primary importance that FCC mandated Telecommunications Service Priority (TSP) system procedures, which were developed to ensure priority treatment for our most important telecommunications services, be followed for both the restoration and provisioning of critical Federal, State and Local services. When a locality or State has an order declaring it a major disaster, extraordinary situation or other emergency, the restoration and provisioning of telecommunication services will be in accordance with the Federal Response Plan and TSP procedures.

4.6 Community Based Organization and Private Agency Resources

CBOs and other private agencies differ in size, organizational structure, and capacity, but all share a common bond of addressing the disaster concerns of individuals and special needs communities. The Operational Area will establish coordination with CBOs and other private agencies with multi-jurisdictional or countywide recovery roles during short-term recovery operations.

4.6.1 2-1-1 Information Line

2-1-1 is the new national dialing code for free, 24-hour community, health and disaster information. Like 9-1-1 for emergency service, 2-1-1 has been set aside by the Federal Communications Commission (FCC) for the public to easily access community information. Callers receive personalized information from a live phone specialist who can answer questions about a variety of nonprofit services and agencies. In times of disaster, 2-1-1 can be mobilized as a central point for disseminating public information. After the danger has passed, 2-1-1 helps victims secure recovery assistance.

4.6.2 American Red Cross (ARC)

The ARC provides for the critical needs of individuals such as food, clothing, shelter, and supplemental medical needs. Other assistance to individuals such as furniture, home repair, home purchasing, essential tools, and some bill payment may also be provided through this organization. The ARC also assists local jurisdictions by conducting preliminary damage assessment “windshield surveys” in all portions of the Operational Area, within 24 hours, as situation and resources allow. Detailed damage assessments can be available to the community within 72 hours.

4.6.3 International Conference of Building Officials

Coordinates implementation of the Model Disaster Preparedness and Response Plan of the San Diego Chapter of the ICBO to include coordination of field survey teams and damage assessment inspections/reports.

4.6.4 Salvation Army

The Salvation Army may provide recovery assistance through its mobile feeding, emergency shelter, applicant registration, collection and distribution of clothing and supplies, counseling, language interpretation, and assistance in locating missing persons.

4.6.5 San Diego and Imperial Counties Voluntary Organizations Active in Disaster (SDIVOAD)

SDIVOAD exists to foster better service to communities struck by disaster. This is done through preparedness activities that include planning among SDIVOAD members and providing education to the general public, and by responding to and helping communities recover from disaster. This is accomplished by adhering to four core values: Cooperation, Communication, Coordination and Collaboration.

4.6.6 Volunteer San Diego

All Spontaneous Volunteer coordination in the Operational Area will be directed through Volunteer San Diego, a member of the SDIVOAD. Providing a central organization will assist in the influx of volunteers, avoid convergence of individuals, and facilitate short-term recovery.

4.6.7 Faith-based Organizations

Faith-based organizations such as Catholic Charities, Jewish Family Services, and Lutheran Disaster Relief provide a variety of disaster-related services to victims and disaster workers to aid in personal recovery or relief operations.

4.7 State Agencies

4.7.1 Office of Emergency Services

- Coordinates State and Federal resources to aid in disaster recovery for individuals, families, farmers, certain private non-profit (PNP) organizations, local and state government.
- Coordinates requests for State and Federal emergency declarations.
- Participates in damage assessments.
- Provides environmental/historical, engineering and technical assistance.

- Administers State and Federal public assistance and hazard mitigation grants, including payment and processing.
- Provides program oversight of other state-administered disaster recovery.
- Leads community relations' elements in times of disaster.
- Coordinates the establishment of Joint Field Offices (JFOs), Disaster Resource Centers (DRCs), and LACs.

4.7.2 California Department of Transportation (CALTRANS)

CALTRANS provides reports and estimates on state roads, highways and freeways, including all overpasses, underpasses and bridges.

4.7.3 California Highway Patrol (CHP)

Provides initial reports on damage to roads, highways and freeways. Coordinates with CALTRANS and local jurisdictions as applicable to barricade or secure unsafe sections of roadway. Monitors truck traffic to ensure safe transport of debris during debris removal and demolition operations. Coordinates reentry of displaced populations per the County's Re-Entry Protocol (see Appendix G).

4.7.4 California Environmental and Natural Resources Agencies

Jurisdictions and special districts will be required to coordinate with a number of California environmental and natural resources agencies during recovery. Some of these agencies include the Coastal Commission, Resources Agency, Environmental Protection Agency, Conservation, Fish and Game, and Integrated Waste Management Board

4.7.5 State Board of Equalization

This agency provides tax relief services that may allow for the transfer of tax basis to another property, exemptions for property losses, and deferment of a tax bill until the damaged property can be surveyed to reflect its value following a disaster.

4.7.6 Franchise Tax Board

Following proclamation of a State of Emergency by the Governor, the Legislature authorizes the acceptance of casualty loss deductions within the California tax returns of those affected.

4.8 Federal Agencies

The overall responsibility for recovery rests with State and local governments. The National Response Plan (NRP) recognizes the primacy of State and local governments in defining response and recovery requirements and identifying needs. The Federal Government's primary

role is to complement and supplement State, local and private resources to facilitate recovery. Specific Federal roles are listed below:

4.8.1 FEMA

- FEMA receives reports and requests from State OES.
- Coordinates with local and State OES response of federal inspectors and officials, Federal Agency Support Teams (FAST).
- Determines eligibility and provides federal recovery assistance through the Public Assistance (PA) and Individual Assistance (IA) programs.
- Establishes a JFO to coordinate inter-agency recovery following certain declared disasters.
- FEMA coordinates disaster relief efforts of local and State government agencies as well as other Federal agencies.
- Establishes DRCs to coordinate service delivery to individuals and households.

4.8.2 Department of Housing and Urban Development

- Coordinates with FEMA and local housing authorities. Supports and oversees local housing authority in public outreach, counseling, and having a presence at all recovery assistance centers.

4.8.3 Emergency Support Functions

Emergency Support Functions (ESFs) provide the structure for coordinating Federal interagency support for Incidents of National Significance. The ESF structure includes mechanisms used to provide Federal support to local, State, tribal governments, or to Federal departments and agencies, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents. ESFs are groupings of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are required to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. Per the NRP, each ESF has an identified ESF coordinator as well as primary and secondary support agencies. A description of each ESF is provided in Appendix H.

4.9 Private Sector

Memorandum of Understanding(s)/Memorandum of Agreements(s) (MOUs/MOAs) with the private sector allows for effective mobilization and effective resource management.

4.9.1 Chamber of Commerce

With more than 3,000 members, the San Diego Regional Chamber of Commerce will play an important role in economic recovery efforts within the Operational Area.

4.9.2 Ironworker Disaster Response Team

Ironworkers Local 229 build major bridges and large structures throughout San Diego County. Ironworkers train on Occupational Safety and Health Administration (OSHA) worker safety, Welding, Structural Steel Assembly, Rigging, Post Tensioning, Pre-Cast assembly and Reinforcing. One of their new roles is to provide Safety and Health training for workers responding to catastrophic events as skilled support personnel. Local 229 will be willing to assist with the following and have the following training:

4.9.2.1 Safety

- OSHA 10 Hour
- Forklift Operator Training
- First Aid/CPR

4.9.2.2 Qualified Riggers

- Calculate load weights
- Identify and use of correct size wire rope and synthetic slings
- Inspect slings

4.9.2.3 Certified Welders

- Weld on structural steel (high strength to mild steels)
- Cut with OxyAct Torches
- Certified on multiple processes
 - o SMAW
 - o GMAW
 - o GTAW
 - o FCAW
- Trained on Plasma Torches

4.9.2.4 Structural Assembly

- Assemble and disassemble major building components:
 - o Columns
 - o Beams
 - o Truss
 - o Joists
 - o Pre-Cast Members
- Qualified to hand and phone signal a crane
- Use of personal fall arrest systems

4.9.2.5 Reinforcing Steel

- Correctly place re-bar in all major buildings
- Stress and un-stress post tensioning cables

4.9.3 Hotel and Motel Association

The San Diego County Hotel-Motel Association is a federation of hotel and motel owners and operators representing approximately 24,000 rooms in lodging establishments throughout the county. Lodging needs during the recovery phase of the disaster will be coordinated through the Hotel-Motel Association.

4.9.4 Renters Association

During normal business hours within the first 24 – 48 hours, the Renters Association can provide apartment vacancy information and the rates of existing vacant units.

Table 4.1
County of San Diego Roles and Responsibilities Matrix

				Finance & Gen. Govt.						PSG						HHSA				LUEG						CSG				External Support Agencies																	
Agency Responsibilities Primary and Support Functions		DEPTS./AGENCIES	Board of Supervisors	CAO/ACAO/DCAOs	Assessor	Auditor and Controller	Chief Technology Office	County Counsel	Human Resources	Media & Public Relations	Public Safety Exec. Office	Office of Emergency Services	Sheriff	District Attorney	Medical Examiner	Probation	RACES	HHSA	Public Health Services	Behavioral Health Services	Emergency Medical Services	Agriculture	Air Pollution Control District	Environmental Health	Parks and Recreation	Planning and Land Use	Public Works	Veterinarian	Animal Services	General Services	Housing & Comm. Develop.	Purchasing & Contracting	Area Fire Coordinator	California Highway Patrol	American Red Cross	County Office of Education	Salvation Army	Volunteer San Diego	Humane Society	San Diego Gas & Electric	2-1-1 San Diego	County Water Authority					
FUNCTIONS/RESPONS.																																															
Policy				P																																											
Emergency Proclamations		P	S				S					S																																			
Public Information/JIC		S				S				P		S	S		S			S	S									S						S									S				
Policy Group			P				P			S		P	P		S				P						S			S			S			P													
EOC Director											S	P																																			
Rumor Control										S		S																																P			
Safety Officer												S							S																												
Legal Advisor							P																																								
Security (EOC)													S			P																															
OPERATIONS																																															
Section Chief												P	S						S																												
Alert/Warning										S		P	P																																		
Law Enforcement													P	S			S	S																													
Evacuation													P																S																		
Traffic Control													P															S																			
Fire & Rescue												S																								P											
Hazardous Materials																																															
Radiological Protection												P																																			
Health																		P	P																												
Medical Multi-Casualty													S		S			S	S		P														S	S											
Public Health																		S	P		S																										
Behavioral Health																				P																											
Care and Shelter																		P	P						S	S																					
Animal Rescue																			S									S		P													S				
Field Liaison												P					S	S																													
Utilities																															P													S			S
Construction and Engineering																											S	P																			

P = Primary; S = Support

Table 4.1
County of San Diego Roles and Responsibilities Matrix (Continued)

				Finance & Gen. Govt.						PSG						HHSA				LUEG						CSG				External Support Agencies																		
Agency Responsibilities Primary and Support Functions	DEPTS./AGENCIES	Board of Supervisors	CAO/ACAO/DCAOs	Assessor	Auditor and Controller	Chief Technology Office	County Counsel	Human Resources	Media & Public Relations	Public Safety Exec. Office	Office of Emergency Services	Sheriff	District Attorney	Medical Examiner	Probation	RACES	HHSA	Public Health Services	Behavioral Health Services	Emergency Medical Services	Agriculture	Air Pollution Control District	Environmental Health	Parks and Recreation	Planning and Land Use	Public Works	Veterinarian	Animal Services	General Services	Housing & Comm. Develop.	Purchasing & Contracting	Area Fire Coordinator	California Highway Patrol	American Red Cross	County Office of Education	Salvation Army	Volunteer San Diego	Humane Society	San Diego Gas & Electric	2-1-1 San Diego	County Water Authority							
FUNCTIONS/RESPONS.																																																
PLANNING/INTELLIGENCE																																																
Section Chief										S	P					S																																
Situation Status										S	P					S	S								S	S																						
Documentation										S	P					S																																
Technical Support																						S	S	S																								
GIS												S														S	P																					
Advanced Planning										S	P					S																																
LOGISTICS																																																
Section Chief												P																		S																		
Supply/Procurement																														S			P															
Transportation													S																		P				S													
Facilities																														P		S																
Personnel									P																																							
EOC Support									P									S						S																								
Communications/IT						P					S	P					S																															
Volunteer Coordination									S																											P												
FINANCE/ADMIN.																																																
Section Chief											P	S																																				
Time Unit											S	P																																				
Compensation & Claims									S		S	P																																				
RECOVERY*																																																
Recovery Lead												P																S																				
Damage Assessment					S							S																P							S		S	S					S			S		
Cost Accounting						P																																										
Donations Management																																																

*Activities may occur outside of EOC.
P = Primary; S = Support

5 OPERATIONS FUNCTIONS

5.1 Resumption of Local Government Operations

Resumption of local government operations is the foundation of short- and long-term recovery. Depending on the extent of damage after a disaster, governmental agencies may be forced to operate from widely scattered, makeshift locations with little or no notice, inadequate communications, shortages of supplies, staff and other limitations. Communications amongst agencies will be difficult; day-to-day interdepartmental processes will most likely be impeded; and the public may become frustrated and disoriented due to the lack of access to normal governmental services. Provisions for issues such as emergency relocation of government agencies and the reconstruction of public facilities should be addressed in local government plans.

5.2 Damage Assessment

5.2.1 Overview

Damage assessment is primarily a short-term recovery function that begins during the response phase and is the basis for determining the type and amount of State and/or Federal financial assistance that will be available to facilitate long-term recovery. The Operational Area EOC Standard Operating Procedure (SOP) requires that IDEs be completed during the emergency response phase to support a request for a gubernatorial proclamation and for the State to request a presidential declaration.

County of San Diego OES has the primary responsibility for damage assessment within unincorporated areas of the Operational Area. Incorporated cities have primary responsibility for damage assessment within incorporated areas of the Operational Area. The Building Division of the County Department of Planning & Land Use (DPLU) and the Assessor's Office are the two County departments that provide support in the Operational Area EOC.

5.2.2 Activation

Emergency operations are generally activated in three levels based on the severity and scope of the incident and the availability of resources. All affected agencies have predesignated personnel for responding either to the Operational Area EOC or in the field, during or immediately following an emergency. The damage assessment function is involved in all of the levels as listed on the following page:

- | | |
|-----------|---|
| LEVEL I | <ul style="list-style-type: none">♦ The Operational Area EOC may or may not be activated.♦ Damage assessments will be required.♦ Personnel are contacted by the Damage Assessment Coordinator. |
| LEVEL II | <ul style="list-style-type: none">♦ The Operational Area EOC will be activated.♦ Field survey and inspection teams may be activated.♦ Damage assessments will be required.♦ Recovery phases will be initiated.♦ The Operational Area Damage Assessment Team automatically responds to the EOC for initial damage reports. Field survey teams are contacted by the Field Survey Coordinator if needed. |
| LEVEL III | <ul style="list-style-type: none">♦ The Operational Area EOC will be fully activated.♦ Field survey and inspection teams will be fully activated.♦ Full recovery phase will be initiated.♦ Damage assessments will be required.♦ All personnel needed for damage assessment automatically respond to either the Operational Area EOC or other predesignated locations. |

5.2.3 Field Operations/Posting

Engineers and building inspectors, assigned as disaster inspectors, will conduct all damage assessments. Inspectors will be coordinated through the Building Division of the DPLU and inspections will be conducted in accordance with the following two documents:

1. Emergency Response and Damage/Safety Assessment – Standard Operating Procedures of the County of San Diego DPLU, dated July 2006.
2. Model Disaster Preparedness and Response Plan of the San Diego Chapter of the International Conference of Building Officials dated 1991.

Damage assessment occurs in three phases:

- Windshield Assessments: Under the direction of the Damage Assessment Field Supervisor, teams will conduct a quick survey of damaged areas for the purpose of estimating overall damage and reporting. The assessment teams count as many structures as possible and estimate the percentage of damage without leaving the vehicle.
- Detailed Assessments – Assessing the Structure: Upon completion of the Windshield Assessment, a detailed assessment of all impacted structures must be conducted. The Building Division uses the guiding principles of ATC-20 Rapid Assessments to determine whether a structure is safe, restricted in use, or unsafe.

- Detailed Assessments – Documentation and Posting: Once the structures on a property have been assessed, documentation and posting operations commence. The inspector must completely and accurately fill out one Damage/Safety Assessment Form for each property, recording all damage on the property. If directed by the Damage Assessment Field Supervisor, “saved” structures should also be documented. At the discretion of the area leader, post each inspected structure with the appropriate placard. Placard designations are as follows:

<u>Placard Color</u>	<u>Placard Designation</u>
Green	INSPECTED – Lawful Occupancy Permitted.
White	REPAIRS NECESSARY - (This Placard is for Residential Buildings Only)
Yellow	LIMITED ENTRY - Off Limits To Unauthorized Personnel
Red/Pink	UNSAFE - Do Not Enter Or Occupy

Upon returning to the office at the conclusion of each damage assessment session, the inspectors will rename each of the photos taken to correspond with the damage assessment report number for the affected site.

The DPLU Building Division will maintain a written record of inspected damages in order to provide the information to the Operational Area EOC and Recovery Coordinator/Manager, Assessor’s Office (property tax purposes) and insurance companies (assist in settlement claims).

5.2.4 Initial Damage Estimate Reporting

IDEs are derived from Windshield Assessments conducted by the County and each city and are submitted through the State’s online reporting system, Response Information Management System (RIMS). RIMS is an internet-based reporting and information management system that employs pre-formatted reporting forms that are easily filled in by the jurisdiction/agency.

Damages are itemized on the IDE and then forwarded to the Operational Area. IDE cost estimates are based on current property values and building costs. Cost estimates may be requested from utilities, CALTRANS, and other public or quasi-public entities to facilitate damage assessment. Collected IDEs are condensed into one report for the Operational Area and forwarded to the OES Southern Region.

5.2.5 Preliminary Damage Assessments

The State will determine whether a recovery effort is beyond State and local capabilities from information provided in the Operational Area’s IDE Report. If it is decided that disaster recovery is beyond State and local capabilities, State officials will ask the FEMA Regional Office to conduct a Preliminary Damage Assessment (PDA).

The PDA is a joint venture between local, State, and Federal governments to document the impact and magnitude of a disaster on individuals, families, businesses, and public property. After the PDA teams have documented the damage, the Governor will determine whether or not to request Federal disaster assistance. The Governor may limit the request for assistance or may seek full range of assistance authorized under the type of declaration being requested.

5.3 Contracting, Documentation, and Cost Recovery

5.3.1 Overview

The County OES and County Auditor and Controller coordinate cost recovery and contracting procedures for the jurisdictional area of the County of San Diego. Each incorporated jurisdiction and special district is responsible for developing and implementing cost recovery and contracting procedures individually.

The County OES applies on behalf of the County of San Diego's jurisdictional area to State OES and FEMA for disaster relief funds. Each incorporated jurisdiction and special district within the Operational Area also applies to State OES and FEMA for disaster relief funds. Documentation and contracting are critical cost recovery elements.

