

MARIN COUNTY SHERIFF'S  
OFFICE OF EMERGENCY SERVICES (OES)



**MARIN COUNTY OPERATIONAL AREA  
EMERGENCY RECOVERY PLAN (ERP)**



**Prepared by:**

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**RESOLUTION NO. 2012-118**  
**RESOLUTION OF THE MARIN COUNTY BOARD OF SUPERVISORS**

**WHEREAS**, Marin County is subject to Earthquake, Fire, Flood, Terrorism and other serious hazards; and

**WHEREAS**, Marin County faces major problems after the response to emergencies when recovery efforts begin to transpire; and

**WHEREAS**, Marin County's vital life-support systems and long-term activities designed to return infrastructure systems to pre-emergency conditions, are rapidly needed after emergencies; and

**WHEREAS**, the overall objective of emergency management for Marin County is to ensure the effective management of response forces and resources in preparing for, responding to, and recovering from situations associated with natural disasters, technological incidents and national security emergencies; and

**WHEREAS**, Marin County's emergency management is committed to providing effective life safety measures while reducing property loss and damage to the environment, and to providing for the transition from disaster response mode to recovery mode when the requirements to save lives, protect property, and protect public health and safety diminish; and

**WHEREAS**, the Marin County Operational Area is responsible for recovery efforts evolving out of the Emergency Operations Center (EOC) into specific departments for which these functions are part of the departments' respective missions; and

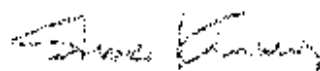
**WHEREAS**, the Marin County Sheriff's Office of Emergency Services did develop an Emergency Recovery Plan, which serves as a legal and conceptual framework for emergency recovery for the Marin County Operational Area.

**NOW, THEREFORE, BE IT RESOLVED**, that the Board of Supervisors of the County of Marin hereby adopts the Marin County Operational Area Emergency Recovery Plan (ERP) as presented to Board and attached to this Resolution.

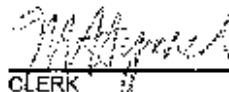
**PASSED AND ADOPTED** at a regular meeting of the Board of Supervisors of the County of Marin held on this 13th day of November, 2012, by the following vote:

**AYES: SUPERVISORS**     Kefe Rice, Susan L. Adams, Judy Arnold, Kathrin Sears,  
   Steve Kinsay

**NOES:**     NONE  
**ABSENT:**    NONE

  
\_\_\_\_\_  
PRESIDENT, BOARD OF SUPERVISORS

**ATTEST:**

  
\_\_\_\_\_  
CLERK



**MARIN COUNTY OPERATIONAL AREA  
EMERGENCY RECOVERY PLAN**



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# MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



## PART ONE: GENERAL INFORMATION

### FOREWORD

Marin County, just to the north of San Francisco within the San Francisco Bay Area, is highly vulnerable to both natural hazards and human-caused disasters, such as earthquakes, fires, floods, and terrorist incidents. The effects of a significant disaster in the Bay Area would not only overwhelm Marin's response resources, but would threaten depletion of available resources for immediate and long-term recovery from such extensive damage.

While the Marin County Emergency Operations Plan (EOP) describes the planned response to emergencies, this Emergency Recovery Plan (ERP) is designed to accommodate the special challenges inherent in all disasters, especially those severe disasters requiring significant recovery effort and support. All segments of the Marin County community need to participate as partners in the development of their recovery goals. Additionally, strong local leadership is needed to ensure an inclusive planning process and instill confidence that well-planned recovery goals can be achieved with specific consideration to Access and Functional Needs (AFN) populations.<sup>1</sup>

### PURPOSE/OBJECTIVES

This ERP establishes procedures and assigns responsibilities to ensure the effective management of emergency recovery operations within the Marin County Operational Area (OA). It provides an All Hazards framework for collaboration and coordination during emergencies in the county. Further, it describes operational concepts relating to recovery, identifies components of a recovery organization, and describes general responsibilities of the Marin County Sheriff's Office of Emergency Services (OES) and the other entities for the restoration of communities in Marin. The ERP also identifies resources that State and Federal agencies may provide.

This plan does not replace existing emergency response and recovery systems. Rather, it builds on the Standardized Emergency Management System (SEMS) and the California State Emergency Operations Plan to provide methods for cooperation among local government within the county. The ERP complies with the requirements of the National Incident Management System (NIMS), and is consistent with the National Preparedness Goal.

Following the issuance of a Gubernatorial Proclamation of Emergency, or if the President issues or is anticipated to issue a Declaration of an Emergency or a Declaration of a Major Disaster within Marin County, *recovery* operations in a multi-jurisdictional incident are coordinated and managed by the OA in accordance with the California Emergency Services Act. This plan, then, is written as if supporting *recovery* from an incident or disaster having a multi-jurisdictional impact. **However, should the disaster occur within the political boundaries of a single city or totally within the unincorporated county area, the impacted jurisdiction completes all recovery actions and operations on its own and non-impacted jurisdictions remain available to provide potential assistance.**

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<sup>1</sup> Marin County Operational Area Access and Functional Needs Planning Guidance, August 2011

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Among other recovery objectives in the aftermath of a major disaster, the Marin County OA will seek to accomplish the following in the first 90 days through implementation of the ERP:

- Restoration of basic hospital services and other facilities that provide medical care to the community, together with necessary supplies
- Facilitation of the transition of displaced populations from shelters to interim and long-term housing arrangements, and ensure social services as necessary
- Facilitation of the resumption of employment and economic activity of businesses located in the county
- Identification of repairs that can be implemented immediately, as well as long-term restoration needs of critical infrastructure such as transportation, communications, and utilities, to enable the resumption of basic services
- Resumption of the delivery of full range of government services
- Resumption of the functioning of educational systems
- Resumption of services to people with Disabilities and People with “Access and functional Needs”, formerly “Special Needs”<sup>2</sup>
- Development of a comprehensive plan for rebuilding that is consistent with Marin county-wide policies and priorities, including focused development, environmental sustainability, equitable use of resources, and historic preservations

### SCOPE AND APPLICABILITY

Marin County encompasses 521 square miles with a total population of approximately 250,000. The county's eleven cities and towns and the unincorporated area are referred to as local government or political subdivisions. During the recovery from an actual disaster, the scope of coordination for recovery may include all or part of Marin. The ERP applies to a 90-day period following a major disaster. The Plan describes the transition from the immediate response to a disaster to operations, in which the recovery of affected communities is emphasized. It describes the effects of a major earthquake because earthquake is likely to have the greatest impact of any type of incident in the county in terms of damage to housing, infrastructure, and the economy. The concepts described in this document, however, are applicable to disasters resulting from other incidents, regardless of type.

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<sup>2</sup> Section 12132 of the Americans with Disabilities Act



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## AUTHORITIES, REQUIREMENTS, AND REGULATIONS

The ERP provides a general description of authorities that apply to the EOP and threat specific annexes:

- Post Disaster Housing
- Care and Shelter
- Spontaneous Volunteers
- Tsunami
- Medical Health
- Animal Response
- Oil Spill Contingency
- Bioterrorism

The ERP establishes policies and procedures to guide the effective management of emergency recovery operations within Marin.

The ERP also reflects the following guidance documents:

- Marin County Emergency Operations Plan (EOP)
- Access and Functional Needs (AFN) Planning Guide
- Local Hazard Mitigation Plan (LHMP)
- Local Assistance Center Handbook (LAC)
- State Disaster Debris Management Strategy and Guidance
- National Response Framework (NRF)
- FEMA's Emergency Support Functions (ESFs)

## ROLES AND RESPONSIBILITIES

Marin County and other local government agencies in Marin County respond to an emergency or disaster in accordance with the Standardized Emergency Management System (SEMS). Under SEMS, local government and special districts respond directly to incidents within their respective jurisdictions, and request resources through mutual aid systems and the Marin OA Emergency Operations Center (EOC). As the requirements to save lives, protect property, and protect public health and safety diminish, the EOC will transition to recovery operations mode. Ultimately a recovery organization not based in the EOC will evolve and recovery functions may be moved to specific departments for which these functions are part of the departments' respective missions. Consequently, emergency response agencies of local governments and the OA tend to have a diminishing role in recovery activities as the recovery phase proceeds.

**MARIN COUNTY OPERATIONAL AREA  
EMERGENCY RECOVERY PLAN**



ORGANIZATION	EXAMPLES	STRUCTURE	PRIMARY ROLE
<u>Local Governments</u>	County Cities/Towns Special Districts	<ul style="list-style-type: none"> <li>Initially: EOC-based, in accordance with SEMS/NIMS</li> <li>Transition to department-based activities</li> </ul>	<ul style="list-style-type: none"> <li>Resume government functions</li> <li>Facilitate all aspects of recovery within respective jurisdictions</li> </ul>
Non-Governmental Organizations and Community Based Organizations	American Red Cross Marin Interagency Disaster Coalition membership (MIDC) <sup>3</sup>	Varies by organization “	Provide recovery assistance to individuals in accordance with their mission
Infrastructure owners	PG&E MMWD NMWD Marin Sanitation District Golden Gate Bridge Highway and Transportation District Marin Transit Utilities/Telecommunications		<ul style="list-style-type: none"> <li>Restore basic services</li> <li>Initiate immediate repairs</li> <li>Initiate planning for and implementation of permanent repairs</li> <li>Restores pre-disaster functionalities</li> <li>Restores transportation</li> <li>Restores basic services</li> </ul>

<sup>3</sup> MIDC is a certified Volunteer Organization Active in Disaster (VOAD) for Marin County

# MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



<u>Operational Area</u>	Marin County Sheriff's Office of Emergency Services (OES) -  - responsible for coordinating disaster/emergency response and recovery	<ul style="list-style-type: none"><li>• Planning Unit focuses on recovery in coordination with local government, local agencies, and the Regional Operations Center (REOC)</li><li>• Establishes a Local Assistance Center (LAC)</li><li>• Transitions from EOC to Recovery Organization</li></ul>
<u>California Emergency Management Agency (CalEMA)</u>	Coastal Region	<ul style="list-style-type: none"><li>• Activates the REOC -</li><li>• Supports resource requests from the OA to the State, CalEMA, and Federal Emergency Management Agency (FEMA)</li></ul>

## PLAN DEVELOPMENT AND MAINTENANCE

Marin County Sheriff's Office of Emergency Services (OES) is responsible for the maintenance, revision and distribution of the ERP. In coordination with local government emergency management leadership and recovery agencies, OES will update the plan as needed.



## PART TWO: RECOVERY / CONCEPT OF OPERATIONS

### TRANSITION FROM RESPONSE TO RECOVERY

Recovery operations begin concurrently with, or shortly after, the commencement of response to disaster. Following any emergency declaration, *response* and *recovery* actions are implemented in all impacted jurisdictions. Initial *recovery* activities transpire in the immediate aftermath of an incident and might even occur while *response* is still on-going.

Response activities are characterized as those immediate efforts necessary to save lives, protect property and protect public health and safety. Response activities begin at the time of the incident and generally conclude when:

- Immediate threats have been eliminated
- Public safety agencies are no longer conducting widespread life-safety missions
- Mutual aid resources return to their respective jurisdictions
- Displaced individuals and families have been sheltered <sup>4</sup>

Recovery operations begin concurrently with, or shortly after the commencement of response

Recovery operations begin concurrently with or shortly after the commencement of response operations. Recovery includes both short-term activities intended to return vital life-support systems to operation, and long-term activities designed to return infrastructure systems to pre-disaster conditions. Recovery operations are typically handled by the departments of local and county governments, as well as by regional agencies. These entities may coordinate recovery functions as part of their daily missions to include:

- Damage assessment
- Debris removal
- Restoration of utilities such as water and power services
- Restoration of basic transportation services and routes
- Provision of temporary housing and financial assistance to individuals and families
- Initiation of processes to recovery disaster-related costs through Federal Grant Programs

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<sup>4</sup> Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters 11/2010 (FEMA/Department of Homeland Security)

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### **Short-Term Recovery**

The major objectives of short-term recovery operations include stabilizing the situation and beginning the process of restoring community and economic functions. As the immediate threat to life, property and environment subsides, the rebuilding of Marin County will begin through various recovery activities such as:

- Restoring utilities and basic services
- Establishing and staffing LACS
- Applying for State and Federal assistance programs
- Conducting hazard mitigation analyses
- Identifying and removing debris and residual hazards
- Determining recovery costs associated with response and recovery

### **Long-Term Recovery**

Long-term recovery includes those activities necessary to restore a community to its “normal” pre-disaster state, or viable and even improved “old normal” state.

