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

Operational Area Emergency Plan

ANNEX R
Operational Area Recovery Plan

October 2010
Unified San Diego County Emergency Services Organization

ANNEX R

Operational Area Recovery Plan

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Operational Area Recovery Plan

I. General

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The OA Recovery Plan is incorporated by reference into the Operational Area Emergency Plan (OAEP) and is superseded by the OAEP if the plans conflict.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.

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
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:

1. 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.

2. Determine the roles and responsibilities for all involved agencies.

3. Outline the essential functions involved in full scale damage assessment reporting and recovery.

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:
1. 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.

2. 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.

3. 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.

4. A sufficient number of trained staff will be available to and capable of performing the functions defined within the OA Recovery Plan.

5. Surface transportation in the Operational Area will be possible, or necessary long distance and local communications lines will be available.

6. 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.

**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.

A. **Introduction**: Brief description of recovery operations, plan purpose, goals and objectives, planning assumptions, plan organization, and authorities and references.

B. **Concept of Operations**: Provides information on response, and short and long-term operations as well as plan activation and termination.

C. **Organization**: Describes the levels of emergency response according to SEMS and establishes the organization of response, short-term, and long-term recovery operations.

D. **Roles and Responsibilities**: Defines roles and responsibilities for all participants in short and long-term recovery operations.

E. **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.

F. **After-Action Reporting**: Describes elements and protocol for completing after-action reports per SEMS regulations.

G. **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.

H. **Appendices**: The Plan includes nine (9) appendices and one (1) attachment to aid readers and facilitate implementation:

1. Definitions (Appendix A)
2. Damage Assessment Categories (Appendix B)
3. Acronyms/Abbreviations (Appendix C)
4. Forms (Appendix D)
5. Recovery Programs Matrices (Appendix E)
6. Public Assistance Functional Annex (Appendix F)
7. County of San Diego Re-Entry Protocol (Appendix G)
8. ESF Descriptions (Appendix H)
9. Disaster Debris Recycling and Handling Plan (Appendix I)
10. Disaster Specific Checklists (Attachment 1)

**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**


1.6.2 State

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

2. California Coroners Mutual Aid Plan.

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


7. California Master Mutual Aid Agreement.


1.6.3 County


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


10. San Diego County Animal Control Mutual Aid Agreement.

11. San Diego County Mutual Aid Agreement for Fire Departments.


II. Concept of Operations

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.

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.
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:

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

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

1. Suspension of evictions;
2. Request utilities to provide bill relief;
3. Waiver of permit fees for damage repairs;
4. Need for temporary housing and business space; and
5. 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.

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:

1. Reconstructed public facilities
2. Coordinated delivery of long-term social and health services;
3. Improved land use planning and implementation;
4. An improved EOP;
5. Re-establishment of the local economy to pre-disaster levels;
6. Recovery of disaster-related costs; and
7. 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.

**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**
A. The Operational Area EOC may or may not be activated.
B. Damage assessments will be required.

**LEVEL II**
A. The Operational Area EOC will be activated.
B. Field survey and inspection teams may be activated.
C. Damage assessments will be required.
D. Recovery phases will be initiated.
LEVEL III
A. The Operational Area EOC will be fully activated.
B. Field survey and inspection teams will be fully activated.
C. Damage assessments will be required.
D. 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.

III. Organization

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.
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.

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.

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.

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

- Federal
- State of California
  - Southern Region
    - San Diego Operational Area
    - County Departments
  - Other Southern Region Operational Areas
- Other States
  - Other Regions
- Field Level
Figure 3.2
Response Organization
Figure 3.4

Long-Term Recovery Organization

[Diagram showing the organizational structure of the Long-Term Recovery Organization with various sections and units labeled.]
IV. Roles and Responsibilities

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

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:

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

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.
Office of Emergency Services

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

Auditor and Controller's Department

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

Assessor's Office

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

Department of Environmental Health

1. 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.
2. Evaluate County facilities for re-occupancy after an emergency, including ventilation systems.
3. Perform health hazard evaluations and provide recommendations to Departments
regarding disaster-related issues (including asbestos, lead, mold, etc).

4. Conduct disaster-related health and safety training to include technical assistance to Departments on respiratory protection, fit tests and training and laws (CHD).

5. Evaluate confined spaces.

6. Assist Departments in establishing effective health and safety programs (bloodborne pathogens, hearing conservation, etc).