Cost recovery begins with expenditure of local funds, during the disaster's response phase, and ends with completion of applicable local, State or Federal auditing processes, which can occur well into the disaster's long-term recovery phase.

Recovery and procurement personnel should be familiar with the Department of Homeland Security Office of Inspector General document Audit Tips for Managing Disaster-Related Projects.

5.3.2 Notification of Recovery Coordinator/Director

Each department (county or city) is responsible for providing written notification to the Recovery Coordinator/Manager (county or city) anytime it is expected to expend funds for damage-related clean-up or repairs (labor, equipment or material costs) at any one site. This notification requirement is triggered when expenditures at any single site is expected to exceed a minimum threshold. (Jurisdictions may wish to establish pre-determined minimum/maximum expense limits that would similarly trigger notification requirements.) Notification should be made within 48 hours and must include the following information:

- Location of site, including Thomas Brothers map coordinates
- Description of damage
- Description of work to be performed
- Estimate of the cost to repair or replace the facility/equipment
- Name of contact for further information

Local jurisdiction and special district coordinators or, in the case of the County, the appropriate department(s); will utilize this information to complete the forms necessary to request State and Federal assistance forms.

5.3.3 Documentation

All County Departments and Operational Area jurisdictions and special districts are responsible for fully documenting recovery activities. The County Auditor and Controller prepares and maintains all supporting documentation with reference to cost recovery and eligibility for the County of San Diego. The categories of documentation required of County of San Diego departments are:

- Notification of Recovery Coordinator/Manager
- Site Documentation - Law Enforcement, Fire and Emergency Medical Services (EMS) activities
- Site Documentation - Damage and Clean-up
- Jurisdiction Labor Records
- Jurisdiction Equipment Records
- Rented Equipment
- Material Summary Records
- Contract Work Summary Record
- Emergency Contracting

5.3.3.1 Site Documentation for Law Enforcement, Fire, and EMS activities

Since the responsibilities assigned to Law Enforcement and Fire Departments often result in single site expenditures less than the minimum threshold amount, special reporting requirements apply to the following disaster related Fire, Rescue and Law Enforcement activities:

- | | |
|--|----------------------------------|
| - fire incidents | - rescue incidents |
| - emergency medical services incidents | - community assistance incidents |
| - traffic control | |

Whenever the jurisdiction enters into a disaster period, all involved departments (Fire, Law Enforcement, Public Works, EMS) need to begin tracking all of the above responses and disaster-related expenditures. All equipment, material and overtime labor costs associated with these incidents are eligible for disaster reimbursement.

Each County Department will create a departmental file containing the following information:

- Name of contact for further information
- Copies of CAD incident histories for each disaster-related incident (regardless of whether only regular hour personnel responded)
- Copies of invoices and/or contracts for contracted/purchased materials, equipment or services
- Force account labor records
- Force account equipment records
- Material records
- Rented equipment records

The documentation is to be maintained and updated by the originating department and will be turned over to the Recovery Coordinator/Manager for processing when the State and Federal inspection teams arrive to complete the PWs.

5.3.3.2 Site Documentation for Infrastructure Damage and Debris Removal

For each site reported to local jurisdiction or special district emergency coordinators or, in the case of the County, the appropriate department(s); the originating department is required to create a damage site file containing the following information:

- Location of site, including Thomas Brothers map coordinates
- Description of damage
- Description of work to be performed
- Name of contact for further information
- Color photographs of damage (minimum of 2)
- Copies of invoices and/or contracts for contracted/purchased materials, equipment or services
- Copies of any departmental work management system reports (if utilizing this type of system)
- Force Account Labor Summary Records
- Force Account Equipment Summary Records

- Materials Summary Records
- Rented Equipment Summary Records
- Contract Work Summary Records
- Copies of any estimates or bids received

This damage site file is to be maintained and updated by the originating department and will be turned over to the Recovery Coordinator/Manager for processing when the State and Federal inspection teams arrive to complete the PWs.

5.3.3.3 Jurisdiction Labor Records

All work hours performed by the jurisdiction's employees must be recorded on either a Force Account Labor Summary Record or other written record containing the following information:

- Employee(s) name
- Employee(s) job title
- Synopsis of work performed at the site
- Date and number of regular hours
- Date and number of overtime hours worked
- Total number of regular hours worked
- Total number of overtime hours worked
- Employee(s) regular hourly salary
- Total regular hour cost
- Employees regular benefit rate (decimal format)
- Total regular hour and benefit cost
- Employees overtime salary rate
- Employees overtime benefit rate (decimal format)
- Total overtime hour and benefit cost
- Total regular hour and benefit cost for all employees at the site
- Total overtime hour and benefit cost for all employees at the site

Hours spent performing law enforcement, fire, and EMS duties can be listed on a department-wide (e.g. all law enforcement activities) Force Account Labor Summary Record if the total cost at a given site does not exceed the minimum threshold. Employee hours not submitted in the above format will be denied by State OES and FEMA and will not be reimbursed.

5.3.3.4 Jurisdiction Equipment Records

All jurisdiction equipment used must be recorded on either a Force Account Equipment Summary Record or other written record containing the following information:

- Shop number of equipment (e.g. F11, S40 or SD)
- Description of equipment (e.g. 5 ton dump truck, 1.5 CY Wheel Loader)
- Synopsis of work performed with equipment at site
- Horsepower of equipment
- Date and number of hours worked
- Pre-disaster hourly rate for equipment
- Total cost of equipment
- Total cost for all equipment at the site

Equipment is reimbursed based on rates established and implemented by the department, city or special district prior to the disaster. If the department, city or special district does not have formal equipment rates, FEMA rates can be used for reimbursement purposes. Equipment operated while performing fire, law enforcement, or EMS duties can be listed on a department-wide summary records (e.g. all law enforcement activities) if the site total does not exceed the minimum threshold. Equipment hours that involve disaster-related activities, with the exception of standby time, are eligible for reimbursement, regardless of whether the operator was on regular or overtime status. Equipment usage records not submitted in the above format will be denied by State OES and FEMA and will not be reimbursed.

Maintenance activities necessary due to the use of equipment to perform emergency or permanent work are not eligible. However, equipment damaged as a direct result of emergency response operations may be eligible for reimbursement and therefore shall be documented in accordance with Section 5.3.3.2 above.

5.3.3.5 Rented, Leased, or Purchased Equipment

All leased or rented equipment must be recorded on either a Leased or Rented Equipment Summary Record or other written record containing the following information:

- Description of equipment (e.g. 5 ton dump truck, 1.5 CY Wheel Loader)
- Horsepower of equipment
- Date and number of hours worked
- Hourly rate for equipment, both with and without operator
- Total cost of equipment as billed by vendor
- Vendor name

- Invoice number
- Date and amount paid by Jurisdiction
- Check numbers
- Total cost for all leased or rented equipment at the site

When a jurisdiction does not have sufficient equipment or supplies to respond effectively to the disaster, purchase of needed equipment and supplies may be eligible for reimbursement by FEMA. A written record containing the description of the purchased equipment and use, vendor name, invoice number or receipt, date and amount paid by jurisdiction, and proof of payment must be maintained. Equipment and supply purchases must be cost effective when compared to lease or rental options. Jurisdictions may be required to compensate FEMA for the fair market value of the cost of the equipment and supplies when the items are no longer needed for disaster-related operations.

Equipment costs that involve disaster related activities, with the exception of standby time, are eligible for reimbursement, regardless of whether the operator was on regular or overtime status. Equipment operated while performing the fire, law enforcement, or EMS duties can be listed on a department-wide summary records (e.g. all law enforcement activities) if the total cost at a given site does not exceed the minimum threshold.

Equipment costs not submitted in the above format will be denied by State OES and FEMA and will not be reimbursed.

5.3.3.6 Material Summary Records

All materials used by jurisdictional personnel at each site must be recorded on either a Materials Summary Record or other written record containing the following information:

- Date item used
- Description of item (e.g. minus 6" rock, flares, etc.)
- Quantity of item (e.g. 4 tons, 3 cases of 12)
- Unit cost of item
- Total cost of item
- Source of materials (pre-disaster stockpile or new purchase)
- If purchased, who was it purchased from?
- Total cost for all material used at the site

Materials used while performing fire, law enforcement, or EMS duties can be listed on a department-wide (e.g. all law enforcement activities) Materials Summary Record if the total cost

at a given site does not exceed the minimum threshold. All material costs that involve disaster-related activities are eligible for reimbursement. Material costs not submitted in the above format will be denied by State OES and FEMA and will not be reimbursed. Materials furnished and used by contract labor are to be listed with the Contract Account costs.

5.3.3.7 Contract Work Summary Record

Most costs associated with outside organizations providing clean-up or repair of disaster-related damage are eligible for reimbursement as contract work costs. For example, if minus 6" rock was purchased by the jurisdiction, trucked to a site in the jurisdiction's vehicles and placed into position by jurisdictional personnel, this should be listed on a Materials Summary Record in addition to Force Account Equipment and Labor Records.

However, if the same minus 6" rock was purchased by the jurisdiction and trucked to the site by an outside organization, or purchased and trucked by an outside organization, these costs would be considered contract work costs. Contract work costs must be documented on a Contract Work Summary Record or other written record, along with the following information:

- Name of outside organization (e.g. Roy Ladd Co.)
- Date(s) of service (beginning and ending)
- Description of service provided (e.g. clean-up and dispose of all debris on city/county streets, grounds)
- Quantity of service/item provided (e.g. 4 hours of Cat D-6 work with operator)
- Cost per hour per item
- Total cost of work performed at site or contract
- Copy of ATP or Purchase Order (PO) payment information
- Copy of bid(s) or estimate(s) received if the contracting was not for emergency work or did not utilize a standing PO

Contract work performing fire, law enforcement, or EMS duties can be listed on a department-wide (e.g. all law enforcement activities) Contract Work Summary Record if the total cost at a given site does not exceed the minimum threshold. Contract costs not submitted in the above format will be denied by State OES and FEMA and will not be reimbursed.

Each department must ensure that all bid documents or contractor submitted invoices are broken down to reflect the cost per category listed in Appendix B, Damage Assessment Categories. Work quantities and unit costs must be provided even if the contract is lump sum to facilitate cost reasonableness analysis as required for FEMA reimbursement. If the work was single category work (e.g. repair a sewer line), this can be considered a single category of work even if

it required excavating a street. This single category classification is based on the fact that the street was not damaged by the emergency, but rather was damaged by the need to repair the sewer line.

5.3.3.8 Donated Resource Summary Record

In Presidentially declared disasters, donated resources applied to actual eligible emergency work such as debris removal or the filling and placing of sandbags are eligible to offset the State and local cost share for emergency work (Categories A and B). Resources or materials provided by a Federal agency cannot be credited. The donated services must be documented on a Donated Resources Summary Record or other written record and must include a description of work and record of hours worked by work site.

Volunteer labor will be valued at the same hourly labor rate as a jurisdiction or special district employee performing similar work. If the jurisdiction or special district does not have employees performing similar work, then the rate should be consistent with those ordinarily performing the work in the same labor market.

The value for donated equipment should be determined by using the applicable FEMA equipment rate and multiplying it by the number of hours the piece of equipment was used to perform eligible emergency work. Standby time is not eligible for credit.

5.3.4 Contracting

The County of San Diego recognizes three types of disaster-related contracting:

- Standing PO
- Emergency contracting
- Permanent contracting

Contracted services or supplies performed/provided by organizations with a standing PO do not require competitive bidding (e.g. meals, repair of vehicles, etc.). No contracts are required and the rates charged must be at or less than those previously established (normal and customary). Leased or rented equipment costs are to be shown on a Leased or Rented Equipment Summary Record.

Each County Department is responsible for ensuring that all invoices submitted by the contractor for disaster-related work are broken down to reflect the cost per category listed in Appendix B, Damage Assessment Categories.

Contracts eligible for federal reimbursement must meet the following criteria:

- Must meet or exceed Federal and State procurement standards and follow local procurement standards if they exceed the Federal and State criteria;
- Prices must be reasonable; and
- Scope of work must be consistent with scope approved by FEMA as outlined in the obligated Project Worksheet.

The following contract-related documents should be maintained to facilitate federal reimbursement process:

- Contract;
- Requests for bids, proposals or quotes;
- Bid documents/specs;
- Bid advertisement;
- List of bidders; and
- Invoices, cancelled checks, purchase orders, and inspection records.

5.4 Debris Removal and Management

5.4.1 Overview

Major disasters can generate enormous volumes of debris in short periods of time. Debris clearance, removal and disposal operations must be implemented quickly to protect public health and safety of the local population. The County of San Diego Disaster Debris Recycling and Handling Plan is presented in Appendix I.

Debris removal and management within the County will be coordinated through the County OES Recovery Coordinator/Manager; however, each city and the County is responsible for disaster debris cleanup within their jurisdictional boundaries unless alternative arrangements are made. Information for debris handling and removal will be coordinated through the countywide 2-1-1 hotline that will refer residents to their appropriate jurisdiction's hotline and website. Standardized press releases and public information will be coordinated through the Joint Information Center (JIC) for recycling, household hazardous waste and debris handling. The speed of initial debris clearance, removal and disposal operations depends upon the depth of pre-disaster planning by Operational Area jurisdictions and special districts.

5.4.2 Recycling

Debris recycling processes are provided in the County of San Diego Disaster Debris Recycling and Handling Plan (see Appendix I). To conserve the regional landfill capacity and to follow the State policy to maximize all diversion options in order to reduce the amount of solid waste that must be disposed, it is the County's intent that disaster-related debris be recycled or centrally

held until they can be processed for maximum recycling. Recycling and processing costs are considered a cost of debris clearance if local debris management plans, existing prior to the disaster, provide for separate handling and cost accounting for disaster-created debris.

The County's Disaster Debris Recycling and Handling Plan is consistent with the California Integrated Waste Management Board (CIWMB) Disaster Debris Plan as well as FEMA's Debris Management Guide (FEMA 322). Local jurisdictions are encouraged to develop disaster debris plans as part of individual emergency operations plans.

5.4.3 Debris Clearance

Disaster debris may fall on roadways and block access to certain neighborhoods or communities. Clearance of this debris from roadways to allow the safe passage of emergency vehicles is a response function.

5.4.4 Curbside Debris Removal

Removal of debris located within public right-of-way is referred to as curbside debris removal. Debris may be placed within the right of way by the disaster or by residents and businesses as private lots are cleaned. Debris located within the public right-of-way is a threat to general public health and safety and its removal is considered a short-term recovery function.

5.4.5 Private Property Debris Removal

Private property debris removal (PPDR) is generally not eligible because it is the responsibility of the individual property owner. If the debris on private business and residential property is so widespread that public health, safety, or the economic recovery of a community is threatened, FEMA may fund PPDR, but FEMA must approve this activity in advance and all appropriate Rights of Entry (ROEs) must be secured.

5.4.6 Demolition

Demolition of disaster-damaged structures may be eligible for emergency work assistance if the work is necessary to:

- Eliminate an immediate threat to lives, public health, and safety.
- Eliminate immediate threats of significant damage to improved public or private property.
- Ensure the economic recovery of the affected community to the benefit of the community-at-large.

- Mitigate the risk to life and property by removing substantially damaged and associated appurtenances as needed to convert property acquired through a FEMA hazard mitigation program to uses compatible with open space, recreation, or wetlands management practices.

Removal of slabs or foundations and covering of pads and driveways that do not present a health or safety hazard (except for structures in a FEMA funded buyout program) is not eligible for reimbursement.

As with PPDR, demolition of private structures requires approval by FEMA prior to start of work and appropriate agreements with local governments to hold the Federal government free from damages due to performance of the work must be in place. Demolition also requires condemnation by an authorized local official in accordance with State and local law.

5.4.7 Direct Federal Assistance

When the State and local government lack the capability to perform or contract for eligible emergency work and/or debris removal under sections, Direct Federal Assistance (DFA) may be available for curbside debris removal, PPDR, demolition, or vessel salvage operations.

FEMA will provide DFA through a mission assignment to another Federal agency - upon request of the State - when the State and local government certify they lack the capability to perform or contract for the requested work. The duration of mission assignments for debris removal is limited to 60 days from the disaster declaration date. The Federal Coordinating Officer (FCO) may approve extensions for up to an additional 60 days, if a State or local government demonstrates a continued lack of capability to assume oversight of any debris removal mission.

5.5 Donated Resources Management

5.5.1 Overview

Resource management is a process that ranges from determining needs to finding and staging resources to meet those needs. Volunteer labor (organized or spontaneous), donated equipment and donated materials are types of resources that can facilitate short-term recovery. If managed effectively, donated resources can compliment recovery efforts and enable jurisdiction or special district personnel to focus on the immediate demands of the disaster. If managed poorly, donated resources can be a distraction and overwhelm or burden recovery efforts.

Because some donated resources can be credited against State or Federal cost share requirements for federal programs, use of these resources should be carefully documented in accordance with Section 5.3.3 of the OA Recovery Plan.

5.5.2 Volunteers

All volunteer activity within the Operational Area will be coordinated through Volunteer San Diego, a member of SDIVOAD. Providing a central organization will assist in the influx of volunteers, avoid convergence of individuals, and facilitate short-term recovery.

Disaster Service Workers (DSWs) registered prior to any single event should report to their organization which will coordinate with Volunteer San Diego for specific assignment.

Volunteers who spontaneously come forward to assist disaster response or recovery efforts can become registered as single-event DSW volunteers. Prospective DSW volunteers should be physically and mentally capable of performing duties to which they are assigned. Single-event DSW volunteers should be trained and work under official supervision. Registered volunteers will augment existing organizations as needed; however, assignments may be restricted and level of participation controlled. Emergency response and recovery personnel will refer spontaneous or convergent volunteers to Volunteer San Diego. Volunteer San Diego will receive volunteers, inform them of the DSW program, and assist them with the DSW registration process.

5.5.3 Equipment, Materials, and Goods

Following a disaster, there may be an influx of donated items from the residents of San Diego County and procedures to ensure the proper handling and dissemination of such items to those that have been affected by the disaster must be established. A potential means to develop this process is through a MOU between the County of San Diego OES and Goodwill Industries of San Diego.

The purpose of the MOU is to formalize a working relationship between Goodwill Industries and the County of San Diego OES for the mobilization and management of spontaneous donations that will be made by the residents of San Diego County following a disaster. The MOU provides a framework for cooperation between these organizations and allows OES to coordinate Goodwill Industries personnel and service facilities during these periods. The overall outcome of the MOU is an efficient and effective process for accommodating, organizing, and disseminating donated goods or the equivalent of to those individuals and families that been affected by a disaster.

2-1-1 San Diego will be the lead agency for information collection and dissemination following a disaster. Residents that want to donate financial resources or bulk items (i.e. water, diapers, etc) can call 2-1-1 to be directed to organizations that will be working directly with those affected by the disaster.