Long-term recovery requires significant planning to maximize opportunities and mitigate risks after a major incident. Long-term recovery can continue for years and may include the following:

- Reconstruction of public and private facilities and infrastructure
- Planning and rebuilding of housing
- Implementation of waivers, zoning changes, and other land use legislation to promote recovery
- Provision of long-term assistance to displaced families
- Coordination of long-term social and health services delivery
- Restoration of the local economy to pre-disaster levels
- Integration of mitigation strategies into rebuilding efforts
- Recovery of disaster-related costs for infrastructure restoration through Federal State and Federal assistance

# MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



## SPECIFIC RECOVERY ELEMENTS

### Individuals, Families and Private Sector

Individuals and families try to stabilize their circumstances by seeking adequate shelter, assessing damage to their property, resuming work and other regular activities, applying for Federal assistance, and obtaining insurance proceeds. Individuals and families may choose to relocate if the damage to their residences and places of work is significant.

The private sector engages in activities necessary to resume business operations, including assessing damage, implementing continuity of business plans, caring for employees, shifting operations to temporary facilities and other locations, applying for Federal assistance, and obtaining insurance proceeds. Businesses may choose to relocate, or close down. Businesses also may play a key role in donating goods and services for community recovery.

### Local Governments

Local government, OA special districts and regional entities organize recovery operations according to their respective priorities and mechanisms for conducting business. Using the whole community approach, these jurisdictions may work with neighboring jurisdictions to share resources or address common problems, and may undertake the following actions to stimulate recovery within their respective communities<sup>5</sup> :

- Remove debris and open transportation routes
- Restore public services, including transportation and publicly owned utilities
- Activate a LAC and other functions to assist individuals and families with recovery
- Work with State and Federal officials to assess damage, identify needs, and secure financial assistance for response and recovery
- Assess the housing situation, identify potential solutions, and request support
- Assess damage to public facilities and initiate temporary repairs
- Assess damage to private property and issue permits for repairs and demolition
- Resume government functions
- Enact appropriate zoning variances to accommodate business and commercial repairs
- Assist with identification of temporary housing and business space

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<sup>5</sup> Provision for functional needs and equal access to recovery services emphasis as an integral part of a Marin County's Emergency Plans

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



When local and regional governments need to request support from the State and Federal Governments for recovery activities, it may include the following:

- Inspections of damaged residences and other buildings, which CalEMA provides using volunteer inspectors under the Safety Assessment Program
- Emergency transportation to enable workers to reach their jobs despite damage to transportation infrastructure. CalEMA may request that FEMA coordinate direct Federal assistance for this purpose.

These jurisdictions also work simultaneously through State agencies to obtain funding under Federal assistance programs. Coordination and delivery of these programs generally occurs outside of SEMS, as further described.

### **Non-Governmental and Community-Based Organizations**

Non-governmental and community-based organizations (NGOs/CBOs) play a key role in providing support for community recovery. Voluntary Organizations Active in Disaster (VOAD)<sup>6</sup>, which includes organizations such as the American Red Cross and the Salvation Army, provides support to individuals and families who are displaced by a disaster and work with governmental organizations to support the transition from care and shelter operations to interim housing arrangements. They provide these services independently or in coordination with Federal, State and local efforts. This includes full consideration for people with disabilities and a full and equal opportunity to use and enjoy available programs and support services. Community organizations active before a disaster may expand their services to meet increased needs. Such groups include churches, neighborhood health clinics, and food distribution agencies. NGOs and CBOs provide services ranging from management of donations and assistance to individuals to support reconstruction housing.

### **California Emergency Management Agency (CalEMA) and State Agencies**

CalEMA coordinates regional and statewide recovery operations, assistance from other state agencies, and assistance from the Federal government. Other State agencies may provide support to local governments under their respective authorities, or under other Federal programs. For example, Caltrans implements the Federal Highway Administration's Emergency Relief Program under which the agency provides funding for the restoration of damaged roads, bridges, and other features that are considered to be part of the system of Federal-aid routes.

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<sup>6</sup> Marin County's designated VOAD, the Marin Interagency Disaster Coalition (MIDC) is the vehicle for coordinating nonprofit, community based organizations, and private sector agencies serving animal needs during and following disaster

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### **Federal Emergency Management Agency (FEMA), Federal Agencies, and Emergency Support Function (ESF) #14**

A major disaster in the Bay Area region triggers an immediate Presidential declaration of disaster. The Federal Government provides support response and recovery under the National Response Framework, immediately mobilizes resources in anticipation of likely needs, and provides those resources to State and local governments upon request from the state. FEMA coordinates Federal response and recovery operations. The National Response Coordinating Center (NRCC), a component of the National Operations Center (NOC), develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the threat or incident. ESF #14, Long Term Recovery is described below.

- **Recovery Programs.** Under the Stafford Act<sup>7</sup>, FEMA also coordinates Federal recovery programs which may include:
  - Assistance for individuals and families through the Individual and Household Program, including provision of temporary housing
  - Assistance to state and local governments and certain private non-profit organizations for extraordinary costs related to response, removal of debris, and damage to buildings and infrastructure through the Public Assistance Program
  - Assistance to state and local governments through the Hazard Mitigation Grant Program for measures to reduce damage from future disasters
- **Other Federal Programs.** Other Federal agencies may implement non-Stafford Act recovery programs authorized under disaster-specific legislation. For example:
  - The Small Business Administration (SBA) provides low interest loans for repairs to damaged homes and for damage to businesses
  - The Federal Highway Administration provides funding to State and local governments for the restoration of damaged roads, bridges, and other features that are part of the system of Federal-aid routes
- **Delivery of Federal Assistance Programs.** FEMA coordinates Stafford Act programs, such as the Public Assistance Program, with OES through the Joint Field Office. Coordination of other programs, such as the Emergency Relief Program, may occur outside the Joint Field Office. Federal funding for these programs, such as the Public Assistance Program, may pass through the State or be delivered directly to the recipients, such as with assistance to individuals through the Individual Housing Program.

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<sup>7</sup> Congress passed the Robert T. Stafford Disaster Relief and Emergency Assistance Act in 1988.



## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



However, these programs generally are not implemented through SEMS. For example:

- A city public works department seeking assistance for repairs to damaged infrastructure applies for Public Assistance funding through CalEMA to FEMA, and works directly with CalEMA and FEMA to obtain funding
- The County Transportation Division (Public Works) department seeking assistance for repairs to a Federal-aid route applies for Federal Highway Administration Emergency Relief Program funding through Caltrans working directly with Caltrans to obtain that funding
- **ESF #14.** FEMA also coordinates the activities of ESF #14 – LONG TERM RECOVERY- with Marin County OES through the Joint Field Office. Through ESF #14, Federal agencies help affected communities identify recovery needs and potential sources of recovery funding, as well as provide technical assistance in the form of recovery planning support as appropriate. Working with local governments, OES identifies communities for which this mechanism is necessary.

ESF #14 efforts are driven by State/local priorities, focusing on permanent restoration of infrastructure, housing, and the local economy. While consideration of long-term recovery is imbedded in the routine administration of the disaster assistance and mitigation programs of FEMA and other Federal agencies, some incidents, due to the severity of the impacts and the complexity of the recovery, will require considerable interagency coordination and technical support. When activated, ESF #14 is supported by four primary agencies including the Departments of Agriculture, Commerce, Homeland Security, Housing and Urban Development and Treasury, as well as the Small Business Administration. A number of other agencies serve in a support role.

ESF #14 provides the coordination mechanisms for the Federal government to:

- Assess the social and economic consequences of the impacted area and coordinate Federal efforts to address long-term community recovery issues resulting from an Incident of National Significance
- Advise on the long-term community recovery implications of response activities, the transition from response to recovery in field operations, and facilitate recovery decision-making across ESFs
- Work with State, local, and tribal governments, NGOs and CBOs, and private sector organizations to conduct comprehensive market disruption and loss analysis and develop a forward looking market-based comprehensive long-term recovery plan for the affected community
- Identify appropriate Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- Avoid duplication of assistance, coordinate to the extent possible program application processes and planning requirements to streamline assistance, and identify and coordinate resolution of policy and program issues
- Determine /identify responsibilities for recovery activities, and provide a vehicle to maintain continuity in program delivery among Federal departments and agencies, and with State, local, and tribal governments and other involved parties, to ensure follow-through of recovery and hazard mitigation efforts

### RECOVERY TASK FORCE (RTF)

#### Regional Recovery Task Force (Regional RTF)

During a major disaster when recovery is affecting significant areas beyond Marin County, a Regional Recovery Task Force (RTF) under the Governor or designee will convene to provide a forum for community leadership for recovery issues that are regional in scope and represents the region's interests in discussions with the state and Federal government. Representatives may include:

- CalEMA/FEMA/Department of Homeland Security representation
- Local County government, all political county subdivisions, Health & Human Services, AFN representation
- Major cities (such as Oakland, San Francisco, and San Jose)
- Association of Bay Area Governments (ABAG)
- Private sector representatives, as appointed by the Governor or designee

#### Marin Operational Area Recovery Task Force (Marin RTF)

The Marin OA Planning and Intelligence Section in the EOC, and subsequently at the field operations level, initiates plans for the county's recovery. Based on the needs of the county as expressed in situation reports, initial damage assessments, and information collected by State and Federal agency representatives in affected areas, plans will outline priorities for the recovery process. When initial life-safety operations are completed, the Marin RTF begins to form to assume the process for developing a strategic plan for recovery based on priorities and continues to lead recovery efforts after the focus of operations moves out of the EOC environment. The Marin RTF may continue to operate throughout the long-term recovery process, until requirements for county coordination are no longer evident.

The Marin OA Planning Section in the EOC, and subsequently at the field operations level, initiates plans for the county's recovery.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



An appointed OA Coordinating Officer will be the designated Marin County OA representative on the Regional RTF in order to best represent the county's interests at the regional and State level when prioritizing recovery issues and coordinating expenditures of public funds and resources.

At the Marin OA level, the RTF oversees planning in support of recovery, facilitates the prioritization of activities if there is competition for resources, and uses the Whole Community<sup>8</sup> approach for all recovery issues.

The Marin RTF is also the public face for Marin County's recovery, providing the community with updates on restoration efforts, and how individual interests are being balanced with the policy initiatives of the larger community and the region.

The Marin RTF will ensure Task Force and Working Group membership to include People with Disabilities and Access and Functional Needs (AFN) who can best represent specific needs for the whole community in the process of all recovery planning and project implementation.

The Marin RTF considers existing comprehensive plans, redevelopment plans, education system initiatives, and economic development strategies in affected communities. Because a disaster can change the physical or economic landscape, recovery provides an opportunity to inject resources into promising ventures or to recast the failing ones into new concepts. Examples include rebuilding of schools or revitalization of major corporate and business complexes. Projects and programs can be building blocks for community improvement or problems to be solved by relocation or at disadvantageous location but lacking capital resources for system reconfiguration. Based on review of by the State and FEMA, a combination of Federal funds, the Hazard Mitigation Grant Program, and the U. S. Environmental Protection Agency with operating efficiency gains might enable the implementation of what is initially considered an unfeasible project.