7. Provide advice to County Departments on hazardous waste management.

8. EPI Outbreak Surveillance.

9. Expedite plan review for damaged subsurface disposal systems, drinking and monitoring wells.

10. Coordinate the sampling and posting of signs warning of contaminated water at beaches when bacteria levels in monitoring results exceed State standards.

11. DOC functions

   **Department of General Services**

   1. Inspects and reports on the status of communications sites and regional/county facilities.


   3. 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.

   4. Provides generators for County owned facilities.

   **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:

   1. Shop number of equipment (e.g. F11, S40 or SD)

   2. Description of equipment (e.g. 5 ton dump truck)

   3. Horsepower of equipment

   4. Jurisdictional hourly rate for equipment

   5. Breakdown of how the jurisdictional hourly rate was calculated

   **Department of Housing and Community Development**

   1. Serves over 10,000 residents currently receiving federal housing assistance.
2. Administers federal disaster housing assistance for victims.

3. Serves Section 8 Rental Assistance applicants currently on the program or Tenant Based Rental Assistance participants.

4. Coordinates with the Federal Department of Housing and Urban Development (HUD).

**Department of Planning and Land Use**

1. Coordinates the Damage Assessment Team to include the field survey teams.

2. Reports on behalf of the Operational Area Damage Assessment Team, in the EOC, during the recovery phase.

3. Liaisons with International Conference of Building Officials (ICBO).

**Department of Public Works**

1. Inspects and reports on county roads.

2. Inspects and reports on drainage/flood control facilities.

3. Inspects and reports on County water and wastewater facilities and other county facilities.

4. At the direction of law enforcement, opens and closes county roads.

5. Directs debris removal and recycling in the unincorporated areas.

**Sheriff's Department**

1. Provides initial field situation reports and updates from field units and Aerial Support to Regional Enforcement Agencies (ASTREA).

2. Maintains perimeter security and patrols recovery activities events.

**Department of Parks and Recreation**

1. Department of Parks and Recreation (DPR) may be able to provide use of park space for temporary housing in time of a disaster

2. All County parks will be available for the evacuated public and large animals at the request of law enforcement.

3. All County parks and community centers will be available for temporary fire recovery centers and programs as requested.

4. 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.
Department of Child Support Services

1. 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.

2. 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.

3. 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.

4. There are approximately 20,000 people that receive Child Support checks inside San Diego County each month.

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:

Response Phase Coordination (Generally the EOC Director)

1. File a Request for Public Assistance (RPA) with Cal EMA.

2. Submit a list of damage sites (Exhibit “B”) to Cal EMA and update the list as necessary.

3. Assist the Recovery Manager as necessary.

4. Attend State FEMA Applicant’s Briefing.

5. Coordinate with the County Recovery Coordinator/Manager.

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:
1. Serve as the liaison between jurisdictions/agencies and all State and Federal disaster recovery agencies;

2. Ensure all documentation gathered by each department on expenditures and damage is in the proper format for review by the State and Federal inspectors;

3. Coordinate with the Departmental Point of Contact concerning site inspections by the State and Federal disaster recovery inspectors;

4. Review all PWs prepared by the State and Federal inspectors for accuracy; either concurring with their recommendations or generating a letter of non-concurrence;

5. Maintain accurate records of project sites, including copies of the Project Worksheets, applicable photographs and other documentation;

6. Archive all disaster recovery files with the appropriate jurisdictional agent following the conclusion of the disaster period; and

7. Manage the State or Federal single audit of the disaster.

**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:

1. Gather information for their department concerning damage and/or expenditures;

2. Answer questions regarding departmental damage and/or expenditures;

3. Coordinate with the Recovery Manager for damage site visitations by State, Federal or private sector organizations (e.g. Red Cross); and,

4. Ensure appropriate documentation on each damage site or expenditure is gathered and submitted to the Recovery Manager.

**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:

1. 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;

2. Generate necessary financial reports such as payroll records; and,

3. Assist the Recovery Manager with the State or Federal audit.
Utilities

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:

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.

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.

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.

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.

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.

**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 California Emergency Management Agency, 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.