5.6 Assistance Centers

5.6.1 Local Assistance Centers

LACs may be activated to provide assistance to individuals. LACs provide a centralized location for services and resource referrals for unmet needs following an emergency or disaster. State and/or Federal funding may be available for LAC operations. Historically, LACs have proven to be a key factor for a successful recovery. LAC characteristics may include:

- resource facility for disaster information, services and programs
- community-based service facilities
- managed by local government
- staffed by PNPs, local, state and federal government, as appropriate.

If it is clear that a disaster is of sufficient scale to require Federal Individual Assistance (IA), LAC activation will be coordinated with Disaster Resource Center (DRC) activation to avoid functional duplication and ensure efficient and cost effective service delivery.

5.6.2 Family Assistance Centers

Family Assistance Centers (FACs) are facilities established by the American Red Cross (ARC) and operated in coordination with CBOs. FACs are locations where families can receive emergency funds for food, clothing, and emergency medical needs and be placed in temporary lodging if they have no other place to stay.

5.6.3 Disaster Recovery Centers

DRCs are established to facilitate recovery for individuals and businesses and are operated generally under the umbrella of FEMA's IA programs. The nature and requirements of a particular disaster will determine which services are provided through the DRC and how long they will be provided.

When a DRC is activated, FEMA assumes responsibility for acquiring and paying for the facility, utilities, telephone, child care, and other standard custodial functions. The State OES via the Southern Region and County OES will be responsible for coordinating staffing support functions for the agencies providing assistance.

5.7 Individual Assistance

Individuals are expected, whenever possible, to provide for themselves and be responsible for their own personal recovery. However, many individuals will need and expect the government to deliver assistance to them well after the disaster. Disaster aid to individuals generally falls into the following categories:

- **Individual Action Assistance** includes assistance provided to individuals and families by family, friends, volunteer organizations, churches, etc.
- **Insurance Recovery Assistance** includes assistance provided from private insurance carriers.
- **Disaster Housing Assistance** may be available for displaced persons whose residences were heavily damaged or destroyed. Funding also can be provided for housing repairs and replacement of damaged items to make homes habitable.
- **Disaster Grants** may be available to help meet other serious disaster related needs and necessary expenses not covered by insurance and other aid programs. These may include replacement of personal property, and transportation, medical, dental and funeral expenses.
- **Unemployment Space Assistance** may be available through the Federal Disaster Unemployment Assistance (DUA) program that provides unemployment benefits and re-employment services to individuals who have become unemployed because of major disasters.
- **Low-Interest Disaster Loans** may be available after a disaster for homeowners and renters from the U.S. Small Business Administration (SBA) to cover uninsured property losses. Loans may be for repair or replacement of homes, automobiles, clothing or other damaged personal property. Loans may also be available to businesses for property loss and economic injury.
- **Other Disaster Aid Programs** that include crisis counseling, disaster-related unemployment assistance, legal aid and assistance with income tax, Social Security and Veteran's benefits. Other State or local help may also be available.

Federal and State disaster assistance programs will only be available following declared or proclaimed major disasters. The objective of the Operational Area, its jurisdictions and special districts is to provide residents with all the necessary information to help them recover from the disaster. Operational Area jurisdictions and special districts will assist individuals in any way possible, including providing them with FEMA IA hotline number or directions to and phone numbers for operating LACs or FACs.

FEMA IA is organized under the JFO Operations Section, Human Services Branch. The Individuals and Households Program is the primary programmatic vehicle used by FEMA IA to provide housing assistance to disaster victims. The program aims to address disaster-related housing and other necessary expenses and serious needs, which cannot be met through other

forms of disaster assistance, insurance, or through other means. FEMA has prepared the following guide: Help After a Disaster - Applicant's Guide to the Individuals and Households Program.

Housing assistance and eligibility requirements include:

- Temporary Housing Assistance: Proof of residency; disaster caused displacement, and/or paid receipts for transient accommodations;
- Primary Residence Repair: Proof of residency and ownership; disaster related home damage;
- Primary Residence Replacement: Proof of residency and ownership; home destroyed by the disaster; and
- Permanent Housing Construction: Proof of residency and ownership; disaster related home damage, home is located in an insular area outside the continental United States or in other remote locations. Alternative housing resources are unavailable, infeasible, or not cost-effective.

IA housing functions specific to short-term recovery operations begin with the placement of sheltered or evacuated individuals into temporary housing. Temporary housing is defined as non-shelter housing for individuals and households lasting between three weeks and six months. Depending on the scale of the disaster and the degree of displacement of County residents, temporary housing operations may extend into the long-term recovery phase of the disaster. Housing that lasts longer than six months is referred to as interim housing and is typically reserved for residents whose homes were destroyed beyond repair.

Other need-based assistance and eligibility requirements include:

- Medical: Disaster caused expenses, and/or paid receipts (bills) for medical treatment;
- Dental: Disaster caused expenses, and/or paid receipts (bills) for treatment;
- Funeral: Disaster caused expenses, and/or paid receipts (bills) for services;
- Personal Property: Proof of ownership; disaster related personal property damage;
- Transportation: Proof of ownership; vehicle complies with State laws, disaster related vehicle damage; and
- Other Necessary Expenses and Serious Needs Identified: Expense or need must be caused by the disaster and approved by FEMA.

5.8 Public Assistance

5.8.1 Overview

Public assistance refers to disaster assistance provided to public agencies and certain private non-profit entities to restore community infrastructure and services.

Cost recovery is achieved through Federal and State public assistance programs. The Stafford Act limits FEMA's ability to provide disaster assistance to some public agencies or for some public facilities when the statutory responsibility to provide disaster assistance belongs to another Federal agency. For example, the Federal Highway Administration (FHWA) has primary responsibility for repairs to Federal Aid System (FAS) roadways, not FEMA.

Each jurisdiction and special district has the responsibility for completion and submittal of the required documents for both State and Federal public assistance programs. County OES will complete the necessary public assistance program application and supporting materials for the County. The OA Recovery Coordinator/Manager will also serve as the primary contact for State and Federal field representatives. Respective local Recovery Managers will complete the application process and provide supporting materials to State and Federal representatives. Special districts will typically assign representatives from their accounting offices to complete application materials and coordinate with State and Federal representatives.

Documentation of disaster-related costs incurred from response through long-term recovery is essential to the cost recovery function. Although public assistance PWs may be written during a disaster's incident period, PWs for emergency work are usually completed during the short-term recovery phase of the disaster, while PWs for permanent repair or restoration are not written until the disaster enters the long-term recovery phase.

5.8.2 FEMA Public Assistance

FEMA provides supplemental Federal disaster grant assistance for the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain PNP organizations through the Public Assistance (PA) Program. The PA program is administered through a coordinated effort between the FEMA, the State as grantee, and local government or special district applicants as subgrantees. FEMA PA is organized under the JFO Operations Section, Infrastructure Support Branch.

Activities generally eligible for reimbursement include overtime labor hours associated with emergency response operations, equipment usage for response and recovery operations, and repair costs for public facilities. Categories of work are defined in Appendix B, Damage Assessment Categories. Disaster-related costs are documented by FEMA in PWs.

PA assistance is conditioned upon compliance with all applicable Federal, State, and local laws and is provided on a cost-share basis that can vary depending on the scope of the disaster. The Federal PA program is explained further in Appendix F, FEMA Public Assistance Program, and the following FEMA publications:

- Applicant Handbook (FEMA 323)
- Public Assistance Policy Digest (FEMA 321)
- Public Assistance Guide (FEMA 322)

5.8.3 National Resources Conservation Service Emergency Watershed Protection Program

The National Resources Conservation Service (NRCS) Emergency Watershed Protection (EWP) program is designed to undertake emergency measures, including the purchase of flood plain easements, runoff retardation and soil erosion prevention to safeguard lives and property from floods, drought, and the products of erosion on any watershed whenever fire, flood or any other natural occurrence is causing or has caused a sudden impairment of the watershed.

5.8.4 Rehabilitation and Inspection Program

The Rehabilitation and Inspection Program is the U.S. Army Corps of Engineers' (USACE) program that provides for inspection of flood control projects, the rehabilitation of damaged flood control projects, and the rehabilitation of Federally authorized and constructed shore protection projects. Inspection of non-Federal flood control works are accomplished under provisions of PL 84-99. Projects initially constructed by the USACE, including shore protection projects, and turned over to the local sponsor for maintenance are inspected under authority of the Inspection of Completed Works (ICW) program. Should an eligible project require rehabilitation as a result of damage from a significant flood or storm event, project rehabilitation would be accomplished under provisions of PL 84-99.

5.8.5 Federal Highway Administration Emergency Relief Program

FHWA Emergency Relief (ER) program is for the repair or reconstruction of Federal-aid highways and roads which have suffered serious damage as a result of natural disasters or catastrophic failures from an external cause. This program supplements the commitment of resources by States, their political subdivisions, or other Federal agencies to help pay for unusually heavy expenses resulting from extraordinary conditions.

The applicability of the ER program to a natural disaster is based on the extent and intensity of the disaster. Damage to highways must be severe, occur over a wide area, and result in unusually high expenses to the highway agency. Applicability of ER to a catastrophic failure due to an external cause is based on the criteria that the failure was not the result of an inherent flaw in the

facility but was sudden, caused a disastrous impact on transportation services, and resulted in unusually high expenses to the highway agency.

5.8.6 Public Housing Authority (PHA) Disaster Assistance

HUD will provide funding from the capital public housing reserve authorized by section 9(k) of the United States Housing Act of 1937, authority, as amended [42 U.S.C. 1437g(k)], or similar statutory authority, subject to the availability of appropriations. Each PHA that incurs damage in excess of insurance coverage and FEMA assistance for debris removal and emergency work from a Presidentially declared disaster is responsible for submitting a funding request to HUD.

5.8.7 US Department of Agriculture Emergency Loans

The US Department of Agriculture's (USDA) Farm Service Agency (FSA) provides emergency loans to help producers recover from production and physical losses due to drought, flooding, other natural disasters, or quarantine. Emergency loan funds may be used to:

- Restore or replace essential property;
- Pay all or part of production costs associated with the disaster year;
- Pay essential family living expenses;
- Reorganize the farming operation; and
- Refinance certain debts

5.8.8 Community Disaster Loans

Community Disaster Loans (CDLs) may be available to Operational Area jurisdictions and special districts following major or catastrophic disasters. The jurisdiction must have suffered a substantial loss (generally in excess of five [5] percent) of tax or other revenues as a result of a major disaster and must demonstrate the need for Federal assistance to perform its governmental functions. The amount of the loan shall not exceed 25 percent of the annual operating budget of the locality for the fiscal year of the disaster, typically up to a maximum of \$5,000,000.

Loan proceeds must be used to maintain existing governmental functions or to expand such functions to meet disaster-related needs. The loan cannot be used for capital improvements, the repair or restoration of damaged public facilities, or to pay the local cost-share of any Federal program. If the jurisdiction has not fully recovered economically from the disaster after three (3) fiscal years, all or part of the loan may be converted to a grant.

5.8.9 California Disaster Assistance Act Program

The California Disaster Assistance Act (CDAA) Program is the State disaster program for local government and special district agencies. Although CDAA is comparable to FEMA's PA program, state agencies and PNPs are not eligible. The CDAA program may be implemented as

a “stand alone” funding source following State OES Director’s concurrence with a local emergency or Governor’s state of emergency proclamation when there is no federal declaration. The CDAA program may provide reimbursement for disaster-related costs including emergency response, emergency protective measures, and restoration of public infrastructure. Categories of eligible work are defined in Appendix B, Damage Assessment Categories.

5.9 Hazard Mitigation

5.9.1 Overview

Hazard mitigation is defined as any action taken to reduce or eliminate the long-term risk to human life and property from natural or man-made hazards. Section 409 of Public Law 93 288 requires that the State or local government recipients of Federal aid evaluate the natural hazards of the area in which the aid is to be used and take action to mitigate them, including safe land use and construction practices.

To be effective, hazard mitigation actions must be taken in advance of a disaster. The San Diego County Multi-Jurisdiction Hazard Mitigation Plan (March 2004) is regularly updated and will enable jurisdictions to set appropriate hazard mitigation priorities.

After disaster strikes, there are mitigation opportunities that exist only during the short-term recovery phase and even those opportunities can be limited by the absence of advance planning. Nevertheless, the immediate post-disaster period does present special opportunities for mitigation. Section 409 deals with the opportunities presented in a current disaster to mitigate potential hardship and loss resulting from future disasters. Thus, hazard mitigation is a continuing year-round effort and activity in which all local communities and State agencies are encouraged to prepare hazard mitigation plans that identify ways to reduce damage caused by disasters. Hazard mitigation activities can be divided into the following categories:

- Prevention
- Property protection
- Public education and awareness
- Natural resource protection
- Emergency services
- Structural projects

5.9.2 Hazard Mitigation Actions

5.9.2.1 Avoid the Hazard

Authority to Zone

Zoning is usually a function of local government, except where State or Federally owned lands are exempt from local zoning laws. Other interests may propose zoning regulations but only local government can adopt them. By mutual agreement, State or Federal restrictions may be locally adopted and enforced.

Limitations: Zoning can be useful but its powers are limited. Therefore, zoning usually reflects, rather than dictates, current land use trends. Zoning is also particularly vulnerable to political pressure; this is particularly true if an area is very attractive for development but rarely experiences major disasters. Zoning is generally best suited to restrict the use of smaller areas (such as very steep slopes) within larger areas, as opposed to restricting large areas (such as areas of potential earthquake shaking).

Improve Building Standards

Buildings in hazardous areas can often be made safe. This can be as simple as adding a fireproof roof or it can mean tearing the building down and starting over.

Local Standards: Building codes are usually a function of local government, except where State or Federal buildings are exempt from local codes. Codes can be strengthened for hazardous areas. Usually stronger codes are enforced only for new construction or remodeling; but some recent laws require hazard related inspections for existing buildings that are considered at risk. The idea is that inspections will produce a knowledge of liability which will motivate the owners to improve their buildings.

For decades, the County has worked with fire agencies, planners, environmental experts and the building industry to craft codes that are responsive to the wildfire challenge. Since the 1980's, the County's fire codes have been strengthened in successive code adoption cycles with the primary goal of protecting the safety of our citizens and enhancing the home's ability to survive wildfire. Although such measures protected many homes located within the areas impacted by the 2003 wildfires, lessons learned from the devastating wildfires of 2003 resulted in further refining of the codes, which became effective August 13, 2004.

State Standards: For State owned facilities outside the jurisdiction of local governments, construction standards are adopted and enforced by the responsible State agency. In some cases, these standards may serve as models for local governments.

Conditions for Assistance

As a condition for State approval of loan or grant assistance due to a major disaster or Emergency Declaration, the Governor's authorized representative may recommend to the FEMA Regional Director that the Associate Director prescribe certain construction standards for FEMA assisted projects for hazard mitigation purposes.

The FEMA Regional Director can suspend or refuse to approve any project application until it is confirmed that the work will result in a facility or structure that is safe for its intended use.

A Federal agency may require local or State governments to adopt and enforce certain hazard mitigation regulations as a condition for Federal assistance or participation in Federally assisted programs. Federal agencies adopt and enforce Federal standards for Federal buildings. In some cases, these Federal construction standards may serve as model standards for State and local governments.

5.9.2.2 Reduce the Hazard

The hazard itself can be reduced. Of course, this depends on the type of hazard: double containment of a storage tank will reduce the hazard from the chemical inside, but hazard mitigation cannot stop an earthquake or a storm.

Public Education

If the general public knows what to do before, during and after a disaster, the impact of the disaster can be greatly reduced. Public education is largely a local function, although the State and Federal governments do make a variety of educational materials available.

Insurance

Although insurance cannot reduce the impact of a disaster, it does spread that impact over a larger group of people over a longer period of time. Some insurance programs are private, and some, such as the Federal flood insurance program, are government funded. Insurance companies may have construction standards and fire protection standards that must be met before insurance is sold.

5.9.2.3 After a Disaster**Agreement to Work Together**

Following each Presidential emergency declaration or major disaster, the Regional Director of the FEMA and the Governor execute a document called the Federal/State Agreement. This Agreement includes hazard mitigation.

The Mitigation Team

Federal, State, and local Hazard Mitigation Coordinators will be appointed to work together to:

Look for Hazards

The Team will review reports, visit the site and talk to concerned parties. The Team will review land use laws, construction standards, mitigation measures, damage assessments, PWs and other information. As a result of its findings, the Team may change the boundaries of high hazard areas and recommend mapping or re-mapping of these areas.

Review Emergency Plans

For each hazard prone area, the Team will review local and State emergency plans. Where plans for hazard mitigation are inadequate, the team will recommend improvements. The FEMA Regional Director and the Governor's authorized representative may decide to require that these improvements be made. They will consider:

- If hazard mitigation could be effective.
- The size and composition of the jurisdiction.
- Local government's authority to regulate land use and construction practices.
- The local government's exercise of such authority.
- They may also help governments write or update their plans.

Write a Mitigation Plan

The Plan will make recommendations and will include procedures for carrying out the recommendations. The Plan is due within six months of a Presidential declaration. The following Federal hazard mitigation programs should be considered in the Mitigation Plan:

- Hazard Mitigation Grant Program (HMGP): Also referred to as Section 404 Hazard Mitigation, this program provides grants to States and local governments to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of HMGP is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster. Funds are provided on a cost-share basis, are awarded competitively and can be used on any preventive measure but the applicant must be located in a declared County.
- Flood Mitigation Assistance (FMA): Yearly funds used in the acquisition, relocation, and demolition of repetitive loss properties through-out the state. Mitigated structures or facilities must have sustained flood damage and funds are available on a cost-share basis.

All projects must be submitted through the local government to the State Hazard Mitigation Officer (SHMO) and recommended by the State Hazard Mitigation Team (SHMT) before the project can be forwarded to FEMA for consideration. Grants are based on a yearly allocation from FEMA.

- Section 406 Mitigation: 406 Mitigation funds supplement FEMA's PA program PW. Mitigation measures must be cost effective and funds must be applied directly to mitigating damaged facilities from future damage from a similar event. Funds are provided on a cost-share basis.

Review Standards

The Team will inventory and evaluate the applicant's existing standards for the type of repairs, reconstruction or restorative work for which Federal loan or grant assistance is being requested. The Team may recommend upgrading existing construction standards or adopting new standards. The Team will also encourage local adoption and enforcement of hazard mitigation standards for all projects, including non-Federally assisted projects.

Suggested Models

The Team will make model State or Federal standards available to applicants. Such standards for new construction may be different from those for repairs or alterations to existing facilities or structures.

5.9.3 Roles and Responsibilities

5.9.3.1 Federal

The Director of the FEMA is responsible for hazard mitigation actions under the Federal/State Agreement. The Regional Director, in coordination with the Governor's authorized representative, shall:

- Provide for a Joint Federal/State/Local Hazard Mitigation Team to survey the affected area and plan for hazard mitigation.
- Appoint a Hazard Mitigation Coordinator to serve on the team.
- Discuss hazard mitigation with local, State and Federal officials.
- Coordinate with the State Hazard Mitigation Coordinator.
- Administer the Section 406 Hazard Mitigation Program.
- Make sure hazard mitigation measures are actually implemented.
- Provide technical advice and assistance.
- Encourage State and local governments to adopt safe zoning and construction standards.