Marin RTF experts must consider important community problems that can be solved during a major rebuilding effort, including physical, economic, and social objectives of local governments. For example:

- Issues that impede broader economic benefits for Marin's population, such as job creations
- Elements of the county that could be refashioned if large-scale reconstruction becomes necessary
- Resources that require preservation

The Marin RTF may consider prior studies of social needs in the areas of poverty, age, education and health. Such studies describe the segments of a population that are most vulnerable in the event of a disaster, and can help planners to anticipate needs. Categories of concern for affected residents include:

- Physical housing
- Personal safety

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<sup>8</sup> Whole Community Approach (FEMA) meeting needs, regardless of demographics such as age, economics, or accessibility requirements

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- Employment
- Financial capacity

As government assistance is often not enough to meet all needs following a large disaster, the Marin RTF will look to the Marin MIDC and its partner organizations for assessment of inevitable unmet needs of Marin's community after disaster. This may include rebuilding a home for one family, counseling and financial assistance for another, and a variety of resources needed to restore the community to "normal" as soon as possible. MIDC participating partner agencies can assist with a piece of each community member's recovery, but many times no one agency can meet all needs. Under the recommendations of the National Voluntary Organizations Active in Disaster (NVOAD), a long term recovery committee (LTRC) or a long term recovery organizations (LTRO) may be established. The LTRC remains its status as a committee, while the LTRO reflects incorporation as a nonprofit. For smaller disasters, the LTRC approach may be sufficient. For the lengthy recovery that may follow a major disaster, some recovery groups may want to incorporate. Both the LTRC and LTRO may administer, manage and prioritize recovery assistance to those with unmet needs following a disaster, as they assess individual needs, raise and disburse funds, and link individuals and families with resources.

Marin RTF Working Groups may be established to manage specific issues to include the following topics and participants:

- Debris management: local public works departments, local waste management authorities, and environmental health divisions
- Transportation: Marin Transit, Whistle Stop Wheels, Golden Gate Transportation District, and private transportation entities with capabilities to transport (i.e. to temporary shelter or housing) the members of the whole community, including people with disabilities and Access and Functional Needs (AFN)<sup>9</sup>
- Housing: local housing authorities and community development departments, private real estate firms, and local planning organizations
- Economic and community recovery: local economic development redevelopment agencies and businesses

The Marin RTF must have a public information officer to keep the operational area informed and engaged in the effort, and to maintain confidence in the county's resiliency.

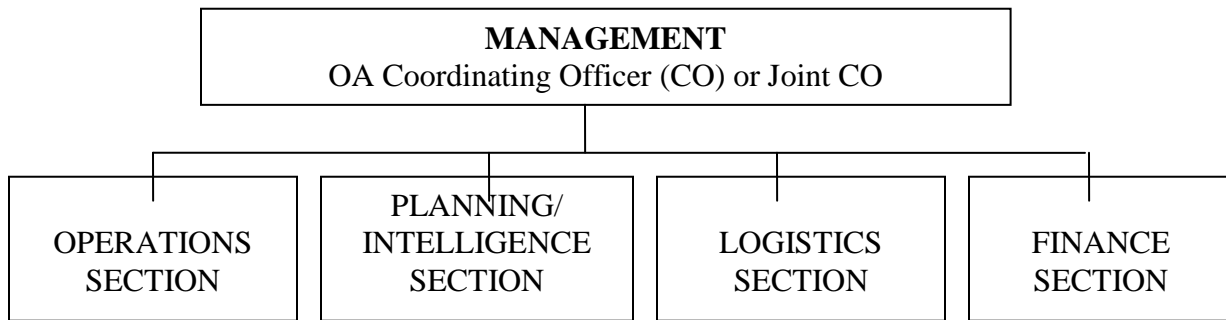
### **MANAGEMENT OF RECOVERY OPERATIONS**

The Marin RTF is a SEMS-based organization under direction of the OA Coordinating Officer convened to facilitate and coordinate *recovery* operations. Cities, towns and special districts may organize in accordance with their own procedures; however a similar organization to that of the OA facilitates coordination and efficiency.

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<sup>9</sup> Functional Needs Support Services (FNSS) Guidance for Integration of Functional Support Services in General Population Shelters, 11/2012 (FEMA/Department of Homeland Security)

# MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



**Management** Responsible for *recovery* coordination and management:

- Developing *recovery* policy issues requiring CEO, Board of Supervisors or City Council decisions
- Keeping elected officials apprised of *recovery* activities and progress
- Directing and approving release of information to the public
- Ensuring the safety of *recovery* activities

**Operations:** Responsible for coordinating, facilitating or prioritizing day to day *recovery* activities, as needed. Ensures, coordinates or monitors activities such as:

- Restoration of medical health facilities and services
- Returning government facilities to full operation mode
- Repairs to utility and transportation systems
- Collecting, removing and disposing of debris
- Demolishing condemned buildings
- Providing emergency housing
- Providing damage and safety inspections
- Providing an application process for disaster assistance

**Planning/Intelligence:** Prepares action plans for *recovery* operations and situation reports, makes recommendations for and collects documentation on *recovery* activities including:

- Recommended changes/waivers to zoning and land use ordinances
- Recommendations for waiving/altering building permit process and requirements
- Alternative enforcement of building regulations and codes
- Incorporating *recovery* projects in the General Plan and the Local Hazard Mitigation Plan
- Coordinating and preparing after-action reports and lessons learned

**Logistics:** Obtains resources for *recovery* operations, including:

- *Recovery*- specific supplies and equipment
- Vehicles and personnel
- Temporary office space (and reallocates existing space)

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



**Finance/Administration:** Manages the financial transactions of *recovery*, including:

- Preparing and maintaining the *recovery* budget
- Developing and maintaining *recovery*-specific contracts
- Processing *recovery* accounting and claims
- Managing insurance claims for public agencies and for disaster assistance

### INITIAL RECOVERY EVENTS

Early in recovery, the Marin RTF coordinates collection of information to be used in the Initial Damage Estimate (IDE) and the Safety Assessment, which will, in turn, be used in any request for State and Federal disaster assistance. At the same time, the RTF establishes a Local Assistance Center (LAC) which is a temporary facility that houses all city, county, state and federal agency and department representatives providing support to victims. NGOs, non-profit agencies, and insurance agencies also set up in or near the LAC in order to provide easy access and timely support to their clients. LAC support takes the form of replacement driver's licenses, birth certificates, and deeds, help with completing veterans benefit forms, and providing easy access to the planning and building departments where paperwork for demolition and rebuilding licenses and permits can be started

Where it is suspected by the magnitude of the event that a Federal disaster proclamation is imminent, Emergency Management Mutual Aid (EMMA) may be requested from Cal EMA to assist with organizing recovery operations. A Local Proclamation is required to enable jurisdictions and State agencies to render official mutual aid, and, importantly, for them to recover associated costs. The Proclamation of a Local Emergency precedes a Governor's State of Emergency Declaration and the Governor's further request for a Presidential Declaration of Emergency or Major Disaster.

For these reasons and others explained below, accurate recordkeeping and accounting practices are essential to maximizing incident cost recovery. Separate records related to expenditures for supplies and equipment as well as personnel hours involved must be maintained from the outset of recovery. The activities listed below occur before and while the RTF is being established, and as a result there may be some overlapping of activities between response, support of which is managed by a city or the Emergency Management Office and recovery which is facilitated and coordinated by the associated RTF.

#### Windshield Survey

A Windshield Survey is an appraisal by first responders, damage assessment teams and safety assessment teams of the entire impacted area conducted, most often, via motor vehicle. It is conducted as early as possible in order to determine the scope of damage and destruction, boundaries of the impacted area(s), and any immediate resource needs. Survey results are submitted to the Emergency Management Organization, the EOC, and the RTF as appropriate.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### Safety Assessment

As soon as possible, an assessment is conducted (in all impacted jurisdictions) to identify immediate threats to public health and safety and to determine the true scope of the disaster. CalEMA can provide assistance through the Safety Assessment Program (SAP) which is requested through the CalEMA Regional EOC (REOC). The Safety Assessment is the evaluation of facilities to determine the condition of buildings and infrastructure for continued use. It is coordinated by the Safety Assessment Coordinator in the EOC Planning Section. These assessments are not intended to identify the type, size or specific location of damage, but are primarily conducted to categorize facilities as to their safety for continued use.

Based on the assessment results, appropriate emergency protective measures are implemented; for example:

- Road closures
- Safety tagging or “placarding” of structures indicating their worthiness for occupation and use and for demolishing of severely damaged buildings
- Closure of businesses or relocation of government services out of unsafe structures
- Rapid debris removal, stream clearance, or soils stabilization
- Mitigation of threats to public health

### Damage Assessment

Following completion of the Safety Assessment of all public and private property, impacted jurisdictions complete a detailed Damage Assessment report for public buildings/structures/etc. that, for each damaged location, includes:

- Individual identifier
- Geographic coordination
- Extent of damage
- Work category

The report from each Damage Assessment Team includes clearly labeled photographs showing damage and estimated repair/replacement costs for each public structure or infrastructure site (county/city/special district buildings or facilities, roads, bridges, water treatment plants, etc.). Subsequently, the Marin RTF prepares a list of projects for each work category, e.g., utilities, public buildings, water control facilities, etc. A project may consist of one item of work in a single category, such as repair to a single structure, or work that occurs at multiple sites, such as repair to several separate washouts along a road.

Each project will be given an estimate of the repairs necessary to return the site to its pre-disaster condition or to current codes and standards. (Note: Jurisdictions may wish to use the disaster to pursue improvements to damaged areas, but the costs associated with *improvements* (vice *repairs*) are subject to special calculation protocols that are outlined in detail in FEMA Publication 322, *Public Assistance Guide*, July 2001.

Copies of the Damage Assessment Summary are maintained by Planning Sections and provided to:

- An “authorized agent” – may be by Board of Supervisors
- The Jurisdiction Coordinating Officer
- OA Coordinating Officer
- State and Federal inspectors, as requested

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### Recovery Assistant Facilities

#### ***Local Assistance Center (LAC) – Local Government***

One or more LACs will be established by the county or an affected city or cities, preferably within 48 hours of completion of initial response, at a central location from which individuals and businesses can obtain assistance. Representatives from local government (city, county and special district), state and federal agencies, relief agencies (e.g., Red Cross, Salvation Army, etc.) and essential service providers (e.g., telephone, power, water, etc.) are normally present.

If the disaster does not receive a Presidential Declaration, the LAC provides the county and cities with a single location at which victims' needs are addressed (by such means as matching victims with federal programs not requiring a Presidential Declaration), and from which the media is kept informed on disaster assistance programs and status.

Individuals not qualifying for federal programs may receive support from other programs offered by local non-profit agencies. The authorized agent or Joint CO may be designated to act as a facilitator for citizens requesting assistance.

In addition to the availability of non-governmental essential service providers, assistance at the LAC (and the responsible agency) normally includes the following, but may include/exclude these and others based on the incident:

- *County or City services:*
  - a) Mental Health counseling and referral (HHS: Mental Health Division)
  - b) Property tax review and relief (Assessor's Office)
  - c) Grants for immediate needs
  - d) Property deeds (Clerk-Recorder's Office)
  - e) Building permits (City or County Planning & Building Departments)
  - f) Well testing/public health concerns (HHS: Public Health Divisions, County of Marin)
  - g) Animal care (Marin Humane Society)
  - h) MIDC support and facilitation of partner agencies' disaster services
  
- *State and Federal services:*
  - a) Miscellaneous services referral (Department of Consumer Affairs)
  - b) Employment Information (Employment Development Department)
  - c) Drivers Licenses and Automobile Registrations (DMV)
  - d) Veterans Benefits (Department of Veterans Affairs)
  - e) Contractor certifications (Contractors State Licensing Board)
  - f) State special tax registration (Board of Equalization)
  - g) Benefits (Social Security Administration)
  - h) State tax relief (Franchise Tax Board)



## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- *Relief Agency services(examples):*
  - a) Short term shelter/food/clothing (American Red Cross)
  - b) Short and longer term shelter/food/clothing (Salvation Army)
  - c) Free property clean up (Southern Baptist Disaster Relief)

### ***Disaster Recovery Centers (DRC) – Federal Government***

Disaster Recovery Centers (DRC) are set up in facilities coordinated through the RTF and managed by FEMA to house federal agencies. They are either physically established or “virtually” established through an 800 telephone number or an on-line registration and application system. If a DRC is physically established, it will consider the needs of and coordinate with existing OA and State response, relief and recovery agencies to ensure optimum accessibility.