**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.

**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.

**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 OA 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.

**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.

**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.

**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.

**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:

1. Assess and compile damage information
2. Prioritize and re-prioritize restoration efforts
3. Arrange for additional staff to facilitate service restoration
4. Provide guidance and coordination of service restoration activities
5. Reconstitute the network
6. Disseminate damage reports and alerts
7. Communicate internally and externally status of event, efforts underway and expected time frame(s) to complete service restoration
8. Document service restoration efforts
9. Debrief after each emergency, review actions taken and make recommendations for improvement
10. Maintain up to date contact lists, pre-plan and response checklists
**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.

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**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.

**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.

**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.
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.

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.

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.

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.

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.

State Agencies

California Emergency Management Agency

1. Coordinates State and Federal resources to aid in disaster recovery for individuals, families, farmers, certain private non-profit (PNP) organizations, local and state government.
2. Coordinates requests for State and Federal emergency declarations.
3. Participates in damage assessments.
4. Provides environmental/historical, engineering and technical assistance.
5. Administers State and Federal public assistance and hazard mitigation grants, including payment and processing.
6. Provides program oversight of other state-administered disaster recovery.
7. Leads community relations’ elements in times of disaster.
8. Coordinates the establishment of Joint Field Offices (JFOs), Disaster Resource Centers (DRCs), and LACs.

**California Department of Transportation (CALTRANS)**

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

**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).

**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

**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.

**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.

**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:
FEMA

1. FEMA receives reports and requests from Cal EMA.
3. Determines eligibility and provides federal recovery assistance through the Public Assistance (PA) and Individual Assistance (IA) programs.
4. Establishes a JFO to coordinate inter-agency recovery following certain declared disasters.
5. FEMA coordinates disaster relief efforts of local and State government agencies as well as other Federal agencies.
6. Establishes DRCs to coordinate service delivery to individuals and households.

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.

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.

Private Sector

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

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.
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:

Safety
1. OSHA 10 Hour
2. Forklift Operator Training
3. First Aid/CPR

Qualified Riggers
1. Calculate load weights
2. Identify and use of correct size wire rope and synthetic slings
3. Inspect slings

Certified Welders
1. Weld on structural steel (high strength to mild steels)
2. Cut with OxyAct Torches
3. Certified on multiple processes
   • SMAW
   • GMAW
   • GTAW
   • FCAW
4. Trained on Plasma Torches

Structural Assembly
1. Assemble and disassemble major building components:
   • Columns
   • Beams
   • Truss
   • Joists
   • Pre-Cast Members
2. Qualified to hand and phone signal a crane
3. Use of personal fall arrest systems

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

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**

<table>
<thead>
<tr>
<th>AGENCY</th>
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<td>Finance &amp; Gen. Govt.</td>
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<td>PSG</td>
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<td>HHSA</td>
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<td>CSG</td>
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<td>External Support Agencies</td>
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### Agency Responsibilities Primary and Support Functions

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<th>FUNCTION/RESPONS.</th>
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<tr>
<td>Policy</td>
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- **Emergency Proclamations**
  - P = Primary; S = Support

- **Public Information/JIC**
  - S = Support

- **Policy Group**
  - P = Primary; S = Support

- **EOC Director**
  - S = Support

- **Rumor Control**
  - S = Support

- **Safety Officer**
  - S = Support

- **Legal Advisor**
  - S = Support

- **Security (EOC)**
  - P = Primary; S = Support

### OPERATIONS

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<tr>
<th>SECTION CHIEF</th>
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<td>Alert/Warning</td>
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<td>Law Enforcement</td>
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<td>Evacuation</td>
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<td>Traffic Control</td>
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<td>Fire &amp; Rescue</td>
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<td>Construction and Engineering</td>
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- P = Primary; S = Support
## Table 4.1

### County of San Diego Roles and Responsibilities Matrix (Continued)

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<th>Agency Responsibilities Primary and Support Functions</th>
<th>DEPTS. AGENCIES</th>
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*Activities may occur outside of EOC.
P = Primary, S = Support
V. Operations Functions

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.

Damage Assessment

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.

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
A. The Operational Area EOC may or may not be activated.
B. Damage assessments will be required.
C. Personnel are contacted by the Damage Assessment Coordinator.

LEVEL II
A. The Operational Area EOC will be activated.
B. Field survey and inspection teams may be activated.
C. Damage assessments will be required.

D. Recovery phases will be initiated.

E. 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

A. The Operational Area EOC will be fully activated.

B. Field survey and inspection teams will be fully activated.

C. Full recovery phase will be initiated.

D. Damage assessments will be required.

E. All personnel needed for damage assessment automatically respond to either the Operational Area EOC or other predesignated locations.