- Ensure that Federal efforts are in addition to local and State efforts.
- Encourage initiative by State and local governments.
- After floods, follow FEMA Floodplain Management Regulations.

5.9.3.2 State

The Governor will appoint a representative of the State OES to be the Governor's authorized representative. This person will be responsible for State hazard mitigation activities under the Federal/State Agreement. The Governor's authorized representative will also work with Federal agencies to ensure State and local participation in hazard mitigation planning. The State Hazard Mitigation Coordinator, along with the Governor's authorized representative, shall:

- Arrange for consultations on the findings and recommendations from the joint survey and shall follow up to ensure that timely and adequate local and State hazard mitigation actions are taken.
- Provide funding or technical assistance to eligible applicants.
- Arrange for State inspection or audit to verify compliance with approved hazard mitigation measures.
- File a final report upon completion of approved hazard mitigation activities in accordance with the Federal/State Agreement, submit a final report of compliance with hazard mitigation requirements by State and local governments through the Governor's authorized representative to the FEMA Regional Director for review and acceptance.
- Accomplish hazard mitigation planning in accordance with the Federal/State Agreement.
- Provide advice and assistance on hazard mitigation measures to applicants, private organizations and individuals.
- Evaluate or have the applicant evaluate the natural hazards in the disaster area and make mitigation recommendations.
- Follow up with applicants to ensure that, as a condition for any grant or loan under the Act, hazard mitigation actions are indeed taken.
- Follow up with applicants to ensure that hazard mitigation plans are submitted (not later than 180 days after the emergency declaration) to the FEMA Regional Director for concurrence.
- Review and update disaster mitigation portions of emergency plans as needed.
- Administer the Section 404 HMGP.

5.9.3.3 Local

The local jurisdiction's authorized representative is responsible for local performance of hazard mitigation measures under the terms of the Federal/State Agreement. The applicant's authorized representative, in coordination with the Governor's authorized representative shall:

- Appoint a Local Hazard Mitigation Coordinator to work with the Federal/State Hazard Mitigation Team.
- With respect to any project application, submit adequate assurance that required hazard mitigation measures have been taken or will be completed.
- To the extent of legal authority, implement and enforce land use regulations and such construction practices which are agreed upon as conditions for FEMA grants or loans. Applicants may request State or Federal advice or assistance in taking these actions.

5.10 Re-Entry

The re-entry phase commences after a disaster has passed and officials deem it safe for residents to return to their impacted communities. Re-Entry will be initiated by the EOC Director, based on clearance from the Incident Commander or the Liaison Officer of the Incident Management Team, in consultation with the Operations Chief at the OA EOC. In the event that the OA EOC has been deactivated, the Incident Commander or the Liaison Officer of the Incident Management Team at the scene will initiate re-entry efforts. The San Diego County Re-Entry Protocol is provided as Appendix G.

5.11 Economic Recovery

Economic recovery is typically conceptualized within the framework of long-term recovery operations associated with major disasters. Special attention to economic recovery generally is not required as a result of local emergencies. While it is important that local, State, and Federal agencies move as quickly as possible to address the economic impacts of major or catastrophic events, economic revitalization efforts must also be based on a sound understanding of the economic landscape before and after the disaster to ensure that recovery is sustainable. Government efforts should strive to enhance regional competitiveness and support long-term development of the regional economy. To this end, it is important that Operational Area jurisdictions and special districts work not only with Federal and State officials, but also with the region's business leaders and the San Diego Regional Chamber of Commerce during all aspects of economic recovery.

The foundation of economic recovery is the restoration of critical public infrastructure and resumption of public services needed to get businesses up and running again and get people back to work. For declared major disasters, FEMA's PA program is integral to economic recovery as the primary infrastructure recovery funding mechanism. If an incident demands large-scale

evacuation or renders a significant portion of the region's housing stock damaged or inhabitable, repopulation is another essential economic recovery element. For declared major disasters, FEMA's IA temporary housing programs will facilitate repopulation efforts to facilitate economic recovery.

The US Dept of Commerce Economic Development Administration (EDA) is the primary federal agency within ESF #14 under the NRP with responsibility for supporting coordinated long-term recovery following natural disasters. EDA's participation in major disaster recovery efforts has traditionally supplemented the lead roles assigned to the FEMA. In addition to its ESF-14 role, EDA may be tasked by FEMA to perform economic impact evaluations or carry out other specific tasks.

5.11.1 San Diego Regional Economic Indicators

The County Land Use and Environment Group (LUEG) and the San Diego Regional Chamber of Commerce collaborate to maintain a database of economic indicators measuring the monthly vitality of the San Diego economy. Indicators are displayed in a Briefing Book format generated by the County's performance management software. Indicators that are tracked include:

- | | |
|----------------------|-------------------------------|
| - Economic Indexes | - Sales Statistics |
| - Employment Data | - Stock Indexes |
| - Housing Indicators | - Tourism Industry Statistics |
| - Mortgage Rates | - Charity Donation Data |

Agencies that could be consulted for economic and demographic indicators include:

- San Diego Association of Governments (www.sandag.org): Provides demographics; jobs, wages and economic impact by traded cluster.
- California Employment Development Dept. (www.edd.ca.gov): Provides jobs and wages by occupation; jobs by industrial sector; number of companies and size of companies by employees by sector; total employment; unemployment rate.
- California Association of Realtors (www.car.org): Provides median home price by county; housing affordability.
- San Diego Association of Realtors (www.sdar.org): Provides median home price and number of homes sold by zip code.
- San Diego Regional Chamber of Commerce (www.sdchamber.org): Provides gross regional product.

- San Diego Business Journal annual Book of Lists (www.sdbj.com): Provides largest companies by sector.
- Centre City Development Corp. (www.ccdc.com): Provides demographics and new construction data on downtown San Diego.

5.12 Resource Demobilization

Recovery involves the final disposition of all resources used during the response and recovery phases of the incident. During recovery, resources are rehabilitated, replenished, disposed of, or retrograded.

Demobilization of certain resources could signal to decision-makers appropriate transitions between response, short-term recovery and long-term recovery phases of the operation. For example, de-activation of the EOC and demobilization of related response resources could signal the transition between response and short-term recovery. Similarly, suspension of curb-side debris removal activities and subsequent demobilization of related resources could signal transition between short-term and long-term recovery.

Resource demobilization should be planned concurrently with the mobilization process and documented as described in Section 5.3.3 of the OA Recovery Plan.

6 AFTER-ACTION REPORTING

SEMS regulations require that any local government or special district proclaiming a local emergency, for which the Governor proclaims a State of Emergency must complete an after-action report. This report must be transmitted to the Southern Region Office of Emergency Services within ninety (90) days of the close of the incident period. The after-action report will provide, at a minimum:

- response actions taken;
- application of SEMS;
- suggested modifications to SEMS;
- necessary modifications to plans & procedures;
- identified training needs; and
- recovery activities to date.

The after-action report will serve as a source for documenting emergency response activities within the Operational Area and identifying areas of concern and successes. It will also be utilized to develop and describe a work plan for implementing improvements.

An after-action report will be a composite document for all SEMS levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations. The after-action reports will be written in simple language, well-structured, brief, well-presented and geared to multiple audiences.

It will include an overview of the incident, including enclosures, and addressing specific areas if necessary and will be coordinated with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the "recovery actions to date" portion of the after-action report.

County OES will be responsible for completing and distributing the County's after-action report and will send it to the Southern OES within the required 90-day period. Completion of the after-action report may be coordinated with the Operational Area jurisdictions. Other Operational Area jurisdictions and special districts are responsible for completing and distributing their after-action reports as applicable.

The after-action report's primary audience will be management and employees of Operational Area jurisdictions and special districts. As public documents, they are accessible to anyone who requests a copy. Copies of County of San Diego after-action reports can be obtained from the County OES.

Data for the after-action report will be collected from a questionnaire, RIMS documents, and other documents developed during the disaster response and interviews of emergency responders. The most recent After-Action Report Instructions and Report Form are available on RIMS.

7 PLAN MAINTENANCE, TRAINING AND EXERCISES

7.1 Overview

With each disaster, emergency management professionals worldwide gain experience and knowledge that when shared can improve incident response and recovery. Operational Area emergency managers and staff may receive “lessons learned” from updated State and Federal regulations or guidelines, conferences and seminars, updates to relevant plans and SOPs, as well as training and exercises.

This section addresses the maintenance of the OA Recovery Plan, as well as, training and exercises designed to facilitate efficient and safe response and recovery operations.

7.2 Plan Maintenance

The OA Recovery Plan will be reviewed annually or as necessary following an actual or training event to ensure that plan elements are valid and current. County OES will lead the responsible departments in reviewing and updating their portions of the plan and/or applicable SOP as required based on identified deficiencies experienced in drills, exercises or actual occurrences. The County OES is responsible for making revisions to the OA Recovery Plan that will enhance the conduct of response and recovery operations and will prepare, coordinate, publish and distribute any necessary changes to the plan to all county departments and other entities as shown on the distribution list on the Records Revision Page of this OA Recovery Plan.

7.3 Training and Exercises

The objective of any emergency management organization is efficient and timely disaster recovery. Because recovery operations are rooted in the response phase of any emergency, the OAEP is the first step toward this objective. As a compliment to the OAEP, the OA Recovery Plan is the second step toward this objective. However, planning alone will not accomplish preparedness for response and recovery operations. Training and exercises are essential at all levels of government to make recovery personnel operationally ready.

The best method of training staff for recovery operations is through exercising. Exercises allow personnel to become thoroughly familiar with the procedures, facilities and systems, which will actually be used during recovery.

Exercises can be accomplished in several ways. Tabletop exercises provide a convenient and low cost method of introducing officials to problem situations for discussion and problem solving. Such exercises are a good way to see if adequate emergency policies and procedures exist. Periodic tabletop exercises specific to short- and long-term recovery operations within the Operational Area are recommended.

To the extent feasible and applicable, recovery operations should also be included in functional and full-scale exercises that simulate actual emergencies. While typically designed to exercise procedures and test readiness of response personnel, communications, and facilities, functional exercises should be completed with an eye on recovery. This can be accomplished by reviewing documentation and contracting procedures to facilitate cost recovery and consider demobilization when discussing resource allocation and deployment.

As a critical element to insuring the success of the OA Recovery Plan, training must include both classroom training as well as the “hands on” experience provided by drills and exercises. Recognizing this, the signatories to the OA Recovery Plan agree to participate in scheduled training and exercises. The date and type of exercise will be identified in the annual workplan of USDCESO.

APPENDIX A: DEFINITIONS**General Definitions**

The following definitions specifically relate to the State and Federal disaster recovery process:

Contract Work - Any work, equipment or materials provided to the jurisdiction under contractual or rental agreement. This does not include rented equipment operated by jurisdictional employees (these costs are listed on Rented Equipment Summary Records and the labor costs are shown on Force Account Labor Summary Records).

Exhibit “B” - Form completed by the Local Government Emergency Coordinator or their designee, identifying the location of the damage, a description of the damage and the scope of work needed to repair the damage. Primary document used by OES and FEMA to list eligible sites.

Force Account - Any work, equipment or materials provided by jurisdictional employees or stockpiles.

Individual Assistance. (IA) All disaster recovery assistance provided to individuals, renters, and businesses.

Immediate Needs Funding (INF) is a partial advance on Emergency Work (EW) items identified during the Preliminary Damage Assessment (PDA). INF is designed to assist the applicant in dealing with their urgent needs, meaning that it generally covers those items that will require payment by the applicant within the first 60 days after the disaster declaration. The state and FEMA will assess and determine the need to provide INF following a disaster. If INF is provided, the state may also impose separate requirements for INF recipients. INF is not intended for those EW items that involve Special Consideration (SC) or items of work that will require longer than 60 days to complete. These particular items will be funded in the normal manner. Only applicants that were included in the PDA are eligible to receive INF.

Interim Housing Housing for three weeks to three years. Used to provide housing for victims whose homes must be replaced permanently.

Public Assistance (PA) All disaster recovery assistance provided to government agencies.

PDA - Preliminary Damage Assessment. Process where State and Federal inspectors will view damage sites to determine if the jurisdiction has sustained enough damage to require assistance.

Project Worksheet (PW) - formerly known as the Damage Survey Report (DSR). The Project Worksheet is prepared by Local Governments for small projects and the FEMA/OES Project Officers will prepare large PWs. Note: The small/large project threshold is adjusted annually by FEMA based on the Consumer Price Index.

Request for Public Assistance (RPA) formerly known as the Notice of Interest (NOI). Form completed by the Local Government Emergency Coordinator or their designee, identifying the category of damage experience by the jurisdiction and requesting the assistance of the State and Federal government.

Temporary Housing Non-shelter housing for individuals and households lasting between three weeks and six months. Used to provide housing for victims whose homes sustained moderate damage requiring repairs, but not permanent replacement.

Site Definitions

The following examples relate to the definition of the term "site." These examples are provided to ensure the jurisdictional definition of a site meets with the State and Federal interpretation. In general, each individual location should be considered as a separate site.

Debris Removal Site - A site should be for the specific area where the debris was removed. For example, an airport industrial area could constitute a single site, as well as could a specific beach. Parks should be considered a single site unless grouped with the streets surrounding the park.

Emergency Response Site - A site can be department-wide if the costs were incurred on general duties (e.g. traffic control, rescues, etc.). Most fire and law enforcement expenses will be grouped on a department-wide basis.

Streets and other Public Facilities Sites - Each individual street or facility should be considered a separate site. If there is damage to several streets in the same general vicinity (e.g. sidewalk repairs in a four block area), then they can be considered a single site. If the work that is being performed is limited in nature at each site, but constitutes considerable effort on a jurisdiction-wide basis, then these locations can be grouped by pre-existing zone.

Equipment Damage - Whenever a piece of local government equipment is damaged or lost due to a declared emergency, this constitutes an individual site. For example, three vehicles with engine damage due to flooding would be considered three separate sites.

APPENDIX B: DAMAGE ASSESSMENT CATEGORIES**Category A - Debris Removal**

This category includes all expenditures associated with the removal of mud and other debris from public property. This can include the removal of private/personal property that has been moved to the right of way under the direction of the jurisdiction. If the labor is completed by local government employees (force account), then only overtime hours are eligible for reimbursement. Reimbursement may be available for temporary workers or special division designated to disaster work. All jurisdictional and rental equipment hours (regardless of whether the operator was on regular time or overtime), materials and contract costs are eligible for reimbursement.

Category B - Protective Measures

This category is used for all expenditures associated with emergency response, including, but not limited to, traffic control, public information activities, fire and rescue response, safety assessments, EOC operations, sandbagging and patrolling flood control facilities. Generally, Category B measures are those temporary measures designed to remove or reduce immediate threats to public property (or public property when in the public interest) or protect them from further damage. If the labor is completed by jurisdictional employees (force account), then only overtime hours are eligible for reimbursement. All jurisdictional and rental equipment hours (regardless of whether the operator was on regular time or overtime), materials and contract costs are eligible for reimbursement. Hours spent preparing disaster reimbursement forms are ineligible.

Category C - Roads and Bridges

This category is used for all expenditures associated with street, road, bridge or sidewalk repairs. This includes, but is not limited to, street signs, traffic lights, curbs and gutters, roadways (paved and unpaved), bridges, manhole covers, embankments and other roadway related structures. Both regular and overtime hours and benefit costs of jurisdictional employees involved with Category C work are eligible costs. All jurisdictional and rental equipment hours, materials and contract costs are eligible for reimbursement as well.

Category D - Water Control Facilities

This category is used for all expenditures associated with flood control, drainage or irrigation facilities owned and maintained by the jurisdiction. This includes, but is not limited to, storm drains, dams, debris basins, dikes, levees, flood gates and flood control channels. Regular and overtime hours as well as benefit costs of jurisdictional employees involved with Category D work are eligible costs. All jurisdictional and rental equipment hours, materials and contract costs are eligible for reimbursement as well.

Category E -Public Buildings and Equipment

This category is used for all expenditures associated with public buildings and related equipment owned or maintained by the jurisdiction. This includes, but is not limited to, local government buildings, leased buildings where the jurisdiction is contractually required to maintain them, park and recreation buildings, office equipment, supplies lost in a disaster, library books, vehicles, specialized equipment and radios. This category does not include water and sewer buildings, supplies or equipment (Category F) or park or recreation facilities (Category G). Regular and overtime hours as well as benefit costs of jurisdictional employees involved with Category E work are eligible costs. All jurisdictional and rental equipment hours, materials and contract costs are eligible for reimbursement as well.

Category F -Public Utilities

This category is used for all expenditures associated with water, power and sewage systems. This includes, but is not limited to, water and sewage treatment facilities, distribution systems and supplies (chlorine, etc.).

Regular and overtime hours as well as benefit costs of jurisdictional employees involved with Category F work are eligible costs. All jurisdictional and rental equipment hours, materials and contract costs are eligible for reimbursement as well.

Category G -Parks, Recreation Facilities and Other

This category is used for all expenditures associated with parks, recreation facilities (not buildings) and facilities not included with the other categories. This includes, but is not limited to, parks, playgrounds, docks, swimming pools and picnic tables. This category is also used to document damage for facilities not included in other categories. Regular and overtime hours as well as benefit costs of jurisdictional employees involved with Category G work are eligible costs. All jurisdictional and rental equipment hours, materials and contract costs are eligible for reimbursement as well.