A DRC provides a central location for individuals and businesses to register for federal disaster assistance and to receive information and recovery resource materials. More than one DRC may be established in or near stricken areas. A DRC must consider the needs of all AFN populations’ needs around and within their facility or space.

### ***Joint Field Office (JFO) – Federal Government***

Following a Presidential Declaration of a Major Disaster or Emergency, a federal Joint Field Office (JFO) will be established in proximity to the disaster area. The JFO serves as the coordination point for both state and federal assistance. The JFO shall consider the needs of the Whole Community in their establishment.

Typical functions of the JFO include:

- Coordination of the overall federal assistance programs for Individual and Public Assistance (IA/PA), as well as any existing emergency work
- Overall direction of public news releases on the progress of the emergency recovery actions, public notices on obtaining assistance, problems, and other pertinent information
- Coordination and cooperation with other Federal and State agencies
- Action Planning, identifying priorities and potential problems, and documenting recovery actions
- Operations – damage survey teams, outreach activities, and programs implementation (i.e., Public Assistance, Individual Assistance, Hazard Mitigation, etc.).
- Providing materials and resources needed for recovery.
- Tracking and monitoring of costs, approving purchases, and conducting audits



## PART THREE: SPECIFIC RECOVERY ISSUES

This section of the Marin Emergency Recovery Plan illustrates the implementation of Marin County's recovery operations following a major earthquake in the Bay Area. The descriptions provided herein are intended to identify key issues, and are not intended as detailed plans for recovery. Objectives are provided for actions within the first 90 days following an incident.

### DEBRIS MANAGEMENT

For major natural disasters, debris removal operations can account for more than 25 percent of disaster recovery costs. Although rapid removal of debris is the first priority, concern should be taken for the impact that various kinds of debris will have on the environment and the logistics of handling debris also before it reaches a landfill.

- Managing large amounts of debris requires local government debris amount assessment, debris management planning, and financial procedures (Reference: Marin County EOP *DRAFT* Debris Management Annex)
- Emergency Recovery for offshore debris, i.e. oil spill and associated polluted marine debris, may be addressed by NOAA's Office of Response and Restoration (NOAA's Ocean Service)
- The Office of Spill Prevention and Response (OSPR) has the Department of Fish and Game's public trustee and custodial responsibilities for protecting, managing and restoring State's fish, wildlife and plants

#### Objectives

- Clear debris for access by first responders
- Identify mechanisms and sites for staging, reducing, and disposing of debris
- Provide access for normal business and transportation purposes
- Identify and remove damaged and unsafe structures

# MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



## Assumptions

- The U.S. Geological Survey predicts there is a 63% chance of the Bay Area being hit with an earthquake with a magnitude of 6.7 or more. That 63% is the sum of the individual probabilities of each of the major Bay Area fault lines letting out a shaker of magnitude 6.7 or more. The Hayward Fault and Rodgers Creek Fault have the highest potential of blowing off some steam, at 31%. The infamous San Andreas Fault, which was responsible for Loma Prieta and the 1906 quakes, has a slightly lower chance of producing a big one, at 21%. A reoccurrence of the 1906 earthquake on the San Andreas Fault would generate 50 million tons of debris, much of it construction and demolition debris from damaged structures.

## Constraints

- Transportation infrastructure will be damaged, slowing the movement of debris out of affected areas.
- County, cities and towns have in-house equipment and personnel resources and access to contractors for debris removal activities. However, these resources will be overwhelmed by the volume of debris in the most severely affected areas.
- Debris from damaged structures is likely to contain household hazardous waste and other hazardous materials that require special handling.
- Local governments manage existing operating county landfills, such as Marin Sanitary Service and the Redwood Landfill and Recycling Center. Emergency debris disposal waivers must be addressed. A key challenge will be the disposal of large amounts of contaminated, electronic, and hazardous materials waste, which may not be acceptable at these facilities.
- Open space for managing debris, including staging, sorting, and reducing materials is scarce.

## Roles and Responsibilities

- County, cities, towns, special districts: Identify routes for clearance, remove debris from local roads, demolish damaged public facilities, assess the safety of damaged private structures, and implement permitting and approval of demolition operations.
- OES/OA EOC: Coordinates support for local and county debris removal operations through the Marin County OA EOC, through the REOC or SOC. Also coordinates requests for resources from the OA to support debris operations and seeks to provide volunteer inspectors under the SAP to assist with inspections of damaged structures.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- Owners of damaged buildings and infrastructure: Assess, secure, and demolish damaged structures.
- The County Department of Public Works, Waste Management Division: Oversees waste management operations within all areas of the county, is responsible for solid waste collection and diversion, and provides staff to the Marin County Hazardous and Solid Waste Joint Powers of Authority.
- Caltrans: Removes debris from state highways, and with the California Highway Patrol, identifies and manages routes for transport of debris.
- FEMA: Coordinates direct Federal assistance for removal of debris, provides technical assistance to state and local governments for debris removal operations, and implements the Public Assistance Program to provide funding for state and local government debris removal operations.
- U. S. Army Corps of Engineers: Through ESF#3 –Public Works and Engineering – implements direct Federal assistance for debris removal, staging, reduction, and disposal operations using technical assistance teams and contractor resources.
- The environmental aspects of debris removal, staging, reduction, and disposal are addressed by the county's Environmental Health Services, state agencies and regional boards, including the California Environmental Protection Agency, the Bay Area Air Quality Management District and the Regional Water Quality Board.

### Strategies

- County, cities/towns and special districts establish priorities for debris operations and begin debris removal operations, as follows:
  - Clearance of routes to allow access by first responders
  - Clearance of debris from critical facilities
  - Removal of debris from areas where it will impede recovery, such as from business districts, residential neighborhoods, and routes for mass transit
  - Demolition of unsafe structures
  - Establishment of sites for temporary staging and reduction of debris as it is removed (If local resources are not adequate to establish and operate these sites, the State can provide resources or request direct Federal assistance)

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- The Marin County OA approach is used to assess resource requirements of its local government, and, with support from the state, assesses the capacities of regional waste disposal facilities.
  
- The State coordinates through the SOC support for county and city/town debris removal operations, as follows:
  - Caltrans removes debris from state highways and prioritizes the reopening of the damaged routes needed to move debris across the region
  
  - The SOC coordinates the assignment of heavy equipment which is owned by state agencies or contractors to the state in support of the for debris removal in the Marin County OA
  
  - The SOC coordinates requests for assistance from the Federal Government, which FEMA coordinates through ESF #3 (Public Works and the Public Assistance Program)
  
- Assessment of requirements Through the Joint Field Office, CalEMA and FEMA coordinate technical and programmatic assistance to local government entities and ensure debris removal operations are conducted according to Federal requirements, facilitating reimbursement under the Public Assistance Program. At the request of the state, direct Federal assistance may be implemented for all phases of debris operations, including:
  - Clearance of emergency routes
  
  - Establishment and operation of temporary staging sites
  
  - Handling of hazardous materials
  
  - Transport and monitoring debris removal
  
  - Environmental monitoring and responder/worker safety
  
- The county, cities, and towns, may seek to reduce threats to public safety from damaged structures within their jurisdictions, including structures on private property. If determined that structures on private property pose a threat to public safety, they may proceed with condemnation and demolition. Federal funding for such activities may be limited to circumstances in which a threat to public health and safety exist. In such cases, local government should coordinate these activities with OES and FEMA before proceeding.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- The Marin RTF may form a Working Group to address the county-wide management of debris operations and disposal and would draw on leadership and membership from the Marin County Hazardous and Solid Waste Management Joint Powers Authority Local Task Force to do the following:
  - Facilitate the assignment of resources and allocation of space for staging, reduction and disposal
  - Assist with efforts to locate additional resources
  - Coordinate with the Bay Area Region and on environmental requirements with the appropriate agencies

As the response transitions to recovery, local management of debris operations may transition out of the EOC environment to those departments with the responsibilities and capabilities specific to the needs. This would include the Department of Public Works, Environmental Health, Community Development, and others.

- Debris removal and disposal will emphasize reduction and recycling of materials to reduce the impact on landfill space. Recycling of materials may generate revenue that local governments may be required to return to OES and FEMA to offset Federal support for debris operations. As they establish staging and reduction sites, the Marin County OA must establish procedures for separation of household hazardous waste and other hazardous materials that cannot be disposed of in landfills.
- As the recovery goes on, the county, cities, and towns manage demolition of structures through inspections, condemnation, and permitting processes.

### TRANSPORTATION

A major earthquake will cause significant disruption to all transportation in Marin County, affecting not only response capabilities, but also the county's capacity for recovery. The county's dependency on the Bay Area region's cross-links is significant. The transportation infrastructure is at risk when movement along faults can destroy Marin's freeways and critical highways that pass through key parts of the OA. When bridges and overpasses collapse or become unsafe, communities will be isolated. .

#### Objectives

- Immediately assess the safety of transportation routes, facilities and vehicles
- Restore transportation capabilities as soon as possible

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### Assumptions

- A major earthquake will cause significant damage to Marin transportation routes and the bridges connecting the county to the San Francisco Bay Area will likely have structural damage that will disrupt flow of traffic indefinitely.
- Marin County's public bus agency, Marin Transit District, service will be curtailed due ground failures and structural damage to overpasses and roads.
- Bus Service will be disrupted due to infrastructure barriers and higher than normal demand for transportation. Alternative routes may be established impacting normal mobility access.
- The Federal Government may provide direct assistance for transportation operations including repairs and restoration of infrastructure through ESF#3 – Public Works and Engineering, or through grants under the PA Program.
- The owners of transportation infrastructure are responsible for conducting safety inspections. Through the SAP, OES mobilizes volunteer engineers who can support inspection operations. The REOC coordinates assignment of the engineers throughout the region, based on requests from Marin County.

### Strategies

- Infrastructure owners and system operators will make initial efforts to assess damage to their respective systems, make emergency repairs, establish temporary systems, and re-establish operations.
- At the Bay Area regional level, the Municipal Transportation Commission (MTC) will chair a Transportation Working Group of the Regional RTF. As a participant of the Transportation Working Group, Marin Transit will prioritize restoration of facilities, equipment and operations.

## INFRASTRUCTURE

Infrastructure includes gas, electric, water utilities, and telecommunications systems. Although they are regulated by government, power and telecommunications systems in Marin, as in the Bay Area, are almost entirely privately owned. The potential for lost revenues drives private utility owners to quickly restore service to customers. Life safety issues drive the restoration of water systems, which are owned by public agencies and private companies.

# MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



## Objectives

- Immediately restore utilities and telecommunications, or provide temporary capabilities.
- Within a month, restore utilities and telecommunications, or provide temporary capabilities to residents, communities, and businesses.

## Assumptions

- A major earthquake will result in severe damage to utility infrastructure and telecommunication systems.
- Estimated time to restore damaged systems is incident-specific. However, it will take months to restore full service to all customers, either temporarily or permanently. For example, a magnitude 7.9 earthquake along the San Andreas Fault would potentially affect water and power customers for several weeks.

## Constraints

- Individual utility providers will first need to assess the damage to their respective systems. The extent of damage will directly affect the utility's ability to restore service while also responding to requests for mutual aid/assistance.
- Damage assessment teams will be comprised of employees of the utility service or company. However, due to the extent of damage expected to utility infrastructure beyond just Marin County, the regional impact may require teams from other parts of the region, and from State and Federal agencies, to assist or augment local teams.
- Damage to transportation routes and difficulties accessing secure areas will delay the deployment of assessment teams and repair crews

## Roles and Responsibilities

- Owners of infrastructure are responsible for assessing damage to their systems and restoring services. Public utilities, such as PG&E, coordinate priorities with local governments and the Marin County OA EOC. Private sector entities may also coordinate with local government and the OA.



## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- Coordination of support for infrastructure restoration occurs through the liaison agency represented on the Utilities Branch of the OA EOC. Communications with utility and communications providers will facilitate provision information regarding:
  - The extent of outages and damage
  - Expected duration of outages
  - Number of customers affected
  - Resource and information requirements
  - Priorities for restoration
- In the event of a larger, regional disaster, the coordination of support for infrastructure restoration occurs at the REOC, where the lead agency for the Utilities Branch is the liaison between all affected utility and communications providers of the larger affected area. The REOC Utilities Branch will coordinate with the Marin County OA EOC Utilities Branch.
- Under a Presidential declaration for emergency or disaster, the Federal Government may provide:
  - Coordination, technical assistance, and resources for emergency restoration of infrastructure through ESF #2 – Communications and ESF #3 – Public Works and Engineering
  - Funding for emergency repairs and restoration of infrastructure owned by public and certain private non-profit entities through grants under the PA Program, which FEMA administers
  - Commodities to sustain life and protect public health such as bottled and bulk water
  - Logistics and transportation support for utility repair crews and delivery of resources, such as major components necessary to restore infrastructure

### Strategies

- Initial local assessments will be conducted by Marin County Assessment teams to evaluate damage, identify priorities, and identify expedited mechanisms for assistance. During larger regional events, assessments by State and Federal teams will be used.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- During infrastructure restoration owners will emphasize re-establishment of services as quickly as possible. If State and Federal support is warranted, support may be requested for:
  - Generators and fuel for the operation of key systems, such as sewage lift stations
  - Chemicals to treat water and wastewater
  - Transport of large or specialized repair parts and equipment critical to restoration of utilities
  - Construction of temporary systems, such as the use of U. S. Department of Defense resources to construct above-ground water and wastewater lines
  - For long-term recovery, the emphasis will shift from direct support assistance to state and Federal government assistance through funding.

### HOUSING

A major earthquake will cause significant damage to Marin County's housing. Initially displaced residents may stay in their homes, even if they are damaged; move in with relatives or friends in undamaged housing; or move to a shelter. It is the aim of local government to move people out of shelters and other temporary facilities to interim or permanent housing that is safe and secure.

#### Assumptions

- The number of displaced individuals will be incident-specific.
- Shelters are considered to be immediate, temporary solutions. The agencies that open shelters (primarily local governments, the American Red Cross, and community-based organizations) shall integrate all AFN populations' consideration with the intent to transition people into permanent housing as quickly as possible.
- For a regional San Andreas Fault 7.9 magnitude earthquake it is estimated that approximately 250,000 households will be initially displaced in the 10-county Bay Area. The Association of Bay Area Government (ABAG) predicts that Marin County can expect to have over three thousand uninhabitable housing units. Marin may additionally be asked to absorb residents from other counties.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- The earthquake will result in disruption to communities as follows:
  - Some people will have to relocate out of neighborhoods and even out of the county
  - Commercial services may leave affected neighborhoods
  - Schools may be used for shelters or due to damage are forced to relocate students
- Pre-disaster renters will comprise the larger numbers of people requiring temporary housing resources for the longest period of time, primarily because owners of multi-family rental housing units may be financially unable to initiate repairs. These owners may also decide to liquidate their properties in the face of market forces that may dictate more economically beneficial uses for the property.
- There may be a need for the placement of “exclusive use” housing to support the restoration of certain key facilities or functions, such as public services (including law enforcement, fire, public works, medical, and educational workers).

### Constraints

- Building departments will face significant challenges in assessing damages, inspecting buildings, reviewing plans, interpreting codes, enacting emergency provisions, and inspecting construction.
- There will be an increased demand for permitting and inspections of buildings undergoing permanent repair.
- Available housing in Marin County and the Bay Area region is limited and will be further limited by damage to the housing stock after a large earthquake.
- Housing vouchers, which offer temporary stay in motels or hotels, will not solve the housing problem for the majority of displaced residents.
- Displaced residents will compete for housing resources with emergency responders, repair crews, construction contractors, insurance adjusters, and others who come to the county to support the response and recovery efforts.
- Reconstruction of housing will be constrained by competition for materials, contractors, and other resources. Multiple jurisdictions will look to the same sources of private contractors for design, construction, utilities, and project management services.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- Resources to support permanent housing recovery (such as Insurance, Federal loans and grants, and private sector resources) will be insufficient to allow the recovery of permanent housing for a significant portion of the population, including:
  - Homeowners with limited private resources, inadequate or no insurance coverage
  - Low income homeowners who may not qualify for a loan from the Small Business Administration

### Roles and Responsibilities

- Local governments are responsible for safety inspections, permitting, zoning changes, and other requirements for repair, replacement, and redevelopment of housing. In addition, local governments have a range of programs that leverage the resources of local government and CBOs.
- Local governments have decision-making authority for the establishment and location of group housing sites; and coordinate the provision of utilities for those sites.
- During a Presidentially declared emergency/disaster, Federal agencies may provide resources or program modifications under their existing authorities to support housing. For example, the U. S. Department of Housing and Urban Development (HUD) may provide Community Development Block Grants, which may be used to reestablish housing capacity.
- MIDC partner agencies may provide housing support that supplements assistance from FEMA. The programs can include vouchers for motels for temporary residence until more permanent housing becomes available. MIDC has a designated seat on the Marin OA EOC, ensuring linkage to significant resources including materials, labor, or financing for the reconstruction of homes.
- The State Office of Planning and Redevelopment oversees land use and zoning regulations, which may affect where temporary housing, such as trailers or other structures, is sited. County and City Redevelopment Agencies will guide relocation and restoration of housing locally.

### Strategies

- There is a distinction between temporary housing necessary to support displaced residents and the permanent restoration and reconstruction of housing to allow displaced residents to return to their homes. If the latter process can be streamlined, it will reduce the requirements for the former process. Therefore, a comprehensive process to address the post disaster housing situation, and the regional infrastructure established to conduct that process, must consider both components.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- Local government can prescribe housing transition plans before disasters occur to allow such options as occupancy of single rooms or creating waivers for multi-family housing. In addition, local governments should identify a housing coordinator as the point of contact.
- Once established, the Marin RTF should convene a Housing Working Group to provide county-wide coordination and approach to housing solutions. Participants must include AFN community representatives, and, with consideration to the Whole Community may include representatives from:
  - Local government representation, including political leadership
  - Representative from the Association of Bay Area Governments (ABAG)
  - Health and Human Services (HHS) Social Service Division
  - Non-government and community-based organizations that offer individual housing support
  - Housing providers, such a associations of apartment and building owners
- The Housing Working Group will do the following:
  - Assess the need for housing through damage assessment reports from local building inspectors, shelter and housing assistance data from the American Red Cross, FEMA, and others; coordinate information from local government; and information regarding housing from the private sector
  - Identify which areas of the county are most in need of assistance and begin planning for the kinds of temporary housing that will be most appropriate for each county
  - Provide a forum and technical resources for the development of mechanisms to streamline housing processes, coordinate with regional planning, and coordinate regulatory requirements with the state.
  - Provide a mechanism for prioritizing the allocation of housing resources, coordinating multijurisdictional issues, and coordinating housing strategies within Marin County
- The Housing Working Group will not have authority over decisions made within individual jurisdictions. The Group will be responsible for coordinating multijurisdictional issues and decision-making solutions.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



- The Housing Working Group will support local governments in working with the State and/or FEMA on long-term housing solutions. Planning factors must include consideration for the Whole Community<sup>10</sup> to include:
  - Location of residents in or near their communities
  - Limitations of high-density housing
  - Limitations of types of housing, such as mobile homes, or limitations on duration of occupancy
  - Distinction between regular housing needs and special housing needs and support services
  - Public and social support (such as medical/health services, law enforcement, site management, and schooling)
  - Negotiations with private property owners and the providers of building materials
  - Variances in environmental regulations and zoning laws to allow placement of new housing
  - Involvement of utilities and water districts to establish new infrastructure
  - Establishment of new transit routes for residents

## **PART FOUR: DISASTER ASSISTANCE INFORMATION**

The information in this section is applicable to all political jurisdictions in Marin County and is provided here for reference. Current and detailed information must be obtained directly from those agencies providing recovery funding and assets at the time of an incident or disaster. Disaster assistance is available from county, State and Federal governments and may also be available from non-profit agencies and organizations.

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<sup>10</sup> Whole Community Approach (FEMA) meeting needs, regardless of demographics such as age, economics, or accessibility requirements

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### SOURCES OF DISASTER ASSISTANCE

#### Marin County

Local assistance to individuals and businesses above and beyond the immediate needs of food and shelter includes loans, grants, assistance and advocacy in accessing state and federal assistance programs. This assistance is made available through the use of available relief funds, community development grants, and access to Federal programs as per approval from the State. The Marin MIDC's partner agencies provide significant long-term services and resources through an established system of coordinated approach.

#### State

Disaster recovery assistance is available through a CalEMA Director's Concurrence, or through a Governor's Proclamation of a State of Emergency. The California Disaster Assistance Act (CDAA) authorizes the Director of CalEMA, at the Director's discretion, to provide financial assistance to local governments to repair and restore damaged public facilities and infrastructure. Likewise, the California Emergency Services Act authorizes the CalEMA Director to provide financial relief for emergency response actions and restoration of public facilities and infrastructure.

#### Federal Government

A Presidential Declaration of Emergency or Major Disaster supports response activities of federal, state and local governments and disaster relief organizations by implementing federal recovery programs, including Individual Assistance, Public Assistance, and the Hazard Mitigation Grant Program.

### TYPES OF FEDERAL ASSISTANCE

#### Individual Assistance (IA)

IA is available to individuals or families, and to businesses through grants and/or loans from FEMA, CalEMA, Small Business Administration (SBA), and the United States Department of Agriculture (USDA). The assistance programs available to individuals and families correspond to the level of the disaster declaration. All forms of assistance may be changed by the California legislature or by Congress at the time of the event. Consequently, appropriate and current sources of information, e.g., from websites or from state or federal agency offices should be consulted regarding current funding limits, eligibility requirements, etc.

## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### Individual Assistance from the Federal Government

Most federal assistance to individuals and families is in the form of low interest loans to cover expenses not covered by State or local programs or private insurance. Those who do not qualify for loans may be eligible for cash grants. The types of IA made available following a Presidential declared disaster may include one or more of the following, all of which are coordinated by federal agencies:

- **Disaster Housing Assistance Program** - Provides temporary housing to disaster victims
- **Mortgage and Rental Assistance Program** - Provides grants for home-related mortgage or rent payments to disaster victims, who, as a result of a disaster, have lost their jobs or businesses and face foreclosure or eviction from their homes
- **Housing and Urban Development (HUD) Programs** – Provide relief to disaster victims ranging from purchasing HUD homes, to mortgage guarantee. Most disaster related assistance is done in coordination with FEMA
- **Small Business Administration (SBA)** - Automatically implemented program following a Presidential disaster declaration for Individual Assistance or it may be implemented at the request of the Governor. Provides low interest loans to businesses and individuals
- **Individual and Family Grant Program (IFGP)** - Authorized only by a federal disaster declaration to provide grants to disaster victims not eligible for SBA loans
- **Cora Brown Fund** - Authorized only by a federal disaster declaration to provide disaster victims with assistance if they are not eligible for any other disaster assistance from the government or other organizations
- **Other assistance**
  - Veterans benefits
  - Tax refunds
  - Excise tax relief
  - Unemployment benefits
  - Crisis Counseling
  - Legal Counseling



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### Individual Assistance from the State

The State of California does not provide Individual Assistance; however, State programs under local administration may be utilized during an emergency. In addition, State agencies may provide indirect relief to victims, including:

- ***Income tax relief for disaster casualty losses*** (State Franchise Tax Board)
- ***Disaster unemployment assistance*** (Employment Development Department)
- ***Insurance information*** (Department of Insurance)
- ***Veterans assistance*** (California Department of Veterans Affairs)
- ***Guidance on obtaining licensed contractors for repairs*** (California Contractors State License Board)

### Individual Assistance from Local Sources

Assistance is often available from local, non-profit organizations for those not eligible for government-sponsored programs. At any rate, local government assistance addressing the needs of individuals and families may include one or more of the following:

- ***Individual and family loans or grants*** (Community Development Block Grant)
- ***Access to federal programs*** including food stamps, which can be expedited to qualified individuals
- ***Loans and General Relief grants*** to disaster victims

### Public Assistance (PA)

Public Assistance and Hazard Mitigation Grants are available to local government entities, schools, institutions of higher education, and private, non-profit agencies.

