

ANNEX L: RECOVERY

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I. RECOVERY ORGANIZATION

Pre-Event Organization

Pre-event recovery planning and mitigation efforts in Glenn County will benefit from further development. The Office of Emergency Services takes the lead on planning and emergency management. Many mitigation actions lie in land use planning, including zoning, under the auspices of the county Planning Department. Building codes are also the purview of the Planning Department. The Board of Supervisors is the county's legislative body. Special districts are governed by their own boards. The Disaster Council has the mandate to create and maintain this Emergency Operations Plan, related plans, and mutual aid agreements. It is the appropriate body to coordinate additional recovery planning.

Response & Short Term Organization

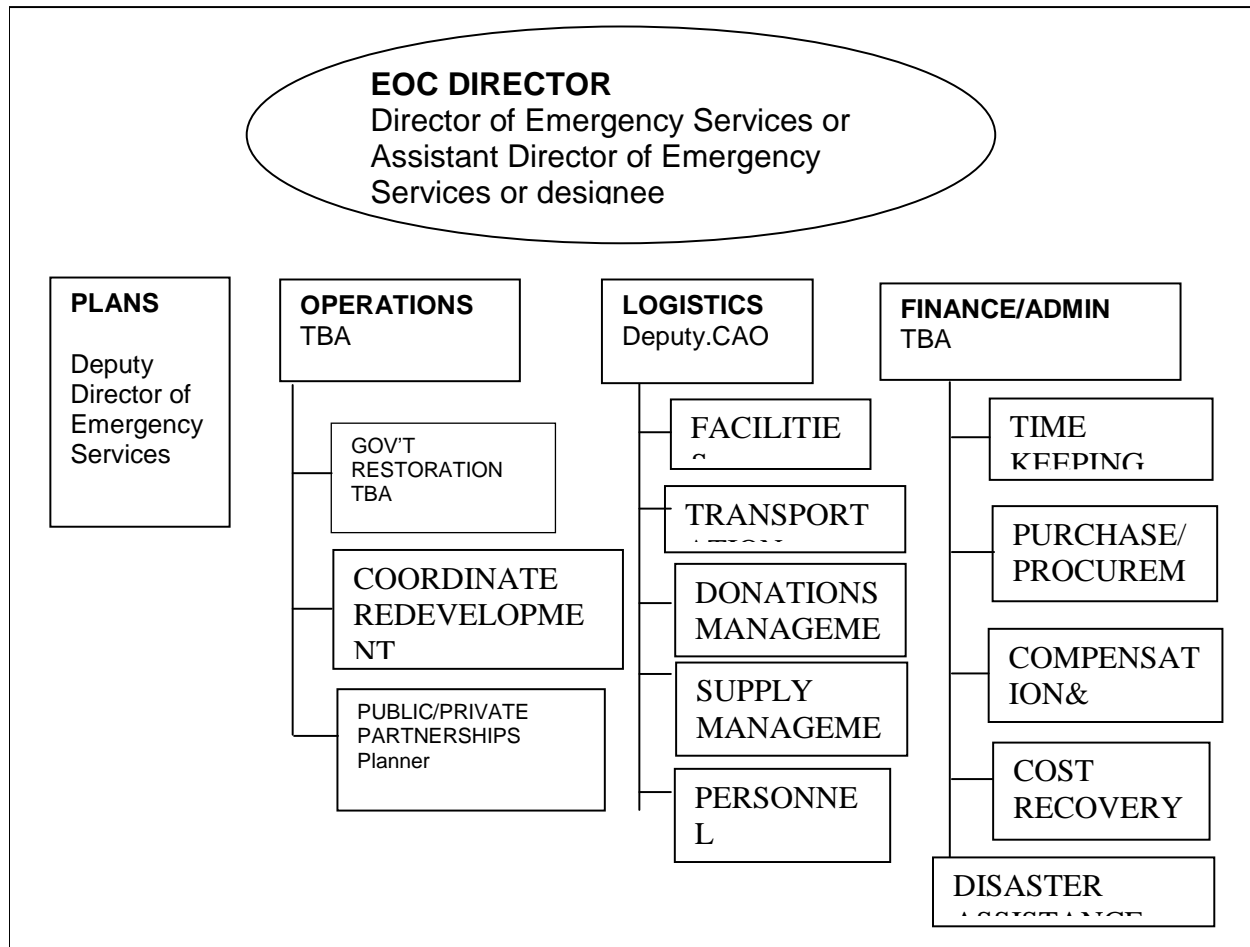
During the response and short-term recovery phases, the recovery organization is embodied in the EOC organization. Roles and responsibilities for recovery activities are shown in [Figure](#), in located in Section 1: Introduction – IV. Roles & Responsibilities. The EOC staff organization for full activation (Level Three) is illustrated in Figure on the following page. As an event escalates, more positions will be filled. Once the response has ended, the EOC may scale back to Level 2 with recovery the primary focus. Most staff may operate from their normal work locations rather than the EOC.