APPENDIX C: ACRONYMS/ABBREVIATIONS

ARC	American Red Cross
ASTREA	Aerial Support to Regional Enforcement Agencies
CALTRANS	California Department of Transportation
CAL-WARN	California Water Agency Response Network
CAO	Chief Administrative Officer
CBO	Community Based Organization
CDA	California Disaster Assistance Act
CDL	Community Disaster Loan
CHP	California Highway Patrol
CIWMB	California Integrated Waste Management Board
DEH	Department of Environmental Health
DFA	Direct Federal Assistance
DPLU	Department of Planning and Land Use
DPR	Department of Parks and Recreation
DRC	Disaster Resource Center
DSW	Disaster Service Worker
DUA	Disaster Unemployment Assistance Program
EDA	Economic Development Agency
EMS	Emergency Medical Services
EOC	Emergency Operation Center
EOP	Emergency Operation Plan
ER	FHWA Emergency Relief Program
ESF	Emergency Support Function
ESP	Emergency Storage Project
EWP	NRCS Emergency Watershed Protection Program
FAC	Family Assistance Center
FAS	Federal Aid System
FAST	Federal Agency Support Team
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FMA	FEMA Flood Mitigation Assistance Program
FSA	USDA Farm Service Agency
HMGP	FEMA Hazard Mitigation Grant Program
HUD	Department of Housing and Urban Development
IA	Individual Assistance
ICBO	International Conference of Building Officials

ICW	USACE Inspection of Completed Works Program
IDE	Initial Damage Estimate
INF	Immediate Needs Funding
JIC	Joint Information Center
JFO	Joint Field Office
LAC	Local Assistance Center
LRC	Local Response Center
LUEG	Land Use and Environmental Group
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NRCS	Natural Resources Conservation Service
NRP	National Response Plan
NSEP	National Security Emergency Preparedness
OA	Operational Area
OAC	Operational Area Coordinator
OAEP	Operational Area Emergency Plan
OES	Office of Emergency Services
OSHA	Occupation Safety and Health Administration
PA	Public Assistance
PDA	Preliminary Damage Assessment
PHA	Public Housing Authority
PNP	Private Non-Profit Organization
PO	Purchase Order
PPDR	Private Property Debris Removal
PW	Project Worksheet
RIMS	Response Information Management System
ROE	Right of Entry
RPA	Request for Public Assistance
SAST	State Agency Support Teams
SBA	Small Business Administration
SDG&E	San Diego Gas and Electric
SDIVOAD	San Diego and Imperial Counties Voluntary Organizations Active in Disaster
SEMS	Standardized Emergency Management System
SHMO	State Hazard Mitigation Officer
SHMT	State Hazard Mitigation Team
SOP	Standard Operating Procedure
TSP	Telecommunications Service Priority
USACE	United States Army Corps of Engineers
USDA	United States Department of Agriculture
USDCESO	Unified San Diego County Emergency Services Organization

APPENDIX D: FORMS

The following forms will be included at a later date:

- Damage/Safety Assessment Form
- Windshield Survey Form
- Initial Damage Estimate Form
- Force Account Labor Summary Record Form
- Force Account Equipment Summary Record Form
- Leased or Rented Equipment Summary Record Form
- Materials Summary Record Form
- Contract Work Summary Record Form
- Donated Resources Summary Record Form
- After-Action Report Forms
- Project Worksheet Forms
- Request for Public Assistance

APPENDIX E RECOVERY PROGRAMS MATRIX

From State of California Emergency Plan. September 2005. Page 77

SUMMARY OF DISASTER ASSISTANCE AVAILABILITY

This table provides a very brief summary of disaster assistance available. Detailed discussions are contained in: "A Local Government Guide to Disaster Assistance" (OES) December, 1995; and in "Disaster Assistance: A Guide to Recovery Programs" FEMA 229(4), November 1995.

Assistance Available with a Local Proclamation	Assistance Available with a State Proclamation	Assistance Available with Presidential Declaration
- American Red Cross - Mennonite Disaster Service - Natural Disaster Assistance Act (NDAA) (with OES Director Concurrence) - Assistance with Utilities - Local Government Tax Relief - Salvation Army - US Small Business Administration Disaster Loans - US Department of Agriculture - Other Community and Volunteer Organizations	- Board of Registration for Professional Engineers and the Contractor's License Board - Department of Aging - Natural Disaster Assistance Act (NDAA) (with OES Director Concurrence) - Department of Motor Vehicles - Department of Social Services - Franchise Tax Board - US Small Business Administration Disaster Loans - State Board of Equalization - Department of Insurance - US Department of Agriculture - Department of Veterans Affairs CALVET - Prior Assistance Available with Local Declarations	- Cora C. Brown Fund (Individual Assistance) - Crisis Counseling Program - Disaster Unemployment - Temporary Housing Program - Individual and Family Grant Program - Internal Revenue Service Tax Relief - Legal Aid - Public Assistance - Hazard Mitigation - Veterans Affairs Assistance (Housing/Medical) - Federal Financial Institutions - Employment Development Assistance - Prior Assistance with Local/State Declarations

From State of California Disaster Recovery and Mitigation Handbook. June 2003. Pages 9-12

The following matrices are designed to provide local emergency managers a quick reference to disaster assistance programs administered or coordinated by DAD. The types of assistance available have been grouped by potential recipients and provided in three separate matrices. The potential recipient groups are as follows:

- ✓ Local government, including:
 - public agencies
 - school districts
 - special districts
 - certain PNPs
- ✓ Small businesses and agricultural communities
- ✓ Individuals and households.

Each matrix is organized by the type of available assistance. The matrices indicate when a local proclamation, state proclamation or federal declaration is needed to access specific program assistance. Also included are application deadlines for requested assistance. The following is a list of the acronyms used within the matrices:

Local Government

Types of Assistance	Program	Declaration, Concurrence, Proclamation, Designation Required	Deadline to Request Assistance (Days from Occurrence)
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GRANTS ADMINISTERED BY STATE OES

Emergency Response Costs for Fire Suppression	FMAG	TBD	0 ¹
Restoration of Public Infrastructure	State PA	Local Director's Concurrence	10
	State PA	Local State	10
- includes certain PNP facilities	Federal PA (includes mitigation associated with damaged facilities)	Local State and Presidential	10
Costs for Emergency Response and Protective Measures	State PA	Local State	10
- includes certain PNP facilities	Federal PA	Local State and Presidential	10
Public projects to mitigate damage	HMGP	Local State and Presidential	10

OTHER FEDERAL GRANT PROGRAMS²

Watershed restoration	NRCS	Local State and Presidential	TBD
Engineering projects (levees, bridges, dams, etc.)	USACE	Local State and Presidential	TBD
Federal roads and highways	FHWA	Local State and Presidential	TBD
Community Development Block Grants	HUD	Local State and Presidential	TBD

SPECIAL SERVICES

Building and infrastructure safety evaluations	SAP	Local State	TBD
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¹Assistance must be requested while the fire is burning out of control.²These federal grant programs may be activated at the direction of the authorizing agency or immediately following a Presidential Declaration. When these other federal grant programs are activated, eligible applicants may also qualify for a state cost share.

Small Businesses and Agricultural Communities

Types of Assistance	Program	Declaration, Concurrence, Proclamation, Designation Required	Deadline to Request Assistance (Days from Occurrence)
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GRANTS

Physical business losses (certain PNPs may be eligible for this assistance)	Physical	SBA Declaration ¹	60
Working capital for economic losses	Economic	SBA Declaration ²	120
Crop production losses	FSA	USDA Designation	90
Quarantined agricultural losses	APHIS	USDA Designation	n/a ³

¹ No local or state proclamations are required to receive assistance through the SBA physical loan program. This program may be implemented upon an SBA disaster declaration or a Presidential declaration.

² No local or state proclamations are required to receive assistance through the SBA economic injury loan program. This program may also be implemented upon a SBA disaster declaration or an agricultural disaster designation by the Secretary of the USDA.

³The APHIS program is usually implemented upon quarantine. In this case, local government is not required to specifically request the assistance.

Individuals and Households

Types of Assistance	Program	Declaration, Concurrence, Proclamation, Designation Required	Deadline to Request Assistance (Days from Occurrence)
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GRANTS

Temporary housing expenses	IHP and SSGP	Local State and Presidential	10
Permanent housing construction	IHP and SSGP	Local State and Presidential	10
Home repair / replacement costs	IHP and SSGP	Local State and Presidential	10
Personal property	IHP and SSGP	Local State and Presidential	10
Medical / dental and funeral expenses	IHP and SSGP	Local State and Presidential	10
Transportation and other expenses	IHP and SSGP	Local State and Presidential	10

LOANS¹

Personal property	Physical	SBA	40
Mitigation measures	Physical	SBA	40
Real estate	Physical	SBA	40

SPECIAL SERVICES

Short-term crisis counseling	ISP	Local State and Presidential	14
Long-term crisis counseling (9 months)	ATRP	Local State and Presidential	40
Extended unemployment benefits	DUA	Local State and Presidential	30

¹No local or state proclamations are required to receive assistance through the SBA physical loan program. This program is automatically implemented upon a Presidential declaration. This program may also be requested via a letter to State OES with supporting documentation within the deadline above

APPENDIX F: FEMA PUBLIC ASSISTANCE

1. Overview

The Public Assistance (PA) program is authorized by the Stafford Act and implemented by the Federal Emergency Management Agency (FEMA). The program provides grants to assist State and local governments and certain private non-profit (PNP) entities with response to and recovery from disasters. Specifically, the program provides assistance for debris removal, implementation of emergency protective measures, and permanent restoration of infrastructure. The program also encourages protection from future damage by providing assistance for hazard mitigation measures during the recovery process. Funds are provided on a cost share basis with the Federal share greater than or equal to 75 percent of eligible costs.

2. Roles and Responsibilities

The FEMA PA Program is based on a partnership between FEMA, State, and local officials. FEMA is responsible for managing the program and Applicants. The State educates potential Applicants, works with FEMA to manage the program, and is responsible for the Program. Local officials are responsible for identifying damage, providing information necessary for FEMA to approve grants, and managing the projects funded under the PA Program.

2.1 Federal

FEMA PA program staff that interface with State and local Applicants include:

- Federal Coordinating Officer (FCO): The FCO manages and coordinates Federal resource support activities related to Stafford Act disasters and emergencies, including the FEMA PA program. The FCO assists the Unified Command and/or the Area Command and works in partnership with the State Coordinating Officer (SCO) to determine and satisfy State and local assistance requirements.
- Public Assistance Officer (PAO): The program is managed at the Joint Field Office (JFO) by the PAO who advises the Federal Coordinating Officer (FCO) on all PA program matters and manages PA program staff. The PAO also ensures that the program operates in compliance with all laws, regulations, and policies. Depending on the size and severity of the disaster, the PAO may have designated Deputies.
- Public Assistance Coordinator (PAC): At the beginning of the disaster recovery process, a PAC is assigned to each Applicant. The PAC is a customer service manager who works with the Applicant to resolve disaster-related needs and ensure that the Applicant's

projects are processed as efficiently and expeditiously as possible. A PAC generally has responsibility for more than one Applicant.

- Project Officer (PO): POs are primarily responsible for developing Project Worksheets (PWs). The PO will meet with Applicant staff, visit damaged facilities, gather documentation, assess damages, develop a scope of work and associated cost estimate, and explore potential hazard mitigation opportunities in coordination with local officials and the State PA Liaison.
- Specialists: FEMA specialists have defined areas of expertise and aid POs with damage assessments, scopes of work, cost estimates. Specialists also aid the PAO by ensuring compliance with all applicable historical and environmental regulations.

2.2 State

State of California Office of Emergency Service (OES) PA program staff that interface with FEMA PA program staff and local government officials include:

- State Coordinating Officer: The SCO interfaces with the FCO in the coordination of response and recovery operations and programs, including implementation of the FEMA PA program.
- State PAO: The State PAO is the person responsible for administering the PA program for the State and for informing the SCO on all PA program matters.
- Liaison: The State's customer service representative assigned to work with Applicants and the PAC. The Liaison is responsible for providing specific information on State regulations, documentation and reporting requirements to Applicants. The Liaison is also there to provide technical assistance, when requested, and can help identify Hazard Mitigation opportunities.

2.3 Applicant

Applicants within the San Diego Operational Area include local governments, special districts, Federally recognized Native American tribes or authorized tribal organizations, and certain PNP organizations or institutions. FEMA and the State will interface primarily with the Applicant's Recovery Coordinator/Manager and key departmental points of contact with knowledge of needed emergency services-related expenditures and permanent repairs.

3. Process

3.1 Preliminary Damage Assessment

The first step in the FEMA PA process is the Preliminary Damage Assessment (PDA), through which the magnitude and impact of the damage in a county is determined. A FEMA/State team will usually visit the local Applicants to assess the scope of damage and broadly estimate repair costs. Each Applicant should mention known historical or environmental issues and discuss insurance coverage of facilities. Applicants should also explain what immediate expenditures might be associated with any identified emergency work.

3.2 Declarations

After the PDA teams have documented the damage, the Governor will determine whether to request Federal disaster assistance. Two types of Presidential declarations provided for in the Stafford Act may be requested by the Governor: Emergency Declarations and Major Disaster Declarations.

An Emergency Declaration can be declared for any occasion or instance when the President determines Federal assistance is needed. Emergency Declarations usually supplement State and local efforts in providing emergency services, namely the protection of lives, property, and public health and safety.

The President can declare a Major Disaster Declaration for any incident that the President believes has caused damage of such severity that it is beyond the combined capabilities of State and local governments to respond. A Major Disaster Declaration provides a wide range of Federal assistance programs for individuals and public infrastructure, including funds for both emergency and permanent work.

3.3 Immediate Needs Funding

During the PDA, immediate needs are noted for each area surveyed. If a disaster is declared and the State thinks the damage costs warrant the need for immediate cash flow, the State may request Immediate Needs Funding (INF) on behalf of an Applicant. INF may total up to 50 percent of PDA estimates for eligible emergency work. If an Applicant receives INF, the INF amount is later deducted from grants issued to the Applicant for eligible emergency work. The State is responsible for disbursing INF to Applicants.

3.4 Applicant's Briefing

An Applicant's Briefing is a meeting conducted by a representative of the State for all potential Applicants for PA grants. The briefing occurs after an emergency or major disaster has been declared and addresses application procedures, administrative requirements, funding, and program eligibility criteria.

The State representative (usually from State OES) is responsible for notifying each potential Applicant of the date, time, and location of the briefing. FEMA personnel may participate. To obtain the maximum benefit from the information presented at the briefing, in addition to a representative from the Applicant's OES (if applicable), FEMA recommends that each prospective Applicant send three representatives: 1) an elected official; 2) a representative from the public works department; and 3) a representative from the accounting office.

3.5 Request for Public Assistance

The Request for Public Assistance (RPA) is the form Applicants use to provide information about their organizations, such as physical location and points of contact (see Appendix E, Forms). FEMA and the State use the information submitted on the RPA to determine if an Applicant is eligible for PA. The form must be submitted to the State PAO within 30 days of the date of the Presidential declaration. It can be submitted at the Applicant's Briefing, by mail, fax, or electronically.

3.6 Kickoff Meeting

Once the RPA is reviewed and the Applicant is deemed to be eligible for public assistance, the PAC will contact the Applicant to set up a Kickoff Meeting to discuss damages, needs assessment, and an action plan for completion of a PW. The PAC will go over what is expected of each Applicant and will provide detailed instructions on what to do and how to do it. The Liaison will provide State specific details on PA program documentation and reporting requirements.

Along with a list of damaged facilities or sites and documentation of emergency-related expenditures to date, Applicants should be prepared to discuss known historical or environmental issues within the general area and specific to any damaged facility. Copies of insurance documentation associated with any damaged facility should also be provided to FEMA during this meeting.

The Applicant's Recovery Coordinator/Manager should attend the Kickoff Meeting along with key departmental points of contact with knowledge of needed emergency services-related expenditures and permanent repairs.

3.7 Project Formulation

Project formulation is the process of documenting the eligible facility, work, and cost for fixing the identified damages. The Applicant is responsible for identifying all damages and managing its projects.

Project formulation allows the consolidation of multiple projects into single PWs to expedite approval and funding, and to facilitate project management. More than one damaged site may be included in a single PW; however, sites with special considerations (discussed in detail in Section 3.8.4 below) should be formulated as a single PW to avoid unnecessary funding delays. The PAC will explain advantages and disadvantages of different ways of formulating projects.

Project formulation begins at the Kickoff Meeting but may continue after this initial meeting as additional damages are identified. Applicants have 60 days following the Kickoff Meeting to identify damages and submit project information.

3.8 Project Worksheet Completion

Following the Kickoff Meeting and project formulation, the PAC will assign a PO to write most PWs for eligible costs associated with emergency work and facility repair. Applicants may write their own PWs for small projects as described in section 3.9.1 below. Primary PW components include the Damage Description and Dimensions, Scope of Work, Project Cost, and Special Considerations (see Appendix D, Forms). These areas are described in detail below.

3.8.1 Damage Description and Dimensions

The purpose of the Damage Description and Dimensions section of the PW is to document disaster-related damages that cannot be otherwise verified after repairs to the facility are initiated. This information establishes the basic eligibility of the project and defines the expectations for the scope of work and associated costs to follow.

The PO describes the disaster-related damage to the facility, including the cause of the damage and the area of the components affected. Dimensions and quantities of damaged elements are provided. This section of PW is also used to document the pre-disaster condition of the facility and to demonstrate that the Applicant is responsible for performing the work.

3.8.2 Scope of Work

The Scope of Work section is the most important part of the PW because it establishes the basis for eligible reimbursement. Work performed outside of the Scope of Work will not be reimbursed.

The PO will list work that has been completed and work to be completed that is necessary to repair disaster-related damages. In this section, work necessary to remove and dispose of disaster-related debris, conduct emergency response measures, or repair or replace the disaster-damaged facility to pre-disaster condition is listed. Special considerations that may affect the Scope of Work are described and ineligible work are documented as well. The basis for the Project Cost estimate is also provided in the Scope of Work section.

3.8.3 Project Cost

FEMA PA grant amounts are based on actual costs if the work has been completed at the time an Applicant requests disaster assistance. However, for work that has not been completed at the time of the request, a cost estimate must be used. Typically, these estimates are prepared using unit costs. With this method, the project is broken down into elements based on the quantities of material that must be used to complete the work. For example, a culvert repair may be broken down into linear feet of pipe, cubic yards of fill, and square feet of pavement. The estimate of these items is a cost per unit that includes all labor, equipment, and material necessary to repair that item.

Project Cost estimates may be derived from any of the following methods, generally ranked in order of accuracy:

1. Actual Costs on Work Completed: Reasonable actual costs for properly procured eligible work and are considered the best source for the PW cost estimate.
2. Contract Costs: Estimated costs from a properly procured contract for completion of eligible work are also a good source for the PW cost estimate.
3. Contractor Bids: Bids received in response to a request for proposal to complete eligible work are acceptable documentation for PW cost estimates.
4. Local Vendor Quotes: Soliciting local vendors for quotes is another method for developing a PW cost estimate.
5. RS Means: RS Means unit price guides are widely used by FEMA and the construction industry to estimate costs for a most building components.
6. FEMA Cost Codes: FEMA maintains a national unit price listing for a number of common disaster-related work items. FEMA cost codes may be used to develop PW

cost estimates when costs derived from contracts, bids, quotes, or RS Means are not available.

FEMA has developed a Cost Estimating Format (CEF) tool that can be used to develop a more uniform method of estimating costs for certain large permanent work projects. The CEF is designed to account for costs incurred across the entire spectrum of eligible work (from design to project completion) and is intended for use on projects that are less than 50 percent complete or will take four or more months to reach 90 percent completion.

3.8.4 Special Considerations

Special considerations are issues other than program eligibility that could affect the scope of work and funding for a project. These issues include floodplain management, insurance, hazard mitigation measures, and compliance with other Federal laws and regulations, such as those pertaining to protection of the environmental and historic preservation.

To expedite the approval of grant funds, FEMA strives to identify and resolve special considerations issues as early as possible. Applicants have a critical role in identifying and quickly resolving special considerations issues before the PW is completed. If these issues are not identified and resolved prior to completion of the PW, processing of the PW may be delayed.

3.9 Payment of Claims

FEMA and the State share responsibility for making PA program funds available to the Applicant. The process is referred to as Payment of Claims.