State and Federal PA includes programs that target the repair and restoration of public infrastructure, facilities and services, and provides direct funding to public agencies such as the county, cities, special districts, school districts,

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and public colleges and universities. Federal assistance is also available to Indian tribal organizations and private, non-profit organizations that provide essential services.

CalEMA is the primary grantee for federal recovery funds and is responsible for processing all PA Sub-grants” to eligible applicants. Following a catastrophic disaster, and a request by the Governor, federal resources are mobilized through FEMA. PA generally pays 75% of the costs of approved projects for rebuilding damaged infrastructure.

### **Public Assistance from the Federal Government**

The Robert Stafford Disaster Relief Act of 1974 (the Stafford Act) is the primary source of Public Assistance (PA). A Presidential Declaration of Emergency or Major Disaster is required to activate the provisions of this law.

- PA may include debris removal, emergency protective measures, repair of damaged public property, loans needed by communities for essential government functions, and grants for public schools.
- A Presidential *Major Disaster Declaration* activates long-term recovery programs (some of which are matched by state programs) designed to help disaster victims, businesses and public entities.
- A Presidential *Emergency Declaration* is more limited in scope than the Major Disaster Declaration and without the long-term federal recovery programs. In general, it is federal assistance provided to meet specific emergency needs or to help prevent recurrence of a major disaster.
- The Stafford Act also authorizes a *Hazard Mitigation Grant Program* administered by FEMA, to provide grants to implement long-term hazard mitigation measures in the aftermath of a major disaster declaration. The purpose of the program is to reduce the loss of life and property from natural disasters through mitigation measures implemented during short-term recovery.

### **Public Assistance from the State**

Under the California Disaster Assistance Act (CDAA), CalEMA administers a PA program to provide financial assistance and reimbursement of costs incurred by local governments as a result of a disaster. Funding is available to counties, cities and special districts for repair of disaster-related damage to public buildings, flood control works, channels, irrigation works, city streets, county roads, bridges, and other public works. It does not apply to facilities used solely for recreation. It offers up to 75% of eligible costs to: repair, restore, reconstruct or replace public property or facilities; it covers direct and indirect costs of grant administration (with the CalEMA Director's concurrence); and, it covers the cost of overtime and supplies used during emergency response.

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- **Conditions for California Disaster Assistance Act Implementation:**
  - Governor must proclaim a State of Emergency (for disaster response and permanent restoration assistance); or
  - President must declare a Major Disaster or Emergency (for matching fund assistance for cost sharing required under federal public assistance programs).
- **Funding for the repair, restoration or replacement of public real property :**

Funding for damaged or destroyed property is made available when the CalEMA Director concurs with a Local Emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of some local government costs associated with emergency activities undertaken in response to a gubernatorial-declared State of Emergency. The program may also provide matching funds for cost sharing required under federal PA programs.

Per the California Government Code, when the CalEMA Director determines that there are mitigation cost-effective measures that would substantially reduce the risk of future damage, hardship, loss or suffering in an area where a State of Emergency has been proclaimed by the Governor, the Director may authorize implementation of mitigation measures.

### **Public Assistance Process Overview**

Following a disaster or emergency event, the scope and extent of damage is determined primarily by first responders and a windshield survey. These confirm, among other things, the need for State or Federal financial support for restoring governmental facilities and public infrastructure. Marin County will have issued a Proclamation of Local Emergency that petitions the Governor to issue a Gubernatorial State of Emergency Proclamation.

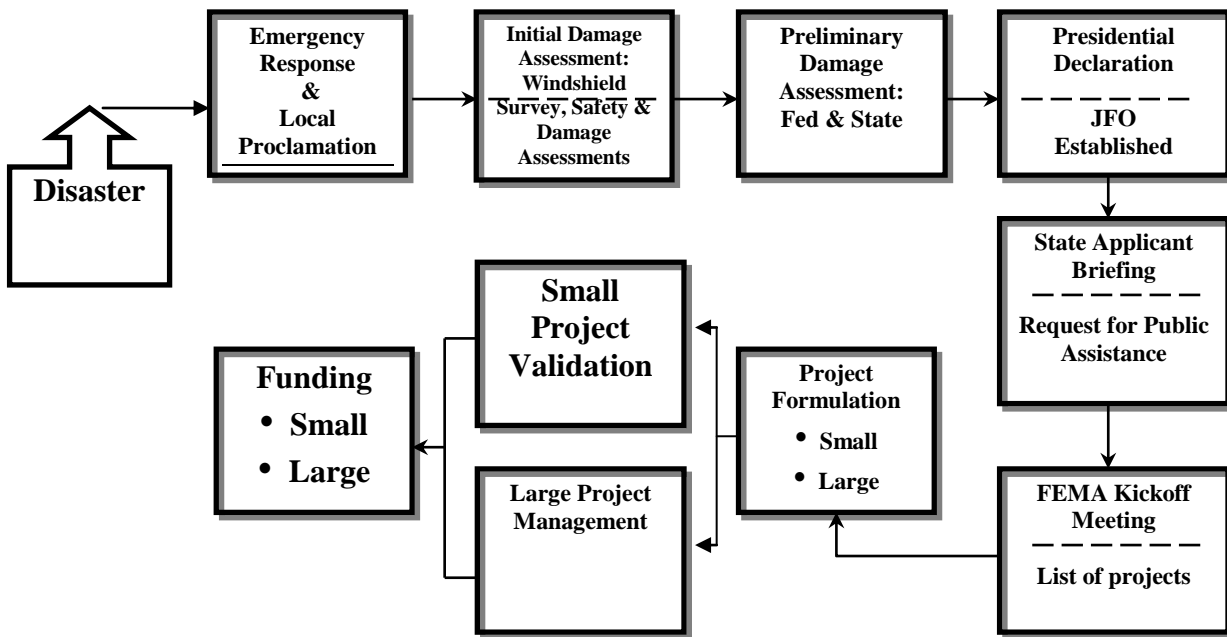
Coinciding with the County proclamation, the Safety and Damage Assessments for the unincorporated county and any affected city or cities are started. If warranted, the Governor requests a Presidential Emergency or Major Disaster Declaration, each of which carry specific resource and funding allocations. However, the flow of both state and federal assistance follows a well defined path as shown in the diagram below.

The materials listed in the above references are invaluable to understanding and successfully completing funding assistance requests from both the state and federal governments. However, this paragraph deals only with Public Assistance which is assistance to "public agencies", and in some cases, "private non-profit organizations (PNP)." Eligible PNPs include educational, utility, irrigation, emergency, medical, rehabilitation, and temporary or permanent custodial care facilities (including those for the aged and disabled), and other PNP facilities that provide essential services of a governmental nature to the general public. PNPs that provide "critical services" (power, water - including water provided by an irrigation organization or facility, sewer, wastewater treatment, communications and emergency medical care) may apply directly to FEMA for a disaster grant.

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**FLOW OF STATE AND FEDERAL ASSISTANCE**



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### **Preliminary Damage Assistance (PDA)**

In order to verify damage, determine its impact on the community, identify the types of federal assistance needed, and calculate a gross estimate of damage costs, a Preliminary Damage Assessment (PDA) is conducted by State and Federal PDA Teams before the issuance of a Presidential declaration. Federal appropriations for the disaster are based on this information.

Affected jurisdictions facilitate the PDA process by assembling all available Safety and Damage Assessment information for the PDA. However, following the PDA, damage assessment information should be reviewed and updated in preparation for the disaster assistance application process.

Individual jurisdictions provide assistance and local knowledge to PDA Team(s) touring damaged locations. The most heavily damaged sites should be prioritized for inspection to ensure they get adequate time and attention from the PDA team.

Prior to starting the inspections, previously compiled damage assessment information should be provided to the PDA Teams. The teams, comprising three to four individuals from Federal, State, and local agencies, assess both public and private sector damage. Upon completion, and upon issuance of a Presidential declaration, a federal Joint Field Office (JFO) is established.

### **State Applicant's Briefing**

As soon as practical following the President's Declaration of an Emergency or a Major Disaster, the State conducts a meeting for all potential applicants for Public Assistance i.e., governmental agencies. The State representative notifies all potential applicants of the date, time and location of the briefing. The Authorized Agent, all JCO's, and department financial analysts should attend this briefing. More than one briefing may be held depending on the size of the incident and the projected number of applicants.

Requirements and procedures for requesting and obtaining Public Assistance are explained at this briefing and applicants are provided with informational materials. The Request for Public Assistance (FEMA Form 90-49) is an applicant's official notification to FEMA of the intent to apply for Public Assistance. The Request form is typically submitted at the Applicants' Briefing, but at any rate must be submitted within thirty days of the date of designating the county eligible for PA.

Each request is reviewed by Federal and State personnel to assess eligibility. The State may designate a State Applicant Liaison (Liaison) to ensure that the applicant's needs are met, and FEMA appoints a Public Assistance Coordinator (PAC) to manage the entire Public Assistance process. The PAC does the following:

- Explains the program and its application to the applicant's specific needs
- Works with the applicant to develop projects
- Obtains any technical assistance, if required

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- Ensures projects comply with applicable laws, regulations, and policies
- Ensures project *Special Considerations* are identified and reviewed
- Coordinates with the State as necessary to resolve problems
- Maintains the applicant's case management file

### **FEMA Kickoff Meeting**

Within one week of FEMA's receipt of a Request for Public Assistance, the PAC and State Liaison contact the applicant to schedule a Kickoff Meeting, to provide a much more detailed review of the PA program focusing on the specific needs of the applicant. This allows the PAC and Liaison to concentrate on eligibility and documentation requirements most pertinent to the applicant.

The PAC also discusses special considerations, such as floodplain management, insurance, hazard mitigation opportunities, and compliance with environmental and historic preservation laws, all of which can potentially affect the type and amount of assistance available and documentation needed.

### **Project Formulation**

Project formulation is the process of identifying the eligible scope of work and estimated costs for each project. Projects are divided into two groups based on the monetary threshold established in Section 422 of the Stafford Act

and elaborated on in 44 CFR 206.203(C). Small projects are those projects with a total estimated cost below the "threshold," and large projects are those with a total estimated cost at or above the threshold. The threshold is adjusted according to the Consumer Price Index (CPI) each fiscal year to account for inflation. The determination of the threshold that will be used for a disaster is based on the declaration date of the disaster, regardless of when project approval is made, or when the work is performed.

### **Small Projects**

Small project funding is estimated if actual costs are not available. This procedure is provided for in the Stafford Act in order to streamline processing and payment to the applicant. The State forwards the total Federal share of funds to the applicant as soon as practicable after project approval. The FFY 2008 upper threshold over which a project could not go to still be considered a "Small Project" was \$60,900.

### **Large Projects**

Large project funding is based on documented actual costs. But, because of the complexity and nature of large projects, costing work typically is not complete at the time of FEMA approval. Therefore, large projects are approved based on initial, estimated costs, and funds generally made on a progress payment basis as work is completed. When all work is complete, the State performs a reconciliation of actual costs and transmits the information to FEMA for final funding adjustments.

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### **Project Worksheet (PW)**

The PW is the primary form used to document the scope of work and cost estimate for each project. It includes the location, damage description and dimensions, scope of work, and cost estimate.