Mid-Term Organization

The mid-term recovery phase has a strong focus on planning. It requires extensive coordination with representatives from the community.

EOC Staff for Recovery at Level Two Activation

EOC STAFF FOR RECOVERY AT LEVEL two activation



Staff to necessary level remembering these two rules:

1. Span of control not to exceed 5-7 people.
2. An individual may not report to more than one supervisor.

Long-Term Organization

Phase IV will take several years to complete when significant physical damage has occurred. The EOC should not remain physically open for longer than is necessary; work will then take place from other locations, even though a SEMS/NIMS organization will continue to exist. Most of the work will be usually be accomplished at EOC activation Level One or with a minimum of staffing at Level Two. Much recovery work centers on reconstruction, both public and private, and may require close coordination with the private sector. The difficulty of the work will depend largely on the quality of pre-event efforts to establish a good framework of codes, permitting, and redevelopment plans.

Training

All those potentially involved in the recovery and reconstruction organization should maintain training, including on the Emergency Operations Plan. Exercises are a critical element in training. Efforts will be made to conduct exercises specific to the recovery activities.

Recovery Functions in Med & Long-Term Phases

EOC Activation

Recovery activities begin as soon as the EOC is activated or even before activation in some cases. (Details on activating the EOC can be found in Annex A: EOC) Recovery continues long after the emergency is over and after the EOC has been closed or reduced to a partial activation level. Even without the EOC physically activated, the organization will continue to operate under SEMS and NIMS. As Recovery enters Mid-term and Long-term phases, response-related responsibilities eventually disappear and the ICS organization shifts to a recovery emphasis.

Management

Once the EOC is deactivated, Management may be reduced to one individual with assistance called in as needed. The Director of Emergency Services continues to have overall responsibility although the County Administrative Officer may directly oversee most activities in these later phases. A Public Information Officer may be utilized periodically to keep the public informed of progress.

Operations

The Operations Section oversees all tactical operations, including, but not limited to:

- Restoration of government functions
- Reconstruction of public facilities
- Permitting, code, and inspection issues
- Existing zoning and needed changes
- Coordination of community development
- Partnerships between the public and private sectors.

While the private sector will need to meet certain code, zoning, and permitting requirements, government will need to expedite processes and facilitate coordinated redevelopment.

Planning/Intelligence

The Planning Section will still prepare action plans for operational periods although a period may be defined as weeks rather than hours. Situation analysis, technical services, documentation, and other activities will also take place.

Logistics

Logistics continues to provide resource support to the recovery management efforts. Temporary housing for displaced individuals, donations management, transportation for debris removal and other activities, management of supplies, and all the other necessary functions go on.

Finance/Administration

In addition to the usual activities of time keeping, purchasing/procurement, and compensation/claims, the Finance Section has the lead for cost recovery and disaster assistance programs.

Recovery Functional Responsibility Matrix

SEMS/NIMS Functions	Mgt			Operations												
DEPARTMENT/AGENCY L – Lead Responsibility L* - Co-Lead S – Support Responsibility	EOC management	Public Information	Liaison	Alerting/Warning	Fire & rescue	Law Enforcement	Search & Rescue	Access & Movement	Animal Issues	HazMat	Infrastructure	Utilities	Care & Shelter	Medical & EMS	Public / Mental Health	
County Counsel		S														
CAO/City Manager		S	S													
Emergency Services	L*	L*	L*	L*		S	L*			S						
Sheriff	L*	L*	S	L*		L	L*	S	L*	S						
Coroner						S										
Fire Coordinator		S	S		L		S			S						
Animal Control									L*							
Public Works/Roads	S							L			L					
Agriculture/ Air Pollution Control/CUPA									S	L						
Public Health		S		S										L	L*	
Mental Health															L*	
Environmental Health										S	S				S	
Social/human Services													L			
Auditor’s Office			S													
Recorder																
Assessor	S															
Personnel																
Finance																
Education				S				S								
Information Technology				S												
Glenn Medical Center				S										S	S	
Non-governmental orgs			S									L	S	S		