FEMA is responsible for approving project applications. Once approved, FEMA makes the Federal share of the approved amount available to the State through a process known as obligation. Funds that FEMA has obligated are available to the State via electronic transfer, but reside in a Federal account until the State is ready to award grants to the appropriate Applicants. The State administers the grant to the Applicant and is responsible for securing the State share of the grant amount and for notifying the Applicant that funds are available.

Two different payment methods have been established for PA program grants. The difference between the methods is dependent on whether a project is “small” or “large.” That determination is based on a cost threshold that changes annually. The threshold is updated at the beginning of each fiscal year. For the year ending September 30, 2006, the threshold was set at \$57,500.

3.9.1 Small Project PWs

Small project PWs are funded using an initial estimate of costs. The steps for processing a small project PW are described below:

1. An estimate is prepared by FEMA or by the Applicant. FEMA approves funding using the estimate and obligates the Federal share of the funds to the State.
2. The State provides funds to the Applicant as soon as possible after FEMA obligates the funds.
3. The funding level for small projects is generally fixed, regardless of the final cost incurred by the Applicant. FEMA does not perform a final inspection of completed small projects; however, the State must certify that the Applicant completed the work in compliance with all applicable laws, regulations, and policies and therefore may review some or all of an Applicant's small projects.

When an Applicant prepares and submits small project PWs for approval, FEMA conducts a validation process to ensure compliance with all applicable laws, regulations, and policies. During validation, a specialist from FEMA or the State reviews a portion of the Applicant's small projects to confirm that the Applicant has developed accurate scopes of work and cost estimates and that the Applicant has sufficient documentation to support the project eligibility and cost. Normally, the review is limited to 20 percent of the submitted small project PWs; however, if problems are encountered, the sample may be expanded.

Although small project PW funding is based on the estimate of eligible work, an Applicant can request supplemental funding for a net cost overrun on all small projects by submitting an appeal through the State to FEMA. An appeal should be submitted only when the total costs for all small project PWs (i.e., the sum of overruns and underruns of each small project PW) prepared by an Applicant exceed the total cost approved for all small projects. An Applicant may file an appeal for a small project PW cost overrun within 60 days of completion of that Applicant's final small project.

3.9.2 Large Project PWs

Large project PWs are funded using the final accounting of actual costs. The steps for processing a large project PW are described below:

1. A PW is prepared by the PO. FEMA approves funding using the estimate and obligates the Federal share of funds to the State.

2. As the project proceeds toward completion, the Applicant periodically requests funds from the State to meet expenses that have been incurred or that are expected in the near future.
3. When the project is complete, the State determines the final cost of accomplishing the eligible work, often performing inspections or audits in the process. The State then submits a report on the completed project to FEMA, certifying that the Applicant's costs were incurred in the completion of eligible work.
4. After reviewing the State's report, FEMA will consider adjusting the amount of the grant to reflect the actual cost of the eligible work.

When reviewing final costs, the State cannot provide funds for costs that are outside the PW Scope of Work approved by FEMA. The Applicant should contact the State if changes to the PW Scope of Work approved by FEMA are foreseen or identified during performance of the work.

3.9.3 Administrative Allowance

The Stafford Act stipulates that each grant recipient be provided an administrative allowance to cover costs associated with administering the grant. The administrative allowance is calculated based on a sliding scale ranging from 0.5 percent to three (3) percent of total eligible costs approved for the Applicant in a given disaster. Examples of activities that the allowance is intended to cover include:

- Identifying damage
- Attending meetings with FEMA and State Liaisons (Applicant's Briefing, Kickoff Meeting, etc)
- Completing forms necessary to request assistance
- Establishing files and providing copies of documentation
- Assessing damage, collecting cost data and developing cost estimates
- Working with the State during project monitoring and final inspection
- Preparing for audits

The administrative allowance is not intended to cover direct costs of managing specific construction projects that are completed using PA funds. These costs are eligible as part of the grant for each project as long as they can be specifically identified and justified as necessary for the work.

3.10 Appeals

The appeals process is the opportunity for Applicants to request reconsideration of decisions regarding the provision of assistance. The Applicant must file an appeal with the State within 60 days of receipt of notice of the action or decision being appealed. The State will review the appeal and submit it to FEMA for consideration.

There are two levels of appeal. The first level appeal is to the FEMA Regional Director. The second level appeal is to the Assistant Director at FEMA Headquarters.

3.11 Grant Closure

Grant closure occurs when FEMA determines that all applicable administrative actions related to the PA program for an Applicant are complete and all program funds have been reconciled. At this stage, all PA program projects have been completed, the State has awarded all grant funds and submitted its final expenditure report to FEMA, and FEMA has adjusted the funding level for the program as appropriate. Once grant closure occurs, no additional actions related to the program may occur.

3.12 Audits

PA program grant recipients are required to comply with the provisions set forth under the Single Audit Act Amendments of 1996. Even though a Single Audit must be performed, grant recipients are also subject to additional audits by the FEMA Office of Inspector General (OIG) and State auditors for items not covered by the single audit. Specific documentation and procedures are based on the requirements of the Federal Office of Management and Budget (OMB). The OMB requires grant recipients to maintain financial and program records for three years following State submittal of an Applicant's final expenditure report. FEMA may conduct an audit of the program during or after grant closure.

All recovery and procurement personnel should be familiar with the OIG document, Audit Tips for Managing Disaster-Related Projects.

4. Eligibility

The PA program is based on statutes, regulations and policies. The statute, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) is the underlying document that authorizes the project. Regulations published in Title 44 of the Code of Federal Regulations (CFR) Part 206 implement and interpret the statute. Policies are written to apply the statute and regulations to specific situations. These documents govern the eligibility criteria

through which FEMA administers the PA program. There are four components to disaster assistance eligibility: Applicant, Facility, Work, and Cost.

4.1 Applicant

Four types of entities are eligible Applicants under the FEMA PA program:

- State government agencies;
- Local governments and special districts;
- PNP organizations or institutions that own or operate facilities that are open to the general public and that provide certain services otherwise performed by a government agency; and
- Federally recognized Indian Tribes or authorized tribal organizations and Alaskan Native village organizations.

4.2 Facility

With certain exceptions, an eligible facility is a building, works, system, or equipment that is built or manufactured, or an improved and maintained natural feature that is owned by an eligible Applicant. Land used for agricultural purposes is not considered a facility within the FEMA PA program. To be eligible for funding the facility must:

- Be the responsibility of an eligible Applicant;
- Be located in a designated disaster area;
- Not be under the specific authority of another Federal agency for disaster assistance; and
- Be in active use at the time of the disaster.

If a facility is being used for purposes other than which it was originally designed, the eligible restoration is limited to the extent necessary to restore its immediate pre-disaster use. All eligible PNP facilities must be open to the general public.

4.3 Work

In general, eligible work is based on the following minimum criteria:

- It must be required as a direct result of the declared event;
- It must be within the designated disaster area; and
- It must be the legal responsibility of an eligible Applicant at the time of the disaster.

Eligible work is classified as either emergency or permanent work and is divided into categories by FEMA. Debris removal and emergency protective measures are considered emergency work, Categories A and B respectively. Permanent work is grouped by type of facility, Categories C through G. More specific descriptions of eligible categories of work are located in Appendix B, Damage Assessment Categories of Work.

If an eligible facility is damaged to the point where the Applicant thinks the facility should be replaced rather than repaired, FEMA applies a “50% Rule” to determine the eligibility of replacement as opposed to repair work.

The 50% Rule is summarized as follows:

- If the Repair Cost divided by the Replacement Cost is less than 50 percent, then only the repair cost is eligible.
- If the Repair Cost divided by the Replacement Cost is greater than 50 percent, then the replacement cost is eligible

Repair Cost equals the cost of repair of damaged components only. The cost does not include eligible codes and standards upgrades, demolition, site work, or applicable project management costs.

Replacement cost equals the cost of reconstructing the facility and includes current codes and standards upgrades. The cost does not include demolition, site work, or applicable project management costs.

4.4 Cost

Not all costs incurred by an eligible Applicant are eligible for reimbursement through the FEMA PA program. Eligible costs are costs that:

- Are reasonable and necessary to accomplish eligible work;
- Comply with Federal, State, and local procurement requirements; and
- Do not include (or are reduced by) insurance proceeds, salvage values, and other credits.

The eligible cost criteria apply to all direct costs, including salaries, wages, and fringe benefits, materials, equipment, and contracts awarded for eligible work. In addition to these direct costs, an Applicant will receive an administrative allowance as discussed in sub-section 3.9.3 above.

PA program funds are provided on a cost share basis. Because funding provided by the program is supplementary in nature, an appropriate sharing of costs between the Federal and State

governments must be determined. While the cost share is subject to change depending on the severity of a disaster, the minimum Federal cost share is 75 percent of eligible costs. The State and eligible Applicants determine the distribution of the non-Federal share.

5. Hazard Mitigation

Recovery is part of a continuum that includes preparedness, response, recovery, and hazard mitigation. Hazard mitigation funded through the PA program is a form of preparedness that occurs after an event and aims to prevent or minimize damage from a future event.

Hazard mitigation restores a facility beyond its pre-disaster condition and is subject to FEMA environmental and historical review. Two forms of hazard mitigation are funded through the FEMA PA Program and are described below.

5.1 Section 406 Mitigation

Section 406 Hazard Mitigation is a funding source for cost-effective measures that would reduce or eliminate the threat of future damage to a facility damaged during the disaster. The measures must apply only to the damaged elements of a facility rather than to other, undamaged parts of the facility or to the entire system. For example, if a flood damaged three culverts in a system of five culverts and increasing the capacity of the culverts would mitigate the damage, only the capacity of the damaged culverts could be increased through Section 406 Hazard Mitigation. An Applicant may not apply Section 406 Hazard Mitigation funding to alternate or improved projects if a new replacement facility is involved. When replacement facilities are involved, hazard mitigation should be accomplished through compliance with current codes and standards.

5.2 Codes and Standards Upgrades

Various hazards can also be mitigated through compliance with current codes and standards. When a facility must be repaired or replaced, FEMA may pay for upgrades that are necessary to comply with codes and standards. This situation typically occurs when older facilities, particularly buildings, must be repaired in accordance with codes that were adopted after the original construction. For the cost of an upgrade to be eligible, the code or standard requiring the upgrade must meet each the following five criteria:

- Apply to the repair work being performed.
- Be appropriate to the pre-disaster use of the facility.
- Be reasonable, formally adopted, in writing, and implemented prior to the disaster.
- Apply uniformly to all facilities of the type being repaired within the Applicant's jurisdiction.
- Be enforced during the time that it was in effect.

6. Improved and Alternate Projects

Following major or catastrophic disasters that cause substantial damage to public infrastructure, it may be desirable to expand certain facilities or change a facility's function rather than restore it to pre-disaster condition. The FEMA PA program allows for this flexibility through approval of improved or alternate projects.

6.1 Improved Projects

Applicants performing restoration work on a damaged facility may use the opportunity to make additional improvements while still restoring the facility to its pre-disaster design. For example, an Applicant might propose laying asphalt on a gravel road or replacing a firehouse that originally had two bays with one that has three bays. Projects that incorporate such improvements are called "improved projects."

An improved project may be requested for both small and large projects, but must be approved by the State prior to construction. Any project that results in a significant change from the pre-disaster configuration (i.e., different location, footprint, function, or size) must be reviewed by FEMA prior to construction to ensure completion of the appropriate environmental and/or historical review. State approval must be held pending such review.

Federal funding for improved projects is limited to the Federal share of the PW estimated cost and the time limits that would be associated with repairing the damaged facility to pre-disaster condition.

6.2 Alternate Projects

Occasionally an Applicant may determine that the public welfare would not be best served by restoring a damaged facility or its function to pre-disaster condition. This usually occurs when the service provided by the facility is no longer needed, although the facility was still in use at the time of the disaster. Under these circumstances, the Applicant may apply to FEMA to use a portion of the eligible funds for alternate projects. All requests for alternate projects must be made within 12 months of the Kickoff Meeting and approved by FEMA prior to construction.

Alternate projects are eligible for 75 percent of the approved Federal share of the estimated eligible costs associated with repairing the damaged facility to its pre-disaster design, or actual costs of completing the alternate project, whichever is less.

Possible alternate projects include repair or expansion of other public facilities, construction of new public facilities, purchase of capital equipment, or funding of hazard mitigation measures in the area affected by the disaster. Funding may not be used for operating costs or to meet State or Applicant cost share requirements on other FEMA PA projects or projects that use other Federal grants.

7. Timeframes

FEMA has established timeframes for requesting assistance and for completing work using PA grants.

7.1 Requesting Assistance

The following timeframes apply to requests for assistance:

- An Applicant must submit the RPA within 30 days of the date of the declared disaster.
- Project information must be submitted to FEMA within 60 days of the Kickoff Meeting.
- FEMA will take action on granting funds for a specific project within 45 days of receiving all of the information for that project.
- An Applicant may appeal FEMA's decision to the State within 60 days of being notified of any decision.
- An Applicant may file an appeal for a small project PW cost overrun within 60 days of completion of that Applicant's final small project.
- An Applicant may request an alternate project within 12 months of the Kickoff Meeting.

7.2 Completing Work

The following timeframes apply to the completion of work:

- An Applicant must complete debris removal and emergency work operations within 6 months following the Presidential declaration.
- An Applicant must complete permanent work within 18 months following the disaster designation.

7.3 Time Extension

All timeframes are set by regulation; however, if extenuating circumstances or unusual project conditions exist, a time extension may be requested through the State. The State has the authority to extend the timeframes for completion of debris removal and emergency work by six (6) months and permanent work by 30 months. For all other extensions, the State must request the extension from FEMA.

APPENDIX G: COUNTY OF SAN DIEGO RE-ENTRY PROTOCOL

COUNTY OF SAN DIEGO

Re-Entry Protocol

Developed by the San Diego County
Office of Emergency Services

September 2004

The following agencies have assisted in the development of this document and have agreed to the responsibilities set forth in this Protocol.

San Diego County Sheriff's Department
San Diego County Air Pollution Control District
San Diego County Dept. of Planning and Land Use
San Diego County Dept. of Environmental Health
San Diego County Dept. of Public Works
San Diego County Dept. of Mental Health
San Diego County Medical Examiner
San Diego County Office of Public Health
California Department of Transportation

San Diego Police Department
San Diego Fire Department
California Highway Patrol
California Dept. of Forestry
Info Line
American Red Cross
San Diego Gas & Electric
U. S. Forest Service

Purpose

This protocol is written to provide uniform guidance and procedures to ensure a coordinated safe and orderly re-entry into impacted communities. Past disasters have shown the criticality of accurate and timely communication. Communicating information is essential to ensure public health and safety by determining an area is safe to re-enter from both a safety and security standpoint. A coordinated response will alleviate the responsibility of a single agency, and ensure consistent, accurate communication to the public. In addition to listing factors for consideration, this protocol identifies the roles and responsibilities of key agencies that may be involved in re-entry.

Governing Authorities

This protocol is guided by the Federal Code of Regulations, (40 CFR 61.145 (m)), the California Penal Code (402, 409.5, 148.2), the California Vehicle Code (Section 2410), the California Health and Safety Code (Section 25350) and adheres to SEMS guidelines.

Responsibilities:**Agencies**

- All agencies will also be guided by their individual emergency response plans in addition to the provisions of this plan.
- Each agency is responsible to ensure that communication of the completion of their assignments in the Re-Entry Protocol is received by the EOC Director or the Incident Commander.

Re-Entry Coordinator (REC)

- The REC will be the EOC Director if the Emergency Operations Center (EOC) is activated. If the EOC is not activated, the Incident Commander or the Liaison Officer of the Incident Management Team will be the REC.
- The REC has the overall management responsibility for the coordination between all agencies with a responsibility for re-entry and ensures that communication is accomplished effectively.
- The REC will inform Media and Public Relations of re-entry status.
- After all activities on the checklist have been completed, the REC will initiate re-entry.

Re-Entry Initiation

The Re-Entry phase commences after a disaster has passed and officials deem it safe for residents to return to their impacted communities.

Re-Entry will be initiated by the EOC Director, based on clearance from the Incident Commander or the Liaison Officer of the Incident Management Team, in consultation with the Operations Chief at the San Diego County Emergency Operations Center. In the event that the Emergency Operations Center has been deactivated, Re-Entry will be initiated by the Incident Commander or the Liaison Officer of the Incident Management Team at the scene.

Priorities for Re-Entry

- Safety
- Security
- Damage Assessment
- Restoration of Services
- Communication of Information
- Inter-Agency

In accordance with the Standardized Emergency Management System (SEMS) guidelines, communication on the status of re-entry will be from the Incident Commander on the scene, to the Departmental Operations Center (DOC), to the Emergency Operations Center.

Public Notification

- The Public will be notified of re-entry status via AM/FM Radio, TV, Press Releases, Internet, and live interviews.
- Incoming phone lines will be staffed to provide both pre-recorded and live information.
- Signs and/or White Boards will be posted at Checkpoints, Shelters

Response

First Responder Personnel includes:

- Fire (Local Fire Departments, CDF, U.S. Forest Service)
- Law Enforcement (Sheriff, Local Police Departments, CHP) and
- Agencies that play key roles in restoring normal operations such as Search and Rescue Teams, Utilities and Infrastructure Repair Personnel, Damage Assessment Teams and the Medical Examiner will have immediate access to the affected area.

Once an area has been deemed safe for re-entry, re-entry will be limited to Residents and Business Operators and Critical Support Groups such as Healthcare and Mental Health Personnel, Contractors and Insurance Adjustors.