Each jurisdiction is responsible for preparing the PW for small projects and submitting it to the PAC. The applicant must submit any and all small project PWs to the PAC within 60 days of the Kickoff Meeting. However, they should be submitted as soon as possible to expedite the assistance process. The PAC may assign a Project Officer or Specialist to provide technical assistance if an assistance is required for PW preparation,

For large projects, a Federal Project Officer works with the applicant to prepare the PW. The Project Officer may lead a team that includes a representative of the state and one or more specialists depending on the type and complexity of the project. The applicant, in coordination with the PAC, may combine work items into projects. In this manner, the projects may be organized around the applicant's needs. A project may consist of one item or several.

### **Validation**

A PW is prepared for each small project. While some applicants may request assistance in preparing a PW, other applicants proceed without assistance, and validation is conducted for those applicants (preparing their own PWs), the purpose of which is to ensure complete and accurate scope(s) of work, and that costs included are eligible for PA, are accurate and reasonable.

Large projects will not be validated. The Project Officer, working with the applicant, is responsible for developing the scope of work and cost estimate for a large project and submitting the PW to the PAC for review and processing.

### **Funding and Closeout**

FEMA and CalEMA share responsibility for making PA Program funds available to the applicant. FEMA approves projects and provides the Federal share of the approved amount to Cal EMA. Funds that FEMA has obligated will be retained at the Federal level until Cal EMA is ready to award the grants. Cal EMA then provides its share of the grant amount and notifies the applicant that funds are available. The method of payment to the applicant is dependent on the type of project – small or large. Closeout occurs when all projects have been formulated and subsequently approved, appeals have been resolved, and funds obligated.

### **Hazard Mitigation Programs**

Following a Presidential Declaration of Major Disaster, the Hazard Mitigation Grant Program (HMGP) is activated by FEMA. Authorized by the Stafford Act, the HMGP provides funds for cost-effective projects which substantially reduce the risk of future damage, hardship, loss, or suffering resulting from a major natural disaster. Grants are available to eligible applicants in the declared areas only.

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Stafford Act funding may not be used to fund any mitigation project that might be used to complement or enhance mitigation funded under IA or PA. By regulation, §404 funding is the funding of last resort. During the immediate post-disaster period, officials and citizens are more responsive to mitigation recommendations, and unique opportunities to rebuild or redirect development may be available. Potential forms of mitigation:

- Altering building and fire codes
- Changing variances or set-backs in construction
- Re-Zoning to reduce types of construction in high hazard areas
- Relocating/removing structures from high hazard zones
- Creating shaded fuel breaks and fire fuels reduction programs
- Increasing stream bed clearance
- Improving communications capabilities
- Instituting weed abatement programs
- Improving emergency plans and agreements

## PART FIVE: RECOVERY CONSIDERATIONS & ACTIVITIES

### DEBRIS REMOVAL AND DISPOSAL

In the aftermath of disasters debris from damaged and destroyed structures impedes response, delays repair and reconstruction, and poses a threat to responders and to the public if it contains organic or hazardous materials. In addition, debris from damaged structures will likely contain reclaimable property, valuables and mementos of emotional value to disaster victims, recovery of which should be accommodated.

Expedited reconstruction depends on efficient clearance, interim storage, removal and recycling (if possible) of debris. Disposal of debris will be an incremental process with initial priority to removing debris from streets. If local government removes or orders debris removal, it may be reimbursable. However, if property owners remove debris they are normally responsible for the costs. Finally, State and Federal environmental regulations for air quality, land fill, waste management, etc. may impact debris disposal. Therefore, the following should be considered to ensure efficient and timely debris removal:

- Asbestos removal and abatement
- Tagging and removing downed or potentially hazardous trees
- Erosion and landslide/mudslide threats after debris removal
- Coordination and contact with infrastructure related agencies (e.g., CALTRANS, Public Works, Facilities, etc.) involved in debris removal. (Large demolition projects affect traffic, public safety, road and street infrastructure, and above/below ground utilities. Wear and tear remediation eligible for FEMA reimbursement?)



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- Contract for debris removal, disposal, and recycling? Consider the following:
  - Source of funds: private insurance, property owner, local government, State and Federal
  - Liability
  - Property owners who do not wish to participate
- Available landfills that receive hazardous debris. Contact CAL EPA to determine.
- Recycle on-site before shipping to landfill?
- If debris removal will affect watershed:
  - Are permits necessary - From what agencies?
  - Coordinate with CA Department of Fish and Game, U. S. Forest Service, and U. S. Soil Conservation Service

### **BUILDING ASSESSMENT & REPAIRS**

#### **Imminent Hazard Buildings**

Imminent hazard buildings are those identified as having serious damage and pose a threat to life, public health and safety. Demolition is an option in resolving what is to be done damaged buildings, but it is not usually the first choice. As an example, a city or community may wish to restore a seriously damaged historic building or district rather than demolish it. Impacting the decision is the time period, determined by each jurisdiction, in which steps to mitigate hazards must be taken.

Decisions regarding the disposition of significantly damaged buildings need to taken in full consideration of all factors that might possibly impact. Therefore, the guidelines to assist building officials, owners, tenants and volunteer engineers in making their determinations must be current and accessible.

- Consult the Uniform Code for the Abatement of Dangerous Buildings, published by the International Conference of Building Officials
- Expedite passage of building ordinances that provide procedures for the expedient abatement of building hazards which pose either an imminent or long-term threat to public health and safety
- Determine the policy if a commercial owner chooses not to repair a building Determine procedures and policies to assist building owners in finding financing for repair work, especially for commercial buildings condemned by the Chief Building Official
- Develop procedures and policies to assist the building owner with the cost of demolition, if necessary. (Such costs are eligible for FEMA reimbursement when there has been a Presidential declaration and demolition is mandated by the local government.)

#### **Access to Damaged Buildings**

- Determine:
  - What needs to be done to stabilize a damaged structure so it is safe to re-enter
  - If demolition of hazardous structures should be delayed to permit personal property recovery
  - Who makes the decision to allow re-entry of a damaged structure for property recovery
- Determine if owners and/or tenants will be allowed to accompany inspectors and government officials during initial safety assessments.

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- Develop a plan of salvage operations that coordinates, among other things:
  - Number of people allowed entering structure at one time or over time
  - Access for vehicle in restricted areas
  - Necessity of establishing different access policies for different types of building, i.e. brick, single-story, concrete frame, etc.
- Determine:
  - What needs to be done to stabilize a damaged structure so it is safe to re-enter
  - If demolition of hazardous structures should be delayed to permit personal property recovery
  - Who makes the decision to allow re-entry of a damaged structure for property recovery procedures for safety assessment and tagging protocols (unsafe, restricted, inspected)
- Develop procedures for safety assessment and tagging protocols (unsafe, restricted, inspected).
- Develop written materials to describe access procedures to residents and building owners.
- Determine if undamaged structures in cordoned-off sections will have the same policies and limitations as red-tagged buildings.
- Determine if property owners will need to sign a release.
- Determine which, if any, of the engineers, architects, or rescue personnel, etc., must be on hand during temporary re-entry.

### Issuing Building Permits

One of the most important aspects of maintaining the momentum of recovery will be the timely issuance of building permits to repair and reconstruct. There are many options available to expedite the process ranging from issuing permits for shoring buildings in the field, to establishing special plan check organizations and procedures to deal with repair. Points of consideration:

- Are plan check and building permit fees to be waived, reduced or deferred? Establish criteria for who is eligible and under what circumstances. (If waived, fees may be eligible for FEMA reimbursement under a Presidential declaration).
- Is there, or should there, be a process for issuing permits in the field?
- Evaluate staffing capability and determine if the permitting agency should establish a section which deals only with permitting repair projects.
- Evaluate the need for developing a simplified process for reviewing engineering evaluations and proposed repair plans, and issuing building permits. (Determine if inspectors will be allowed to issue certain repair permits on-site at the time of inspection - e.g., for chimney repairs).
- Are geotechnical studies to be required for repairs in areas with poor soils?
- Are private licensed engineers and architects allowed to sign and stamp drawings?
- Coordinate with utilities on fees and permit processes for utility hook-ups. Consider combining the permitting process for various utility hook-ups.
- Establish procedures for re-posting damaged buildings, based on engineering evaluations performed by professionals retained by the building owners.
- Determine if building owners will be allowed to place trailers on site temporarily. If so:

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- Determine if permits will be required for their use
- Determine the health and safety issues to be addressed (e.g., sewer and electrical hook-ups, etc.)
- Determine if an expedited process will be used if owners want to reconstruct only what was there before.
- Determine the process for requests for new buildings or different designs
- Establish a one-stop permitting center for both city and county agencies.

### **Preserving Historic Buildings**

Decisions regarding the fate of historical buildings (repair or demolish) may be controversial, and public officials must balance the interest of preservation with issues of public safety and economics. In some cases, while it is possible from an engineering perspective to repair a building, the costs are so high that a building owner may choose to not repair. Considerations:

- Obtain updated historic property inventory to ensure historic properties have been properly identified and protected.
- Demolition of historic structures due to health and safety should be done within 30 days of the incident (it may not be considered imminently dangerous to health and safety outside of that window) and with prior or concurrent notification of the State and Federal governments.
- Determine how to integrate preservation commission and/or private preservation groups in policy-setting and demolition or repair decisions.
- Identify sources for structural engineers with expertise in the restoration of historic structures.
- Ensure that damage assessment/safety assessment forms indicate that a structure is historic.
- Determine if zoning requirements can be modified to facilitate the repair of historic buildings.
- Determine what codes govern repair work on damaged historic structures.
- Determine if damaged historic buildings will be required to comply with current life safety requirements as a result of repairing damage.
- Determine what type of structure can replace a demolished historic building.

### **Housing**

#### ***Temporary Housing***

When residential buildings are so damaged that a major commitment of funds and time is required before the buildings are habitable, there develops a pressing need for interim or temporary housing. In areas where housing vacancy rates are low, but the number of housing units damaged is high, there are few alternatives for providing temporary housing within a reasonable time frame. Therefore, there is usually a strong desire on the part of both officials and residents to skip this phase and go directly from emergency shelter to replacement housing.

The Marin RTF will:

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- Establish a community-based Housing Task Force as quickly as practical to articulate community concerns and applying the Whole Community approach.
- Identify community leaders and organizations that can assist with development of a housing assistance program for any culturally diverse group including full consideration for People with Disabilities and AFN populations.<sup>11</sup>

Multi-occupancy buildings present particular problems in terms of rebuilding.<sup>12</sup> Rebuilding of housing is a lengthy process. For purpose of long-term temporary housing, the Marin RTF should:

- Identify potential sites for temporary housing (Consider buildings that can be converted).
- Identify the kinds of reviews (California Environmental Quality Act – CEQA, city/county, etc.) that might be required for temporary housing and determine if they can be expedited.
- Determine the types of temporary housing arrangements allowed and/or encouraged at individual home sites, such as: trailers, tents, or other temporary structures.
- Determine if permits are required for temporary structures erected on private home lots.

### ***Replacement Housing***

Lack of affordable housing and homelessness are two existing problems that are greatly magnified by a disaster, and complicate the process of replacing lost housing. Standards, codes, ordinances and permit requirements must be established or adjusted for replacement housing. Local government is also responsible for the provision of low-income housing and may also be involved in financing of private repairs. As local government is responsible for helping individuals replace housing through the permitting process, the Marin RTF should:

- Identify what building and planning codes will be used in the rebuilding.
- Determine if federal and state programs will pay the additional costs of upgrades.
- Determine if individual living standards should be replicated in the assistance process, should it be improved. For example, should people living in below-code structures prior to the event (e.g., multiple families in a single family dwelling), be encouraged/assisted to improve that situation.
- Review insurance policies to determine if alternate living expenses, and/or replacement value of home is covered.