Recovery Functional Matrix – Continued

SEMS/NIMS Functions	Plans				logistics						finance			
DEPARTMENT/AGENCY L – Lead Responsibility L* - Co-Lead S – Support Responsibility	Situation Analysis	Documentation	Technical Services	Demobilization	Personnel	Transportation	Communications	Facilities	Resource Status	Supply/ Procurement	Time Keeping	Purchasing/ Contracts	Compensation/ Claims	Cost Recovery
County Counsel														
CAO/City Manager												S		S
Emergency Services	L*		L				L*		L*					S
Sheriff	L*						L*							
Coroner														
Fire Coordinator	S													
Animal Control														
Public Works/Roads	S		S	L		L		L						
Agriculture /Air Pollution Control/CUPA	S													
Public Health	S													
Mental Health														
environmental health														
Social/human Services														
Auditor's Office		S		S				S	S	S	L	S	S	S
Recorder		L									S			
Assessor														
Personnel					L									
Finance										L		L	L	L
Education						S								
Information Technology							S							
Glenn Medical Center														
Non-governmental orgs			S			S	S							

II. Recovery Operations

The County of Glenn, the OA jurisdictions/agencies, and special districts have specific responsibilities in recovering from a disaster. The chart below depicts the functional responsibilities assigned to the County departments and/or key personnel, OA jurisdictions/agencies, and special districts.

Functional Responsibilities Matrix

Function	Department/Jurisdiction/Agency
Political process management; interdepartmental coordination; policy development; decision making; and public information.	County Board of Supervisors Jurisdiction's Governing Body
Debris removal; demolition; construction; management of and liaison with construction contractors; and restoration of utility services.	County Planning-Public Works County Community Services Department Jurisdiction/Agency Public Works
Public finance; budgeting; contracting; accounting and claims processing; taxation; and insurance settlements.	County Finance Department County Auditor-Controller County Board of Supervisors County Assessor Jurisdiction Administrator's Office Jurisdiction Financial Administration Offices
Redevelopment of existing areas; planning of new redevelopment projects; and financing new projects.	County Board of Supervisors County Planning-Public Works County Community Services Department Jurisdiction's Governing Body Jurisdiction Public Works/Planning
Applications for disaster financial assistance; liaison with assistance providers; onsite recovery support; and disaster financial assistance project management.	FEMA Cal-OES County Office of Emergency Services
Advise on emergency authorities, actions, and associated liabilities; preparation of legal opinions; and preparation of new ordinances and resolutions.	County Counsel Jurisdiction Legal Counsel
Government operations and communications; space acquisition; supplies and equipment; vehicles; personnel; and related support.	County Planning-Public Works County Personnel Department County Information Technology Department Jurisdiction Public Works Jurisdiction Personnel Department

Recovery Planning

Rebuilding efforts require decisions on a number of critical activities that have long-term social, economic and physical recovery implications. In addition to common emergency planning considerations (e.g., establishing partnerships, risk identification and reduction, plan maintenance including drills and exercises) local government may consider the activities listed below during the emergency management planning process.

Recovery Planning Checklist

<p>Physical Recovery Activities:</p> <ul style="list-style-type: none"> • Preserving historical sites • Considering environmental concerns • Upgrading infrastructure and utilities • Removing debris and managing disposal sites • Evaluating redevelopment and subdivisions • Establishing restoration committee • Deferring permits, fees, etc. • Pursuing hazard mitigation projects and advancing mitigation efforts • Modifying land use and zoning requirements • Improving infrastructure, roads, housing • Evaluating repair and rebuilding options • Incorporating changes in construction standards 	<p>Governmental Recovery Activities:</p> <ul style="list-style-type: none"> • Continuing the performance of governmental functions • Protecting essential facilities, equipment, records, etc. • Managing donations • Coordinating voluntary agencies • Building community consensus • Engaging stakeholders, special interests groups and the public in decision-making processes • Pursuing new opportunities in community planning • Upgrading communication systems • Pursuing political support • Communicating recovery activities to the public • Addressing community questions about health consequences of the event
<p>Social Recovery Activities:</p> <ul style="list-style-type: none"> • Promoting community participation • Providing services for the mental health of individuals • Evaluating community stress • Informing the public of physiological considerations • Restoring community values • Promoting family and individual preparedness • Establishing Local Assistance Centers for ‘one-stop’ disaster recovery services 	<p>Economic Recovery Activities:</p> <ul style="list-style-type: none"> • Establishing a documentation system to collect and store disaster-related cost information to ensure maximum state and federal reimbursement • Addressing economic loss of the community • Identifying available working capital • Promoting businesses in damaged areas • Maximizing the consumer base • Reestablishing commercial services • Facilitating business recovery • Securing disaster business loans, disaster recovery assistance grants and hazard mitigation project funding

Recovery Damage & Safety Assessment

The recovery damage/safety assessment is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. An Initial Damage Estimate is developed, during the emergency response phase, to support a request for a Gubernatorial Proclamation and for the State to request a Presidential Declaration.