Requirements Prior to Re-Entry

- Aerial and Ground Surveys to identify and prioritize the most seriously damaged areas of the county with respect to major routes, neighborhoods, businesses, and public facilities. (Law Enforcement, Fire)
- Establishment of perimeters (Law Enforcement)
- Identification of necessary road closures and detours (Law Enforcement)
- Identification Requirements for Necessary Personnel (Law Enforcement)
- Verification of proper Agency ID
- If Necessary, Issuance of Permits
- The re-entry area is contained and fire-safe (Fire)
- Structures and trees are deemed safe (Fire)
- Search and Rescue completed (Fire)
- No leaking natural gas or energized downed power lines (SDG&E)
- Building Inspections - Structures deemed safe to reenter (DPLU)
- Major routes are intact and passable (Law Enforcement, Cal Trans, DPW)
- Roadblocks and Checkpoints set up (Law Enforcement)
- Signs to identify streets (Landmarks may be missing) (DPW)
- Debris removed from public right-of-way (DPW)
- Safety Assessment Complete (DPLU)
- Detailed Damage Assessment (FEMA, State OES)
- Retrieval of remains and personal effects as appropriate (Medical Examiner/Animal Services)
- There is no threat to public safety (Law Enforcement)
- There is no threat to public health, and /or appropriate warnings are issued (DEH)
- No Hazardous Materials
- Air Quality Safe (APCD)
- Water Quality Safe
- Sanitation Issues addressed
- Communication of hazards to Public via Media and pamphlets available at checkpoints (Public Health and Red Cross)
- Telephone Information Hotlines for the Public have been established (INFO LINE/2-1-1, EOC, Law Enforcement)

Control of Re-Entry

- Re-entry Check Points are staffed (Law Enforcement)
- Credential Verification Area (CVA) set up nearby Re-Entry Points, Evacuation Centers (Shelters), Local Assistance Centers
- Procedures in place for proper identification of returning Residents and Critical Support Personnel and ensuring legitimacy of Contractors and/or Insurance Adjustors (ID Requirements, Forms, Permits)
- Informational material available for residents (Public Health, Red Cross)
- Curfews implemented if necessary (County Board of Supervisors)
- Curfews enforced (Law Enforcement)
- Agency Roles
- County Office of Emergency Services (thru the Emergency Operations Center)
- Responsible for coordination of all agencies
- Coordinate through the EOC with Media and Public Relations
- Communicate with Municipalities and State EOC

Fire

- Ensure Area for Re-Entry is contained and fire-safe
- Assess safety of trees and structures
- Search and Rescue

Law Enforcement

- Ground survey, supplanted by air survey if available.
- Set up roadblocks (prevent mass entry, prevent looting)
- Establish and monitor checkpoints
- Primary role in verification of identification and issuance of permits, if deemed necessary.
- Contractors and Insurance Adjusters – Verification of legitimacy
- Set up and staffing of permit processing locations CVA (Credential Verification Area) close to Checkpoints and/or in Evacuation Centers, Local Assistance Centers
- Provide overall security (against looting, theft, and unauthorized entry)
- Provide escorts, if necessary
- Enforce curfews

Department of Planning and Land Use (DPLU)

- Damage/ Safety Assessment, if activated
- Coordination with FEMA and State OES Damage Assessment Teams
- Dept. of Environmental Health (DEH)
- Ensure no risks to public health
- Oversight of site cleanup and removal of hazardous materials

Air Pollution Control District (APCD)

- Inform public of precautions of air quality
- Ensure Contractor compliance with Asbestos NESHAP (National Emission Standards for Hazardous Air Pollutants) and provide public with guidelines

Medical Examiner

- Removal of remains and personal effects as appropriate
- Security of personal property as appropriate
- Operation of field morgue and/or mass burial site as appropriate

Department of Public Works (DPW)

- Inspection of Roadway Infrastructures
- Provide signage for affected areas
- Debris Removal from public right-of-way
- Ensure major routes are intact and passable
- Assist law enforcement with road closures, re-openings and road detours

California Department of Transportation

- Inspection of state roadway infrastructures
- Debris Removal from freeways and state highways right-of-ways
- Ensure major routes are intact and passable
- Provide signage, if necessary
- Assist law enforcement with road closures, re-openings and road detours

San Diego Gas & Electric

- Ensure no energized downed power lines

- Check for natural gas leaks up to the meter
- Shut off service to residence, if requested by Fire or Law Enforcement
- Provide generator information on the website

Utilities

- Assess Damage
- Secure water and sewer leaks

San Diego County Board of Supervisors

- May institute curfews (Clearance can be given by the County EOC to public safety personnel, utility personnel and relief workers to violate established curfews)

Media and Public Relations

- Notify Public once Re-Entry has been initiated
- Public will be notified via AM Radio, TV, Press releases, Internet, live interviews
- Notify Public of Telephone Information Line, Assistance Centers, Identification Requirements for Re-Entry

American Red Cross/Dept. of Mental Health

- American Red Cross will take the lead in providing Mental Health and Spiritual Care Workers. If the numbers are larger than they can handle, they will coordinate with County Dept. of Mental Health and SDIVOAD (San Diego/Imperial County Voluntary Organizations Active in Disasters)
- American Red Cross and Dept. of Mental Health will coordinate printing relevant information for resident distribution at checkpoints.

Re-Entry Checklist

- ☐ Ground and/or Aerial Survey Complete –Law Enforcement, Fire
- ☐ Fire has determined the area contained and fire-safe - Fire
- ☐ Trees and Structures deemed safe – Fire, DPLU
- ☐ Search and Rescue complete – Fire and Law Enforcement
- ☐ Major Routes are intact and passable – Law Enforcement, Cal Trans, DPW
- ☐ Law Enforcement has examined the scene – Law Enforcement
- ☐ Detours, Roadblocks and Checkpoints established – Law Enforcement
- ☐ Procedures and locations for verification of ID are in place – Law Enforcement
- ☐ There is no hazardous materials threat to Public Health and/or appropriate warnings have been issued - DEH
- ☐ Water is deemed safe and/or appropriate warnings have been issued – DEH
- ☐ Air Quality is safe and/or appropriate warnings have been issued – APCD
- ☐ Remains and appropriate personal effects have been removed – Medical Examiner
- ☐ Personal property of decedents secured – Medical Examiner/Public Administrator
- ☐ Field morgue and/or mass burial site established and secured if required – Medical Examiner
- ☐ Structures deemed safe and/ or appropriately marked – Fire, DPLU
- ☐ Damage/ Safety Assessment completed – Fire, DPLU
- ☐ Major debris has been removed from public right of way- DPW, Cal Trans
- ☐ Appropriate Signage placed for community orientation – DPW, Cal Trans
- ☐ No leaking gas or downed power lines – SDG&E
- ☐ A plan is in place to communicate information to the public – Media and Public Relations Dept., Law Enforcement PIO, Red Cross, INFO LINE/ 2-1-1

APPENDIX H: ESF DESCRIPTIONS**ESF #1 – Transportation**

ESF Coordinator: Department of Transportation

Emergency Support Function (ESF) #1 –Transportation supports the Department of Homeland Security (DHS), assisting Federal agencies; State, local, and tribal governmental entities; and voluntary organizations requiring transportation for an actual or potential Incident of National Significance. Through the Department of Transportation (DOT)’s coordination role, ESF #1 integrates the DOT responsibility for Emergency Management of the Transportation System (EMTS) in the prevention/mitigation, preparedness, recovery, infrastructure restoration, safety, and security of the Nation and its transportation system. ESF #1 is designed to provide transportation support to assist in domestic incident management. ESF #1 is designed to provide transportation support to assist in domestic incident management.

ESF #2 - Communications

ESF Coordinator: Department of Homeland Security/Information Analysis and Infrastructure Protection/National Communications System

Emergency Support Function (ESF) #2 – Communications ensures the provision of Federal communications support to Federal, State, local, tribal, and private-sector response efforts during an Incident of National Significance. This ESF supplements the provisions of the National Plan for Telecommunications Support in Non-Wartime Emergencies, hereafter referred to as the National Telecommunications Support Plan (NTSP).

ESF #3 - Public Works and Engineering

ESF Coordinator: Department of Defense/U.S. Army Corps of Engineers

Emergency Support Function (ESF) #3 – Public Works and Engineering assists the Department of Homeland Security (DHS) by coordinating and organizing the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to prevent, prepare for, respond to, and/or recover from an Incident of National Significance.

ESF #4 - Firefighting

ESF Coordinator: Department of Agriculture/Forest Service

Emergency Support Function (ESF) #4 – Firefighting enables the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an Incident of National Significance. ESF #4 manages and coordinates firefighting activities, including the detection and suppression of fires on Federal lands, and provides personnel, equipment, and supplies in support of State, local, and tribal agencies involved in rural and urban firefighting operations.

ESF #5 - Emergency Management

ESF Coordinator: Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency

Emergency Support Function (ESF) #5 – Emergency Management is responsible for supporting overall activities of the Federal Government for domestic incident management. ESF #5 provides the core management and administrative functions in support of National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO) operations.

ESF #6 - Mass Care, Housing, and Human Services

ESF Coordinator: Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency

Emergency Support Function (ESF) #6 – Mass Care, Housing, and Human Services supports State, regional, local, and tribal government and nongovernmental organization (NGO) efforts to address the non-medical mass care, housing, and human services needs of individuals and/or families impacted by Incidents of National Significance.

ESF #7 - Resource Support

ESF Coordinator: General Services Administration

Emergency Support Function (ESF) #7 – Resource Support assists the Department of Homeland Security (DHS), supporting Federal agencies and State, local, and tribal governments requiring resource support prior to, during, and/or after Incidents of National Significance.

ESF #8 - Public Health and Medical Services

ESF Coordinator: Department of Health and Human Services

Provides coordinated Federal assistance to supplement State and local resources in response to public health and medical care needs following a major disaster or emergency, or during a developing potential medical situation. Assistance provided under ESF #8 is directed by the Department of Health and Human Services (HHS) through its executive agent, the Assistant Secretary for Health (ASH). Resources will be furnished when State and local resources are overwhelmed and public health and/or medical assistance is requested from the Federal Government. Resource support to Federal, State, local, and tribal governments consists of emergency relief supplies, facility space, office equipment, office supplies, telecommunications (in accordance with the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies), contracting services, transportation services (in coordination with ESF #1–Transportation), security services, and personnel required to support immediate response activities.

ESF #9 - Urban Search and Rescue

ESF Coordinator: Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency

Emergency Support Function (ESF) #9 – Urban Search and Rescue (US&R) rapidly deploys components of the National US&R Response System to provide specialized life-saving assistance to State, local, and tribal authorities during an Incident of National Significance. US&R activities include locating, extricating, and providing onsite medical treatment to victims trapped in collapsed structures. The National US&R Response System integrates US&R task forces, Joint Management Teams (JMTs), and technical specialists.

ESF #10 - Oil and Hazardous Materials Response

ESF Coordinator: Environmental Protection Agency

Emergency Support Function (ESF) #10 – Oil and Hazardous Materials Response provides Federal support in response to an actual or potential discharge and/or uncontrolled release of oil or hazardous materials during Incidents of National Significance when activated. The Federal Government also may respond to oil and hazardous materials Incidents of National Significance using mechanisms of the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) without activating ESF #10. Those procedures are described in the Oil and Hazardous Materials Incident Annex. (Note: For the purposes of this annex, “hazardous materials” is a general term intended to mean hazardous substances, pollutants, and contaminants as defined in the NCP.)

ESF #11 - Agriculture and Natural Resources

ESF Coordinator: Department of Agriculture

Emergency Support Function (ESF) #11 –Agriculture and Natural Resources supports State, local, and tribal authorities and other Federal agency efforts to address: (1) provision of nutrition assistance; (2) control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease, highly infective exotic plant disease, or economically devastating plant pest infestation; (3) assurance of food safety and food security (under Department of Agriculture (USDA) jurisdictions and authorities), and (4) protection of natural and cultural resources and historic properties (NCH) resources prior to, during, and/or after an Incident of National Significance.

ESF #12 - Energy

ESF Coordinator: Department of Energy

Emergency Support Function (ESF) #12 – Energy is intended to restore damaged energy systems and components during a potential or actual Incident of National Significance. Under Department of Energy (DOE) leadership, ESF #12 is an integral part of the larger DOE responsibility of maintaining continuous and reliable energy supplies for the United States through preventive measures as well as restorative actions.

ESF #13 - Public Safety and Security

ESF Coordinator: Department of Homeland Security/Department of Justice

Emergency Support Function (ESF) #13 – Public Safety and Security integrates Federal public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual Incidents of National Significance.

ESF # 14 - Long-Term Community Recovery and Mitigations

ESF Coordinator: Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency

Long-Term Community Recovery and Mitigation provides a framework for Federal Government support to State, regional, local, and tribal governments, nongovernmental organizations (NGOs), and the private sector designed to enable community recovery from the long-term consequences of an Incident of National Significance. This support consists of available programs and resources of Federal departments and agencies to enable community recovery, especially long-term community recovery, and to reduce or eliminate risk from future incidents, where feasible.

ESF # 15 - External Affairs

ESF Coordinator: Department of Homeland Security

Emergency Support Function (ESF) #15 – External Affairs ensures that sufficient Federal assets are deployed to the field during a potential or actual Incident of National Significance to provide accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace. ESF #15 provides the resource support and mechanisms to implement the National Response Plan – Incident Communications Emergency Policy and Procedures (NRP-ICEPP) described in the NRP Public Affairs Support Annex.

APPENDIX I: DISASTER DEBRIS RECYCLING AND HANDLING PLAN**1. Disaster Debris Recycling and Handling**

A significant amount of pre-planning can occur prior to a disaster. However, as in all natural disasters, the actual effects are random, and for that reason cannot be completely projected prior to the event. Assessment of the amount of damage and the amount of debris generated are the first steps in responding to a disaster. Because of its composition, almost all disaster debris is recyclable. A list of disaster debris is included in Table 1.0.

Table 1.0
Disaster Debris Components

Asphalt Concrete Food Wood Mixed Inerts (concrete, asphalt, red clay brick, and dirt)	Sandbags Soil and Rock Furniture Yard Waste Vehicles (can be handled through state-funded abandoned vehicle programs)	Glass Metals Wallboard (drywall) Personal Belongings Plastic (sheeting and containers)
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In addition to the above mentioned materials, some hard to handle or hazardous wastes may include, but are not limited too those listed in Table 2.0. Furthermore, human remains will be dealt with as outlined in the Operational Area Emergency Plan, Annex F.

Table 2.0
Hard-to-Handle Disaster Debris Components

Asbestos (chimneys, ceiling tiles, insulation etc.)* Ash* Food Waste Household & Business Hazardous Waste (batteries, cleaners, paint, pool chemicals, etc.)	Medical waste Treated Wood* Lead-containing debris White Goods (large appliances such as refrigerators, washers and dryers)**	Radiological materials Dead Animals Universal Wastes (mercury containing items, T.V.'s, computers)
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*May be disposed in lined areas of a Class III landfill if properly contained and meet the acceptance criteria for each landfill.

**Appliances are banned from landfills and must be handled by a certified appliance recycler prior to processing. A list of certified recyclers can be found on the Department of Toxic Substance Control.

2. Debris Removal

2.1 DEBRIS REMOVAL STAGES

Debris removal from disasters occurs in stages. The first stage involves immediate clearing of emergency routes to allow rescue crews entry to hard hit areas. The second stage requires removal of debris from streets to return traffic flow to normal patterns, repair of road and structural damage, and the third stage includes the longer process of private property debris removal. Figure 3.0 outlines the timeline for disaster debris recovery.

Table 3.0
Disaster Debris Recovery Timeline

Pre-Disaster		Create Disaster Debris Plan Develop a disaster debris ordinance Designate responsible departments and staff Locate potential countywide staging sites through the Solid Waste Technical & Citizens Advisory Committees Identify sample contracts and list existing contracts Identify existing facilities Develop Master Deconstructor /Recycler and contractor training
Stage 1 (w/in 72 hours)	Emergency Routes	Emergency roadway debris removal Public right-of-way debris removal and recycling Send out damage assessment teams for public buildings/structures
Stage 2 (3-30 days after)	Public right-of-way and structures	Update 2-1-1 hotline with jurisdictional information for debris handling and removal information. Demolition and repair of private & public property that is health & human hazard Locate temporary staging sites and permit requirements Confirm sites/areas for recycling, transfer and disposal. Work with facilities to get emergency waivers of permit conditions including tons, hours of operation, vehicle counts, etc. Use of volunteers to assist in these efforts as registered disaster service workers.
Stage 3 (30-60 days after)	Private Property	Debris removal starts Dangerous tree removal and demolition of leaning buildings Inland and beach waterway cleanup Private property cleanup (individual property owners will begin shortly after the disaster)
Stage 4 (ongoing through end)	Environmental Mitigation	Remediate staging areas Use of volunteers to assist in these efforts as registered disaster service workers.

2.2 DEBRIS REMOVAL MANAGEMENT

Each city and the County is responsible for providing emergency response services within their jurisdiction and for coordinating disaster debris cleanup. Sharing of resources among local jurisdictions following a disaster will be coordinated through the Standardized Emergency Management System (SEMS) in order to be eligible for state and federal reimbursement. Figure 1.0 identifies the roles and responsibilities required to respond to a disaster.

Coordination between jurisdictions will be facilitated by the Office of Emergency Services (OES) and a solid waste representative from each jurisdiction. Additional coordination may be needed for hazardous waste and facility permitting. Information for debris handling and removal will be coordinated through the countywide 2-1-1 hotline which will refer residents to their appropriate jurisdiction's hotline and website. Unless otherwise noted, each jurisdiction will handle its own debris. Standardized press releases and public information will be coordinated for recycling, household hazardous waste and debris handling.

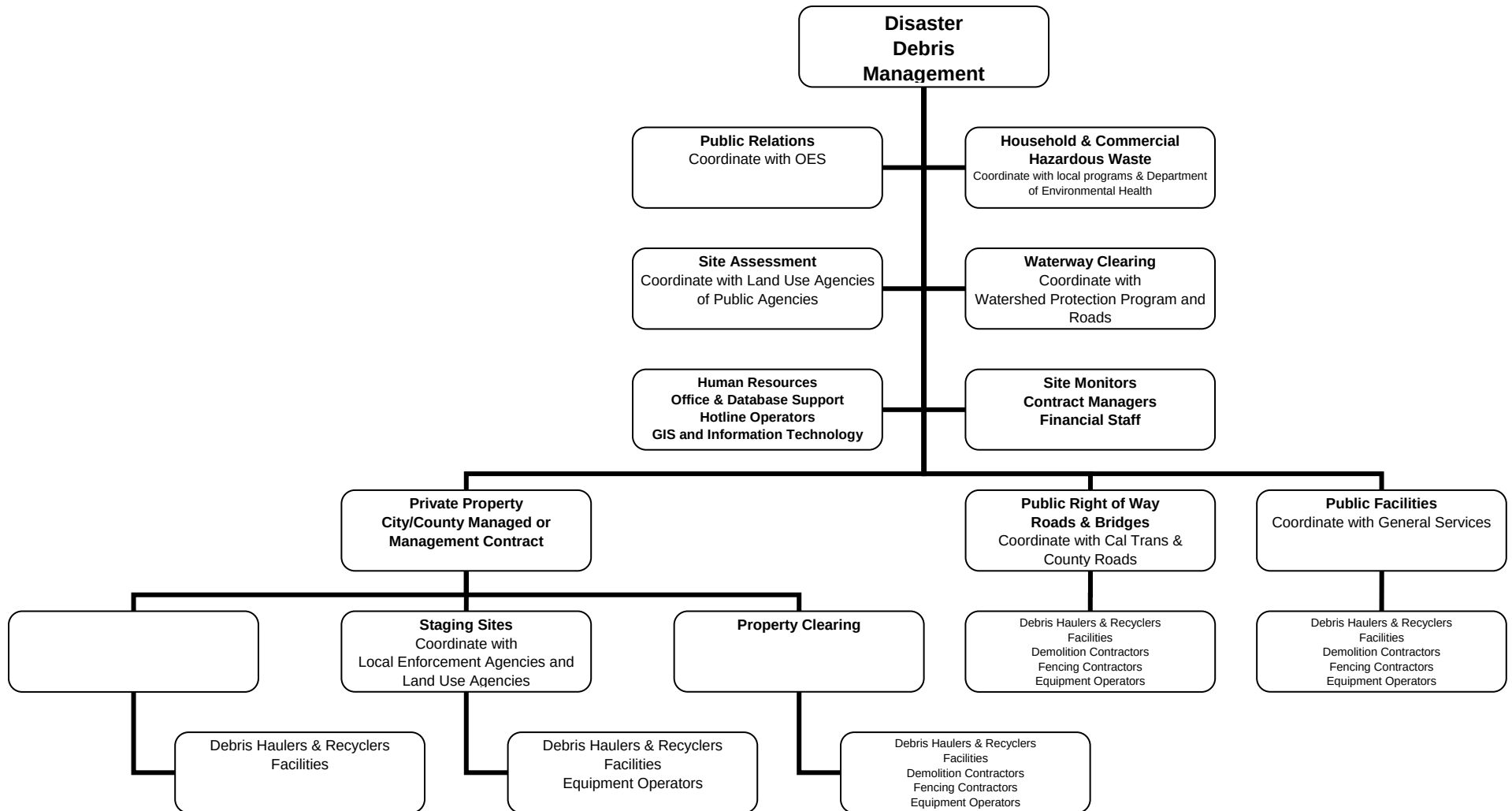
Jurisdictions are encouraged to work together to minimize the impact on local facilities and to utilize cross-jurisdictional contracts for demolition/excavation contractors, debris box haulers and others. Establishing contingency contracts or having sample contracts on-hand is advisable to ensure cost-efficient and timely cleanup response. All plans will include recycling and waste diversion as a priority. By pre-establishing contracts, city/county specific requirements for disadvantaged business enterprises (i.e. minority, women, or disabled veteran, -owned) can be considered. The pre-approved contractors can receive pre-disaster training in techniques to enhance debris recovery and recycling.