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:


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:
Placard Color | Placard Designation
--- | ---
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).

**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.

**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.
Contracting, Documentation, and Cost Recovery

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 Cal EMA and FEMA for disaster relief funds. Each incorporated jurisdiction and special district within the Operational Area also applies to Cal EMA 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.


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:

1. Location of site, including Thomas Brothers map coordinates
2. Description of damage
3. Description of work to be performed
4. Estimate of the cost to repair or replace the facility/equipment
5. 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.

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:

1. Notification of Recovery Coordinator/Manager
2. Site Documentation - Law Enforcement, Fire and Emergency Medical Services (EMS) activities
3. Site Documentation - Damage and Clean-up
4. Jurisdiction Labor Records
5. Jurisdiction Equipment Records
6. Rented Equipment
7. Material Summary Records
8. Contract Work Summary Record
9. Emergency Contracting

**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:

A. fire incident
B. rescue incidents
C. emergency medical services incidents
D. community assistance incidents
E. 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:

1. Name of contact for further information
2. Copies of CAD incident histories for each disaster-related incident (regardless of whether only regular hour personnel responded)
3. Copies of invoices and/or contracts for contracted/purchased materials, equipment or services
4. Force account labor records
5. Force account equipment records
6. Material records
7. 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.

**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:

1. Location of site, including Thomas Brothers map coordinates
2. Description of damage
3. Description of work to be performed
4. Name of contact for further information
5. Color photographs of damage (minimum of 2)
6. Copies of invoices and/or contracts for contracted/purchased materials, equipment or services
7. Copies of any departmental work management system reports (if utilizing this type of system)
8. Force Account Labor Summary Records
10. Materials Summary Records
11. Rented Equipment Summary Records
12. Contract Work Summary Records
13. 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.

**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:

1. Employee(s) name
2. Employee(s) job title
3. Synopsis of work performed at the site
4. Date and number of regular hours
5. Date and number of overtime hours worked
6. Total number of regular hours worked
7. Total number of overtime hours worked
8. Employee(s) regular hourly salary
9. Total regular hour cost
10. Employees regular benefit rate (decimal format)
11. Total regular hour and benefit cost
12. Employees overtime salary rate
13. Employees overtime benefit rate (decimal format)
14. Total overtime hour and benefit cost
15. Total regular hour and benefit cost for all employees at the site
16. 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 Cal EMA and FEMA and will not be reimbursed.

**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:
1. Shop number of equipment (e.g. F11, S40 or SD)
2. Description of equipment (e.g. 5 ton dump truck, 1.5 CY Wheel Loader)
3. Synopsis of work performed with equipment at site
4. Horsepower of equipment
5. Date and number of hours worked
6. Pre-disaster hourly rate for equipment
7. Total cost of equipment
8. 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 Cal EMA 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.
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:

1. Description of equipment (e.g. 5 ton dump truck, 1.5 CY Wheel Loader)
2. Horsepower of equipment
3. Date and number of hours worked
4. Hourly rate for equipment, both with and without operator
5. Total cost of equipment as billed by vendor
6. Vendor name
7. Invoice number
8. Date and amount paid by Jurisdiction
9. Check numbers
10. 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 Cal EMA and FEMA and will not be reimbursed.

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:

1. Date item used
2. Description of item (e.g. minus 6" rock, flares, etc.)
3. Quantity of item (e.g. 4 tons, 3 cases of 12)
4. Unit cost of item
5. Total cost of item
6. Source of materials (pre-disaster stockpile or new purchase)
7. If purchased, who was it purchased from?
8. 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 Cal EMA and FEMA and will not be reimbursed. Materials furnished and used by contract labor are to be listed with the Contract Account costs.

**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:
1. Name of outside organization (e.g. Roy Ladd Co.)
2. Date(s) of service (beginning and ending)
3. Description of service provided (e.g. clean-up and dispose of all debris on city/county streets, grounds)
4. Quantity of service/item provided (e.g. 4 hours of Cat D-6 work with operator)
5. Cost per hour per item
6. Total cost of work performed at site or contract
7. Copy of ATP or Purchase Order (PO) payment information
8. 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 Cal EMA 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.