During the recovery phase, this assessment is refined to a more detailed level. This detailed damage/safety assessment will be needed to apply for the various disaster financial assistance programs. A list of mitigation priorities will need to be developed by the jurisdictions' departments.

For Glenn County, the detailed damage/safety assessment will be completed by the County Planning & Public Works Department in coordination with the Office of Emergency Services and applicable County departments. The Planning & Public Works Departments of each city will, in most cases, complete the detailed damage assessment.

The chart below describes the mechanisms required to document damages and determine assistance in the impacted area.

Damage Assessment Reports

Report Title	Responsible Party	Description Needed	Purpose of Report
Initial Damage Estimate (IDE)	Local jurisdiction	Initial description of damage including: <ul style="list-style-type: none"> · type and extent of public and private sector damage · basic repair and emergency response costs · any acute public health issues · number of homes and businesses not insured or underinsured 	Provides information for Cal-OES to determine if state and/or federal disaster assistance is warranted and to what external resources are needed. An IDE should be provided concurrently with request for assistance. Not providing this information promptly can delay assistance.
Preliminary Damage Assessment (PDA)	Disaster Assessment Division field staff assisted by OES Regional staff, local, state and/or federal government staff	Preliminary detailed damage report including: <ul style="list-style-type: none"> · facility types (e.g., school, road, private residences) and location · facility insurance and/or maintenance records · damage description and repair estimates · local government budget reports · destroyed/damaged residences, personal property, businesses · any identified environmental or historical issues 	Provides information for Cal-OES to determine extent and type of state and/or federal disaster assistance. This information is also used by FEMA to prepare a regional analysis of the request for consideration by FEMA headquarters.
Damage Assessment by other Federal Agencies	Small Business Administration (SBA) ----- U.S. Dept. of Agriculture (USDA) and/or local Agricultural Commissioner	Includes the number of private homes and businesses damaged or destroyed and estimated uninsured losses. It also may include documentation showing economic injury to businesses. ----- Includes cause, type and value of crop/livestock losses.	Ensures minimum damage criteria have been satisfied to implement the Physical or Economic Injury Disaster Loan Program. ----- Provides USDA with justification to implement emergency loan program.

Recovery Operations Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

Under the State Natural Disaster Assistance Act (NDAA), documentation is required for damage sustained to the following:

- Public buildings;
- Levees;
- Flood control works;
- Irrigation works;
- County roads;
- City streets;
- Bridges; and
- Other public works.

Under federal disaster assistance programs, documentation must be obtained regarding damages sustained to:

- Roads;
- Water control facilities;
- Public buildings and related equipment;
- Public utilities;
- Facilities under construction;
- Recreational and park facilities;
- Educational institutions; and
- Certain private non-profit facilities.

Debris removal and emergency response costs incurred by the affected entities should also be documented for cost recovery purposes under the federal programs.

It will be the responsibility of the County, jurisdictions, and special districts to collect documentation of these damages and submit them to the Recovery Manager for their jurisdiction. Those special districts not within a city should submit documentation to the County Recovery Manager.

The documenting information should include the location and extent of damage, and estimates of costs for:

- Debris removal;
- Emergency work; and
- Repairing or replacing damaged facilities to a non-vulnerable and mitigated condition.

The cost of compliance with building codes for new construction, repair, and restoration will also be documented. The cost of improving facilities may be provided under federal mitigation programs.

III. DISASTER ASSISTANCE

Levels of Disaster Assistance

Several levels of disaster assistance are available from the State and Federal levels.

Director's Concurrence:

Purpose: The California Disaster Assistance Act (CDAA) authorizes the OES Director, at his discretion, to provide financial assistance to repair and restore damaged public facilities and infrastructure.

Deadline: State OES must receive a request from local government within 10 days of the incident.

Supporting Information Required: Local Emergency Proclamation, Initial Damage Estimate (IDE) prepared in the CAL-EOC, and a request from the County Board of Supervisors.

Governor's Proclamation

Purpose: Provides the Governor with powers authorized by the Emergency Services Act; authorizes the OES Director to provide financial relief for emergency actions and restoration of public facilities and infrastructure; prerequisite when requesting federal declaration of a major disaster or emergency.

Deadline: State OES must receive a request from local government within 10 days of the incident.

Supporting Information Required: Local Emergency Proclamation, IDE prepared in CAL-EOC, and a request from the County Board of Supervisors.