In any type of disaster material will be source-separated to the maximum extent possible to minimize program costs and impact to landfills. Jurisdictions may choose to contract directly with facilities for pricing or let debris contractors negotiate rates. There are three levels of processing that will occur:

1. Source-Separated. Clean loads of separated dirt, aggregates, woody materials and metals will be directed to local recycling facilities with the ability to process and market the materials for recycling and reuse.
2. Mixed Inerts. Loads of aggregates and dirt that contain wood, metal and trash not to exceed 10% of the load by volume.
3. Mixed Debris. Loads of mixed materials that for various reasons cannot be source-separated.

These three steps ensure only residual from processing facilities will be sent for landfill disposal.

Figure 1.0
Disaster Debris Management Structure



3. Disaster Debris Recovery Plan

Prior to a disaster, each jurisdiction is encouraged to develop a local ordinance, policy, or resolution related to disaster debris recycling and management. Jurisdictions can also develop a disaster debris plan or use the California Integrated Waste Management Board's (CIWMB) sample plan (Attachment XYZ). Disaster debris recovery plans can vary by jurisdiction and can incorporate a combination of curbside collection and the establishment of centralized collection and processing sites to maximize recycling. Based on the magnitude of the disaster, debris recovery will include the removal of debris from public right-of-way, public facilities and possibly private property.

3.1 STATE RECYCLING AND REPORTING REQUIREMENTS

Under the California Integrated Waste Management Act (AB 939) each city and county is responsible for planning and implementing waste management programs at the local level to maintain a 50% diversion rate each year. The waste tonnage from a disaster can greatly affect a jurisdiction's diversion rate. Under state regulations, jurisdictions can receive a tonnage deduction in their state reporting to account for any surges in disposal tonnage. Jurisdictions need to make all feasible efforts to reuse, recycle, or compost disaster wastes for their deduction claim to be considered (California Code of Regulations (CCR), Title 14, Division 7, Chapter 9, Article 9, section 18794.2 (g)(2)). If a jurisdiction is making a disaster debris claim, they will need to submit the disposal tonnage with a report of their recycling efforts and submit it with their annual report for the year of the disaster to the California Integrated Waste Management Board (CIWMB). During any disaster, the County, as the countywide AB 939 coordinator, will work with each jurisdiction and recycling and disposal facilities to ensure that tonnage from disasters is accurately tracked.

3.1.1 Debris Recycling

Most debris can be recycled including metal, concrete, asphalt, yard and tree trimmings. Recycling of disaster debris is consistent with state and local policies regarding solid waste management and the California Integrated Waste Management Board's (CIWMB) Disaster Debris Plan. A 2005 study in the San Diego Countywide Siting Element showed that the region is currently at its maximum permitted annual landfill capacity. Disaster debris will further deplete this capacity; therefore, recycling and reuse must take priority in the handling of debris to guarantee future disposal capacity for municipal solid waste.

During the October 2003 wildfires, the City of San Diego achieved a 59 percent recycling rate and the County achieved a 46 percent rate. Case studies from the Los Alamos fires and Northridge earthquake showed that recycling rates can be as high 95 percent. Recycling will:

- Reduce the long term effects on in-county landfill capacity.
- Reduce disposal costs to jurisdictions and taxpayers.
- Help jurisdictions maintain state-mandated recycling rates.
- Keep aggregate and inert materials (concrete, rock, dirt) available for reconstruction of roads, infrastructure and private property.
- Maintain and augment an employment base for dislocated jobs due to the disaster.

Recycling requirements can be built into contracts to achieve the maximum amount of diversion from disaster debris. Private property cleanup contracts will include language requiring recycling of materials to the greatest extent possible and in accordance with local construction and demolition recycling policies and ordinances. Pricing contracts can be negotiated directly with recycling and disposal facilities. Recycling from public roads and structures can be achieved through contracts for mobile chipping and grinding of concrete, brush and other materials. All demolition contracts will include language requiring recycling and reuse through separation, chipping and grinding of materials. All reconstruction contracts can include the use of building materials that contain recycled materials including road base.

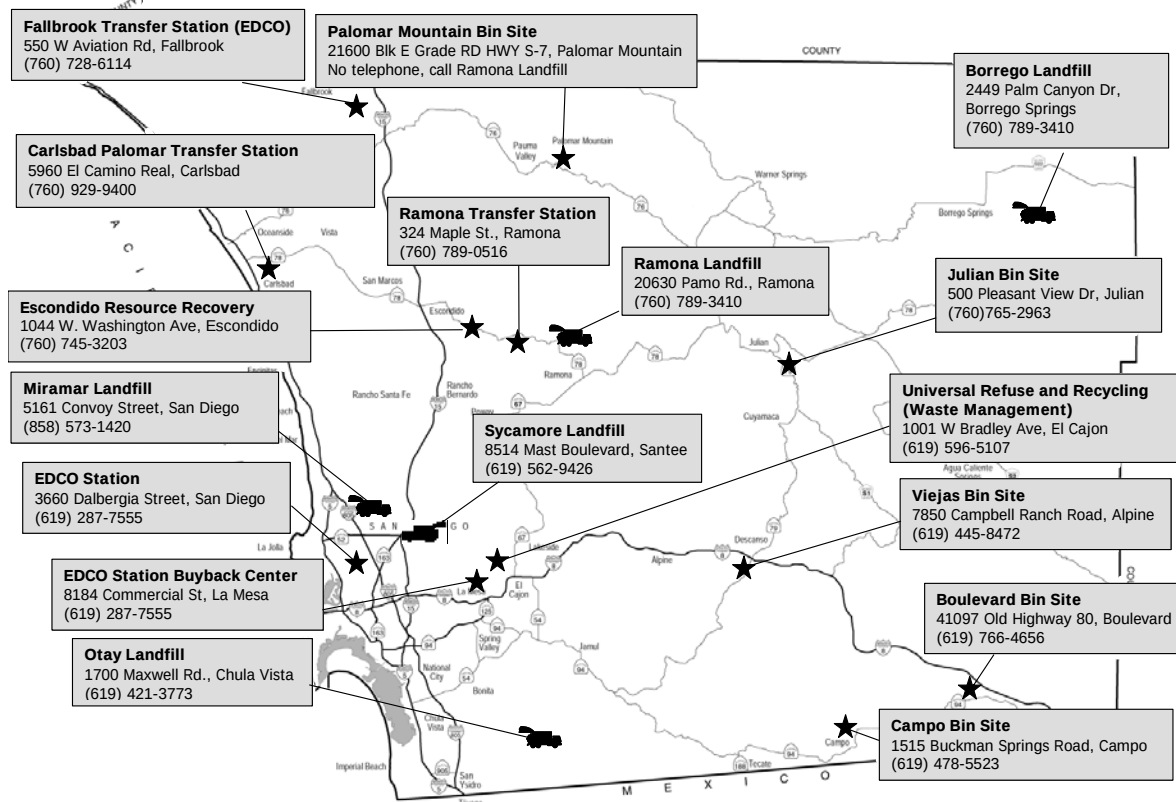
3.2 EXISTING INFRASTRUCTURE

In any type of disaster, the facilities and equipment that are in the highest demand are those that can process mixed debris including rock, concrete, asphalt and wood with some levels of contamination. There are two facilities planned in the County (EDCO Lemon Grove and at the Miramar Landfill) to accept mixed recycling related debris and sites are being considered at the Sycamore and Otay landfills. Additional mixed inert recycling capacity can also be established at source-separated recycling facilities that are willing to allow for greater contamination of materials.

There are five landfills, seven transfer stations and five active rural bin sites in San Diego County that accept municipal solid waste. There are two additional federal landfills located at Camp Pendleton that only accept military waste. Figure 2.0 shows the existing transfer stations, rural bin sites and landfills in San Diego County.

San Diego County has an extensive infrastructure of metal, concrete, asphalt, and wood chipping and grinding source-separated recycling facilities. Local aggregate recyclers have been included and have adequate space to increase their daily accepted material tonnage and stockpiling timeframe.

Figure 2.0
Landfills and Transfer Stations in San Diego County



3.3 PUBLIC ROADS, RIGHT-OF-WAY, BUILDINGS AND STRUCTURES

The California Department of Transportation (Caltrans) is responsible for the construction and repair of State and Federal Highways throughout California. The State Agency uses publicly employed engineers to administer contracts with private construction companies which actually perform the road work.

In a disaster situation, Caltrans is responsible for the immediate clearing of State and Federal roadways as well as the demolition and rebuilding of any damaged road structures (such as bridges) or roadways. In the past, emergency contracts have been issued to clear debris as well as re-build roadways. Emergency contracts have the same language as standard agreements, but they are executed under a separate process, within a much shorter time frame. Emergency contracts and lists of vendors can be in place prior to a disaster as part of planning, to the greatest extent possible.

Debris from County-maintained roads will be handled according the outline in Operational Area Emergency Plan, Annex J. Recycling can be done through contracts for mobile chipping and grinding of concrete, brush and other materials.

Each jurisdiction's General Services Department or equivalent will handle the repair and demolition of public buildings. Fencing and demolition contracts may also be used to take down privately owned structures that are an immediate threat to health and safety. All contracts can include language requiring recycling and reuse through separation, chipping and grinding of demolition and green waste materials.

3.4 HAZARDOUS AND UNIVERSAL WASTES

The State of California has banned the landfill disposal of hazardous and universal wastes and these materials must be handled through hazardous waste programs or authorized universal waste recycling programs or consolidators. These materials include, but are not limited to, the wastes from residents and businesses listed in Table 4.0.

Table 4.0
Hazard Waste Disaster Debris Components

Acids & Caustics	Herbicides	Pool Chemicals
Aerosol Cans	Motor Oil & Filters	Propane Tanks
Antifreeze	Mercury	Railroad Ties
Asbestos (non-friable)*	Paint (Lead, Oil, Latex)	Rechargeable Batteries
Batteries	Painted Wood	Solvents
Contaminated Soils	Paint Thinners	Thinners
Fuel/Gasoline Kerosene	PCBs	Treated Wood*
Glues	Pesticides	Universal Wastes
Fluorescent Lighting	Poisons	(mercury containing
Tubes & Ballasts		items, T.V.'s,
		computers, electronics)

**May be disposed in lined areas of a Class III landfill if properly contained and meet the acceptance criteria for each landfill.*

During a disaster, the existing collection programs for hazardous materials and universal wastes will be used, but may need to be modified for additional volume. There are also many approved collectors and recyclers for universal wastes. All jurisdictions currently have their own independent household hazardous waste programs. These programs include permanent drop-off facilities, temporary one-day collection events and door-to-door collection for elderly and disabled residents. There are ten (10) permanent drop-off facilities (Table 5.0).

Table 5.0
Permanent Household Hazardous Waste Facilities

Chula Vista	1800 Maxwell Drive, Chula Vista, 91910
City of San Diego (Miramar Landfill)	5161 Convoy Street, San Diego, 92111
Coronado	1001 6 th Street, San Diego, 92118
Ramona (County of San Diego)	324 Maple Street, Ramona, 92065
El Cajon	1001 W. Bradley Avenue, El Cajon, 92020
Escondido	1044 W. Washington, Escondido 92025
La Mesa	8184 Commercial Street, La Mesa 91942
Oceanside	2880 Industry Street, Oceanside 92054
Poway	123325 Crosthwaite Circle, Poway 92064
Vista	1145 E. Taylor Street, Vista 92084

The County's Department of Environmental Health Hazardous Materials Division (HMD) is the Certified Unified Program Agency (CUPA) for San Diego County responsible for regulating hazardous materials business plans and chemical inventory, hazardous waste and tiered permitting, underground storage tanks, and risk management plans. The HMD will be available to give recommendations for commercial hazardous waste handling and removal. The public will be referred to the Hazardous Materials Help desk at (619) 338-2222. Additional information for hazardous waste handling can be found in the Operational Area Emergency Plan, Annex H.

3.5 PRIVATE PROPERTY DEBRIS REMOVAL

Private property debris removal options will vary depending on the magnitude of the disaster. Existing trash and recycling services can be enhanced to handle construction and demolition materials and bulky items such as appliances. Jurisdictions may conduct recovery options with existing staff or hire a consulting firm to coordinate the program. Disaster debris removal is most successful when material is handled as it is normally collected. If a jurisdiction has curbside collection of waste, then this program should continue. Days can be setup for collection of specific materials; i.e. Monday-metals, Tuesdays-concrete, Wednesdays-greenwaste, etc. Staging areas will be needed for storage and recycling to be used by residents and contractors that do not have curbside collection.

3.6 STAGING SITES FOR DISASTER DEBRIS MANAGEMENT

Staging sites will be needed to collect, store and process materials. Sites will serve as centralized areas that residents and contractors to bring materials to for collection, storing and processing. Sites can be located at existing solid waste and recycling facilities and temporary sites in affected communities. Potential sites can be located before a disaster. Recommendations for sites are included in Table 6.0.



Figure 3.0 – Community Recycling & Drop-off Site used during October 2003 Fires

Table 6.0

Potential Staging Sites for Disaster Debris

Recycling Facility	Landfill
Vacant Lot	Corporation Yard
Parking Lot	Right-Of-Way
Private Property	Parks/Golf Course
Transfer Station	City/County-Owned
	Land
Closed Landfills	Closed rural bin sites

Staging materials offsite from facilities will allow for wood, dirt, and aggregates to stay within local communities, reduce transportation costs and alleviate waiting lines and operational stress at facilities. Staging sites will contain at a minimum areas for sorting of: appliances, mixed inerts, concrete, trash, dirt, wood/greenwaste, metals, hazardous and universal wastes.



Figure 4.0 – Temporary Tub Grinder for Greenwaste for Los Alamos Fires

Prior to a disaster, regulations and statutes will be reviewed to determine the legal authorization to establish staging areas including major use permits and solid waste and recycling permitting. Jurisdictions will work with their local land use authorities, Local Enforcement Agency, and other permitting agencies including Air Pollution Control District, Stormwater Protection, and Regional Water Quality Control Board. Each site will have an environmental remediation plan to comply with state and federal regulations.

A City of San Diego study shows that sites need approximately 20,000 tons to justify the costs of bringing in mobile crushers and grinders. If the material is to be used on site or in the local community for reconstruction, the 20,000 ton threshold is significantly lower. Members of the county's Solid Waste Technical Advisory Committee will work with the City and County of San Diego Local Enforcement Agencies and any local land use authorities to find temporary staging and processing areas.

4. Volunteers

In addition to each jurisdiction's and OES's response, Volunteer San Diego and the American Red Cross can be another valuable resource for disaster debris diversion coordinators. With proper training, volunteers can be helpful in assisting with disaster debris removal, recycling and recovery. Volunteer San Diego maintains a database of potential volunteers and opportunities and is responsible for processing "spontaneous" volunteers who offer help after a disaster occurs. Based on the October 2003 Cedar Fires, and Hurricane Katrina, Volunteer San Diego expects that thousands of spontaneous volunteers will respond to any disasters in the County or across the nation.

Types of activities spontaneous volunteers can perform:

- Oversee and monitor debris removal contractors.
- Assist with labor and equipment operation/donation for debris separation and removal on private property and at staging sites.
- Distribution of door-hangers and flyers for programs and information.
- Master Deconstructors and Recyclers can be trained in advance (can be coordinated through local jurisdictions, not Volunteer San Diego).
- Load inspectors to insure source-separated debris is not contaminated and that debris is actually disaster debris.
- Photo documentation for federal and state reimbursement.

5. Contacts

Each jurisdiction has the following contacts;

- Public Works/Disaster Debris Removal
- Solid Waste Management
- Household Hazardous Waste Contact
- Solid Waste Technical Advisory Committee Member

Table 7.0
Other Contacts for Debris Management

Entity	Responsibility	Contact Information
Air Pollution Control Board	Assists region with air quality issues and permits.	Gary Hartnett 858-5986-2671 gary.hartnett@sdcounty.ca.gov
County of San Diego, Department of Environmental Health, Hazardous Materials Division	Assists with emergencies involving hazardous materials and inspecting facilities to ensure proper identification, storage, and disposal of hazardous waste.	Staff: Nick Vent 619-338-2284 or nick.vent@sdcounty.ca.gov Public Inquiries: Hazardous Materials Help desk at (619) 338-2222
Local Enforcement Agency (City of San Diego)	Assists with temporary and permanent solid waste facility permits for all facilities located in the city of San Diego.	City of San Diego, Vicky Gallagher, LEA Program Manager, (619) 533-3695 vgallagher@sandiego.gov
Local Enforcement Agency (County of San Diego)	Assists with temporary and permanent solid waste facility permits for facilities in all jurisdictions except the City of San Diego.	County of San Diego, Department of Environmental Health Kerry McNeill 858-694-2629 or kerry.mcneill@sdcounty.ca.gov
Regional Water Quality Control Board	Assists region with water quality issues and permits.	John Odermatt 858-637-5595 or jodermatt@waterboards.ca.gov
Solid Waste Technical and Citizens Advisory Committees	Coordinates countywide solid waste and household hazardous waste issues. Members include representatives from each jurisdiction and various community groups.	County of San Diego Solid Waste Planning and Recycling Section (Public Works) Wayne Williams 858-874-4108 or wayne.williams@sdcounty.ca.gov

ATTACHMENT 1: DISASTER SPECIFIC CHECKLISTS

(To be included at a later date)