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<sup>11</sup> Title VIII of the Civil Rights Act of 1968 (Fair Housing Act) as amended, 42 U. S. C. 3601-3631. Discriminatory Conduct Under the Fair Housing Act, 24 C.F.R. pt. 100

<sup>12</sup> FEMA IV. Non-discrimination Principles of Law; <http://www.feman.gov/oer/reference/principles.shtm>

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- In order to speed the rebuilding process, consider an ordinance that allows building owners to either:
  - Replace what was there at the time of the event; or
  - Replace what the building looked like when it was originally built(If building owners choose either of these options, the Recovery Task Force can work with each owner individually to expedite the rebuilding process. Fees can be waived. If the building owners want to do something different (e.g., expand their building, put up a different type of building) they must go through the regular planning and permitting process)
- Consider contracting for providing building and planning services to homeowners who are repairing and rebuilding (This is a disaster-related cost and it is reimbursable).
- Consider waiving building permit fees for owners of single-family homes with minor damage.
- Consider government grant and loan programs as additional sources of financing repairs, temporary housing, and housing replacements.

### PLANNING CONSIDERATIONS

#### Immediate Land Use Issues

Issues to be considered include temporarily suspending all building in the community and determining the types of emergency ordinances needed. The level of damage and growth and development issues that existed prior to the disaster will affect the types of planning issues. The Marin County General Plan will be an important tool to relate pre- and post-disaster land-use policy to such things as floodplain and geologic hazards.

- Determine if immediate repairs will be allowed in heavily damaged areas before the establishment of rebuilding policies. If allowed, determine level of repairs and permits required.
- Determine if a separate plan or an existing department or organization is necessary to guide rebuilding.
- Ensure that there is a mechanism to include the community in the planning process.
- Consider establishing a formal citizens' or business committee to address recovery issues.
- After an earthquake, identify who will conduct post-event geologic hazard identification. Surveys. Determine if a separate hazard evaluation team will need to be established.
- Determine if the mapping of geologically hazardous areas needs to be expanded or accelerated.
- Determine if a post-event building moratorium is required (Determine how geologic hazard areas will be delineated).
- Determine if an interim ordinance will be needed to control issuance of certain permits.
- Determine if levels of building damage warrant a moratorium and restudy of an address, block, neighborhood, or community (Determine what information would be needed to exclude legitimate fast-track areas from any moratorium constraints or delays).
- Determine whether non-conforming uses will be allowed.

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### Long Term Rebuilding Issues

Once immediate land use decisions have been made, long-term rebuilding issues need to be addressed. The ability to consider changes in the built environment is also very dependent on the community's ability to secure additional funding.

- Determine what factors justify a substantial post-event change in planned land use.
- Determine if there is interest in using this disaster as an opportunity to make changes in current planning practices in the affected communities - Changes might include:
  - Reducing risks from future events
  - Eliminating non-conforming uses
  - Correcting plan or zoning inconsistencies
  - Realigning or improving roads
  - Improving housing conditions or affordability
  - Enhancing the local economy
  - Upgrading inadequate commercial, industrial, or public facilities
  - Improving urban design
  - Providing open space
  - Preserving historic buildings or other cultural resources
- Determine the need for a master reconstruction plan.
- Determine to what extent California Environmental Quality Act (CEQA) emergency exemption criteria can be applied to substantial changes in planned use.
- Identify the economic and fiscal objectives that will drive reconstruction.
- Explore opportunities for joint reconstruction between cities, county and private sector.
- Determine if growth management should be factored into post-event reconstruction planning.
- Determine to what degree public redevelopment should be relied upon as a source of long-term reconstruction.
- Determine how much reliance can be placed on private vs. public redevelopment in the reconstruction process.
- Determine if adopted redevelopment plans will be followed or revised for reconstruction purposes.
- Determine if redevelopment areas should be expanded for reconstruction purposes.
- Identify how to deal with county financial review when cities seek to expand redevelopment areas simultaneously.
- Determine how disaster-induced land value losses and subsequent negative tax increments will affect jurisdiction(s).
- Determine the relationship between reconstruction-related redevelopment and the General Plan.
- Determine the relationship between reconstruction-related redevelopment and California Environmental Quality Act (CEQA).<sup>13</sup>

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<sup>13</sup> CEQA - California statute passed in 1970 to institute a statewide policy of environmental protection requiring public disclosure of environmental impacts of proposed projects

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## Hazard Mitigation

Federal disaster assistance policy requires that any jurisdiction to be declared eligible for pre-disaster assistance must have prepared a hazard mitigation plan that delineates projects to help prevent future physical losses and damage from major disasters or incidents. Marin County's Local Hazard Mitigation Plan (LHMP) meets this federal requirement (Reference 2005 Marin County Local Hazard Mitigation Plan). However, the recovery period following a major disaster often provides a unique opportunity to review and make changes in the LHMP in areas such as land use, construction and fire codes, and priorities for projects already in planning. Refining and updating the LHMP, maintained by OES, will help ensure that mitigation opportunities are not lost in a hasty effort to rebuild and recover.

## Volunteers

Disasters invoke an outpouring of voluntary assistance by individuals from one of two primary backgrounds: 1) volunteers associated with organizations already preparing for emergency events such as the Sheriff's Department Search and Rescue, Community Emergency Response Teams (CERT), the County Medical Reserve Corps (MRC), the American Red Cross, etc. or 2) those

unaffected by the disaster but who just want to help out in times of crisis. It is the latter category, termed "convergent" volunteers, that requires the more intensive management by an already overwhelmed staff. However, volunteers can be a source of tremendous help if managed effectively.

The Marin County Volunteer Center, Center for Volunteer and Non-Profit Leadership (CVNL) is contracted by Marin County to develop and sustain Emergency Volunteer Center (EVC) capability to support disaster spontaneous volunteer management specific for the Marin Operational Area. When issued written direction by the County, CVNL will activate EVC Operation(s) based on situation.

## Donations

Depending on the magnitude of the disaster and the attendant publicity, significant amounts of resources may be donated to assist disaster victims. Donations consist of both money and material goods, and a procedure should be established to address both. Considerations for donations:

- Quickly assess the kinds of donations that are needed and assist the Public Information Officer (PIO) in issuing a press release soliciting specific type of donations. Include in the release the intention to distribute any remaining materials to current human service programs in Marin County.
- Establish a mechanism by which to receive cash donations. Publicize where to send donations and consider establishing a 501 (c)(3) non-profit corporation to receive tax-deductible donations.
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- Assign a staff person(s) or appropriate external agency to manage incoming donations or determine how, where, and when donated funds and gifts will be distributed.<sup>14</sup>
- Establish a coalition of community groups/representatives to identify those most in need.
- Consider use of donated funds to provide grants to individual homeowners who do not qualify for federal and state assistance programs for home repairs.
- Refer donations, other than money, to voluntary organizations working in the affected area. Provide assistance, if necessary, in securing warehouse space for receiving, sorting, and disbursing donated goods.
- Oversee the disbursement of funds to local, non-profit service providers.
- Advise jurisdictions that have not been impacted by the disaster but have received funds that they may make those donations available.

### **Business Recovery**

#### ***Immediate Recovery***

Business recovery is essential to the community's survival, and recovery decisions affect how well businesses rebound. Government by itself is not enough to ensure a community's recovery from a disaster. For example, after the first few days following an earthquake, life safety becomes less of an issue (i.e. Fires are out, people have been rescued, and there is a tremendous press to begin the process of returning the community to normal), and the business needs of the community become more pronounced. How and when the business community regains access to its properties is critical.

- Establish a government liaison to the business community.
- Ensure that key business leaders in the community aid in communicating with the business community, and maintain contact with local Chambers of Commerce.
- Ensure that business representatives are involved in the Recovery decision-making process. (Consider forming a committee comprised of an equal number of individuals appointed by the local legislative body and the business community).
- Ensure that information is disseminated to the business community through regular press releases, newsletters or bulletins published at regular intervals, or via regularly scheduled town hall meetings.
- Ensure security for vulnerable businesses in impacted areas.
- Suggest the local Chamber of Commerce establish a non-profit organization (if it doesn't already have that designation) to receive tax-deductible donations for small businesses.
- Identify who will establish priorities for recovery in the business sector.

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<sup>14</sup> Draft Marin County Donations Management Plan



## MARIN COUNTY OPERATIONAL AREA EMERGENCY RECOVERY PLAN



### ***Long-Term Recovery***

The ability of a community to fully recover from a disaster depends in large part on its financial recovery. If the business sector or even several anchor businesses, continue to struggle, it affects most other aspects of community life. Revenues from sales, business and property taxes will all be reduced. The number of jobs in the community may be reduced. Tremendous pressure to return the community to normal may result in new elected officials and other changes at the political level. The business community will undoubtedly play new or different roles in this process. In particular, building owners may need to be involved in the rebuilding process.

Access to businesses is an important part of encouraging business recovery. If transportation routes are disrupted, access to certain business areas may be more difficult and new shopping or commuting patterns may emerge.

- Assist businesses in finding temporary (or new permanent) space (consider any government owned property).
- Work with the local banking community and other state and local programs to set up bridge loans. Donated monies may be used here.
- Incorporate the business community's views regarding design and architectural and historic preservation during rebuilding.
- Ensure that the repair of damaged infrastructure is coordinated with recovery in the business sector.
- Consider establishing special transportation or parking services to encourage local shopping.
- The disaster may be an opportunity to resubmit previously denied grants for economic development.
- Encourage local lending institutions to assist local businesses with gap financing in order to assist FEMA-qualified businesses with the cash necessary to begin recovery while the FEMA loans are processed.

### **RECOVERY CONSIDERATIONS AND ACTIVITIES SUMMARY**

Recovery, both short term and long term, refers to the repairs and rebuilding process that will need to be undertaken by local government departments. While hazard mitigation is essential to minimize the damage of disasters to communities, the information and the framework provided in this ERP provides broad guidance for the Marin OA during the recovery phase of a large disaster.

**MARIN COUNTY OPERATIONAL AREA  
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**PART SIX: ACRONYMS**

ABAG	Association of Bay Area Governments
AFN	Access and Functional Needs
CalEMA	California Emergency Management Agency
CBO	Community Based Organization
CDAA	California Disaster Assistance Act
CEQA	California Environmental Quality Agency
CERT	Citizen Emergency Response Team
CO	Coordinating Officer
CPI	Consumer Index
CVNL	Center for Volunteer and Nonprofit Leadership
DRC	Disaster Recovery Center
EMMA	Emergency Management Mutual Aid
EOP	Emergency Operations Plan
ERP	Emergency Response Plan
ESF	Emergency Support Function
EVC	Emergency Volunteer Center
FEMA	Federal Emergency Management Agency
HMGF	Hazard Mitigation Grant Program
HUD	Housing and Urban Development
IA	Individual Assistance
IDE	Initial Damage Estimate
IFGP	Individual and Family Grant Program
JCO	Joint Coordinating Officer
JFO	Joint Field Office
LHMGP	Local Hazard Mitigation Grant Program
LHMP	Local Hazard Mitigation Plan
LTRC	Long Term Recovery Committee
LTRO	Long Term Recovery Organization
MIDC	Marin Interagency Disaster Coalition
MMWD	Marin Municipal Water District
MRC	Medical Reserve Corps
MTC	Municipal Transportation Commission
NGO	Non- Government Agency

**MARIN COUNTY OPERATIONAL AREA  
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NIMS	National Incident Management System
NMWD	North Marin Water District
NVOAD	National Voluntary Organizations Active in Disaster
NOAA	National Oceanic and Atmospheric Administration
NOC	National Operations Center
NRCC	National Response Coordinating Center
OA	Operational Area
OES	Office of Emergency Services
PA	Public Assistance
PAC	Public Assistance Coordinator
PAC	Public Assistance Coordinator
PDA	Preliminary Damage Assistance
PW	Project Worksheet
REOC	Regional Emergency Operations Center
RTF	Recovery Task Force
SBA	Small Business Administration
SEMS	Standardized Emergency Management System
SOC	State Operation Center
USDA	United States Department of Agriculture
VOAD	Volunteer Organization Active in Disaster
SBA	Small Business Administration
SEMS	Standardized Emergency Management System
SOC	State Operation Center
USDA	United States Department of Agriculture

**MARIN COUNTY OPERATIONAL AREA  
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