**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.

**Contracting**

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

1. Standing PO
2. Emergency contracting
3. 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:

1. Must meet or exceed Federal and State procurement standards and follow local procurement standards if they exceed the Federal and State criteria;
2. Prices must be reasonable; and
3. 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:
1. Contract;
2. Requests for bids, proposals or quotes;
3. Bid documents/specs;
4. Bid advertisement;
5. List of bidders; and
6. Invoices, cancelled checks, purchase orders, and inspection records.

Debris Removal and Management

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.

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.
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.

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.

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.

Demolition

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

1. Eliminate an immediate threat to lives, public health, and safety.
2. Eliminate immediate threats of significant damage to improved public or private property.
3. Ensure the economic recovery of the affected community to the benefit of the community-at-large.
4. 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.
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.

Donated Resources Management

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.

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.
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.

Assistance Centers

Local Assistance Centers

1. 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:
   2. resource facility for disaster information, services and programs
   3. community-based service facilities
   4. managed by local government
   5. 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.

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.

**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 Cal EMA via the Southern Region and County OES will be responsible for coordinating staffing support functions for the agencies providing assistance.

**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.
Public Assistance

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.

FEMA Public Assistance

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:

1. Applicant Handbook (FEMA 323)
2. Public Assistance Policy Digest (FEMA 321)
3. Public Assistance Guide (FEMA 322)

**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.

**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.

**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.

**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.
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:

1. Restore or replace essential property;
2. Pay all or part of production costs associated with the disaster year;
3. Pay essential family living expenses;
4. Reorganize the farming operation; and
5. Refinance certain debts

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.

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 Cal EMA 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.
Hazard Mitigation

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:

A. Prevention
B. Property protection
C. Public education and awareness
D. Natural resource protection
E. Emergency services
F. Structural projects

Hazard Mitigation Actions
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).
**Operational Area Emergency Plan**

**Unified San Diego County Emergency Services Organization**

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**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.

**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.

**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:

1. If hazard mitigation could be effective.
2. The size and composition of the jurisdiction.
3. Local government's authority to regulate land use and construction practices.
4. The local government's exercise of such authority.
5. 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:

A. **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.
B. **Flood Mitigation Assistance (FMA):** Yearly funds used in the acquisition, relocation, and demolition of repetitive loss properties throughout 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.

C. **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.

**Roles and Responsibilities**

**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:

1. Provide for a Joint Federal/State/Local Hazard Mitigation Team to survey the affected area and plan for hazard mitigation.
2. Appoint a Hazard Mitigation Coordinator to serve on the team.
3. Discuss hazard mitigation with local, State and Federal officials.
4. Coordinate with the State Hazard Mitigation Coordinator.
5. Administer the Section 406 Hazard Mitigation Program.
6. Make sure hazard mitigation measures are actually implemented.
7. Provide technical advice and assistance.
8. Encourage State and local governments to adopt safe zoning and construction standards.
9. Ensure that Federal efforts are in addition to local and State efforts.
10. Encourage initiative by State and local governments.
11. After floods, follow FEMA Floodplain Management Regulations.
State
The Governor will appoint a representative of Cal EMA 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:

1. 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.
2. Provide funding or technical assistance to eligible applicants.
3. Arrange for State inspection or audit to verify compliance with approved hazard mitigation measures.
4. 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.
5. Accomplish hazard mitigation planning in accordance with the Federal/State Agreement.
6. Provide advice and assistance on hazard mitigation measures to applicants, private organizations and individuals.
7. Evaluate or have the applicant evaluate the natural hazards in the disaster area and make mitigation recommendations.
8. Follow up with applicants to ensure that, as a condition for any grant or loan under the Act, hazard mitigation actions are indeed taken.
9. 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.
10. Review and update disaster mitigation portions of emergency plans as needed.
11. Administer the Section 404 HMGP.

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:

1. Appoint a Local Hazard Mitigation Coordinator to work with the Federal/State Hazard Mitigation Team.
2. With respect to any project application, submit adequate assurance that required hazard mitigation measures have been taken or will be completed.
3. 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.
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.

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

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

2. 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.
7. Centre City Development Corp. (www.ccdc.com): Provides demographics and new construction data on downtown San Diego.

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.

VI. 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:

A. response actions taken;
B. application of SEMS;
C. suggested modifications to SEMS;
D. necessary modifications to plans & procedures;
E. identified training needs; and
F. 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.
VII. Plan Maintenance, Training and Exercises

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.

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.

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.