Presidential Declaration of Emergency

Purpose: Supports response activities of the federal, state and local government. Authorizes federal agencies to provide "essential" assistance including debris removal, temporary housing and the distribution of medicine, food, and other consumable supplies.

Deadline: Governor must request on behalf of local government within 5 days after the need for federal emergency assistance is apparent.

Supporting Information Required: All of the supporting information required above and, a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, information describing the state and local efforts, identification of the specific type and extent of federal emergency assistance needed.

Presidential Declaration of Major Disaster

Purpose: Supports response and recovery activities of the federal, state, and local government and disaster relief organizations. Authorizes implementation of some or all federal recovery programs including public assistance, individual assistance and hazard mitigation.

Deadline: Governor must request federal declaration of a major disaster within 30 days of incident.

Supporting Information Required: All of the supporting information required above and, a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, and identification of the specific type and of federal aid required.

Federal & State Disaster Assistance Requiring a Local Emergency Proclamation

Local Government:

- Reimbursement of extraordinary emergency costs (e.g., public safety overtime, debris removal, sandbagging)
- Funds to repair damaged public facilities (e.g., buildings, roads, equipment, utilities)
- Hazard mitigation

Individuals & Families:

- Housing assistance such as home repairs and temporary lodging/rental assistance

- Personal property, medical/dental expenses
- Disaster unemployment benefits
- Crisis Counseling

Assistance Programs

California Disaster Assistance Act (CDAA)

This Act provides financial assistance from the state for costs incurred by local governments as a result of a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration.

Fire Management Assistance Act (FMAG)

The request for funds must be made through California OES while the fire is burning uncontrolled. The Initial Request Form (F-158) must be completed and faxed to Cal-OES or entered into Cal-EOC. FEMA (through California OES) may approve declarations for fire management assistance when it determines that a fire or fire complex threatens such destruction as would constitute a major disaster. Evaluation criteria must include:

- Threat to lives and improved property, including threats to critical facilities and infrastructure, and critical watershed areas
- Availability of resources: Local, Operational Area, Regional, and State
- High Fire Danger Conditions as indicated by a nationally accepted index such as the National Fire Danger Rating System
- Potential for major economic impact

Eligibility Criteria

- The Incident Commander or comparable State Official requests the resources
- The activities performed must be the legal responsibility of the applying entity, required as a result of the Declared Fire, and performed within the designated fire

Robert T. Stafford Disaster Relief & Emergency Assistance Act

In 1988, the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5206, was enacted to support State and local governments and their citizens when disasters overwhelm them. This law, as amended, establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance. The Federal Emergency Management Agency (FEMA), now part of the Emergency Preparedness and Response Directorate of the Department of Homeland Security, is tasked with coordinating the response.

Federal Emergency Management Agency (FEMA)

Disaster assistance through FEMA falls into three general categories:

- Individual Assistance - aid to individuals and households;
- Public Assistance - aid to public (and certain private non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities;
- Hazard Mitigation Assistance - funding for measures designed to reduce future losses to public and private property.

Some declarations will provide only individual assistance or only public assistance. Hazard mitigation opportunities are assessed in most situations.

Public Assistance Programs Matrix

Program Name	Type of Assistance	Local Proclamation Required?	State of Emergency Required?	Declaration or Designation Required?
Safety Assessment Program (SAP)	Provides professional evaluators to determine safety, use and occupancy of homes and buildings	No	No	No
Fire Management Assistance Grant (FMAG)	Reimbursement of emergency response costs for fire suppression	No	No	Yes
State Public Assistance (PA) under an OES Director's Concurrence	Funding to restore public infrastructure	Yes	No	No
State PA under a Governor's proclamation of state of emergency	Reimbursement of local emergency response costs, debris removal and funding to restore public infrastructure	Yes	Yes	No
Federal PA (major disaster declaration)	Reimbursement of local emergency response costs, debris removal and funding to restore public and allowable private-non-profit infrastructure	Yes	Yes	Yes
Individuals and Household Program (IHP)	Grants for unmet recovery needs to individuals and families	Yes	Yes	Yes
State Supplemental Grant Program (SSGP)	Supplemental grants for individuals for recovery may be available only when maximum IHP has been reached	Yes	Yes	Yes
SBA Economic Injury Disaster Loan Program	Working capital loans for small businesses that have suffered an economic loss	No	No	No
SBA Physical Disaster Loan Program	Loans for individuals, families and businesses that have lost real and personal property	No	No	Yes
USDA Disaster Designation	Loans for farmers and ranchers for physical and crop production losses	No	No	Yes
Crisis Counseling Programs	Referral/resource services and short term counseling for emotional and mental health problems caused by the disaster	Yes	Yes	Yes

