



RECOVERY PLAN



07|01|2024

FRESNO COUNTY
OPERATIONAL AREA



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Section 1 – Introductory Materials

1.1 Introduction

The *Fresno County Recovery Plan* serves as a comprehensive framework for guiding the recovery efforts of Fresno County following a disaster. Developed in collaboration with county departments and other community stakeholders, the plan addresses key recovery support functions, including capacity building, housing, healthcare, infrastructure, economic revitalization, and the preservation of natural and cultural resources. Through collaborative planning between government agencies, private sector partners, and community organizations, the plan aims to ensure the swift and effective restoration of essential services, infrastructure, and community assets, while fostering resilience and long-term sustainability for all residents of Fresno County.

1.2 Purpose

The purpose of the *Fresno County Recovery Plan* is to establish the county's recovery management organization, assign responsibilities for disaster recovery functions, outline recovery operations for short-term, intermediate, and long-term activities, detail communication and coordination strategies, and identify opportunities to implement post-disaster mitigation measures during the rebuilding process.

1.3 Scope

This plan applies to any extraordinary situation, regardless of cause, when the conditions require, and is designed to complement the County's Master Emergency Services Plan as a supporting planning document. The Recovery Plan integrates the goals and strategies outlined in County's Hazard Mitigation and General Plans. This ensures that recovery efforts not only address immediate needs but also contribute to long-term hazard mitigation and sustainable development. The plan addresses incidents of local, regional, state, and national significance, including presidentially declared emergencies and major disasters as defined by the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

The provisions, policies and procedures described in this plan are applicable to all agencies and individuals, public and private, having responsibility for emergency preparedness, response, recovery and/or mitigation within the geographical boundaries of Fresno County.



1.4 Assumptions

The following assumptions were considered when this plan was developed:

- Local media will cooperate in placing the community's need for emergency public information ahead of the need for news coverage, at least in the initial warning and response phase of an emergency.
- Some events, or even forecast events, can bring many reporters, photographers, and camera crews to an area; this will create heavy demands on the public information team organization, requiring augmentation.

1.5 Relationship to Response

Evaluation of the incident's impact on the community occurs throughout the response phase and influences the direction of recovery operations related to public services and facilities, individuals, and businesses. Actions to promote short-term, intermediate, and long-term recovery should commence concurrently with response operations, if possible.

Damage assessment activities that begin in the response phase are intended to support functions such as mapping locations of damaged or destroyed property and establishing eligibility for state or federal disaster assistance. In addition, mass care and sheltering activities begin in the response phase and gradually transition to temporary housing support during short-term to intermediate recovery, with the goal of finding permanent housing solutions during the long-term recovery phase.

1.6 Goals and Objectives

This plan supports the following disaster recovery goals for Fresno County:

- Provide a framework for effective recovery coordination across the county organization.
- Establish a process to initiate disaster recovery documentation, preparing for cost recovery and the federal claims process.
- Familiarize personnel with disaster recovery concepts and procedures.
- Promote real-time information sharing between field-level responders and the EOC to support disaster recovery activities.
- Identify gaps in disaster recovery capabilities and develop or sustain capabilities that support disaster recovery operations.

The objectives of the *Fresno County Recovery Plan* include:



- Within the first operational period of the County’s Emergency Operations Center (EOC) activation, initiate documentation and tracking of known and estimated costs related to response and recovery within the unincorporated area.
- Within the first operational period, identify disruptions or damages to community lifelines and prioritize stabilization and restoration activities.
- Within the first operational period, once it is safe to do so, begin the compilation of countywide Initial Damage Estimates (IDEs) from all impacted jurisdictions.
- Within the first 48 hours, and no later than 10 calendar days after the start of the incident, determine if the incident’s impacts, damages, and costs are beyond the County’s capability and, if so, decide if a Proclamation of Local Emergency and Request for Public Assistance (RPA) is necessary.
- During response and recovery, identify potential mitigation actions for inclusion in After Action Reports/Improvement Plans (AAR/IP), updates to the Local Hazard Mitigation Plan (LHMP), and possible requests for hazard mitigation assistance funding.

1.7 Whole Community Approach

The County is committed to achieving and fostering a robust disaster recovery system that uses the recommended *Whole Community Approach*¹ and is fully inclusive of the diverse needs and circumstances of citizens. The Whole Community Approach attempts to engage the full capacity of the private and nonprofit sectors, including businesses, faith-based and disability organizations, and the general public, in conjunction with the participation of local, tribal, state, territorial, and Federal governmental partners in emergency preparedness and planning efforts.

For further details on the county’s Whole Community Approach to emergency management and the integration of inclusive emergency management practices, refer to the *Fresno County Master Emergency Services Plan*.

1.8 Plan Review and Maintenance

The Fresno County OES serves as custodian of the *Fresno County Recovery Plan*. The OES will review the plan annually and revise it as necessary. Please see **Attachment B** for more information on the annual plan review procedure.

This plan may also be modified as a result of post-incident analyses and/or post-exercise critiques or if responsibilities, procedures, laws, rules, or regulations pertaining to disaster

¹ FEMA A Whole Community Approach to Emergency Management, 2011.



recovery change. The Fresno County OES will maintain in the Record of Changes, any modifications made outside of the established maintenance cycle.



Section 2 – Situation Overview

2.1 General Situation Overview

Fresno County has experienced a range of disasters, including floods, severe storms, wildfires, earthquakes, droughts, and extreme heat waves. While floods are the most frequent type of disaster due to the county's geography, severe storms and wildfires also pose significant threats to Fresno County communities. Incorporating lessons learned from historical disasters allows the County to tailor recovery strategies to address and mitigate similar risks in the future. By assessing past events and their impacts, the County can better anticipate and prepare for future disaster scenarios, enhancing the community's resilience and ability to recovery quickly.

2.1.1 Disaster Declaration History

Fresno County has a notable history of disaster events, with nineteen Federal Disaster Declarations for various types of emergencies since 1969². Among these events, floods have been the most frequent, with six declarations recorded. Most notably, Fresno County received three separate federal disaster declarations for flooding due to the Winter Storms of 2023. Wildfires have also been a recurring challenge for Fresno County. The Creekfire in 2020 was the county's largest and most destructive fire on record and burned 379,895 acres in the mountains of Fresno and Madera counties, destroying 856 structures³. In addition, other disaster events, such as freezing temps and hurricanes⁴ have resulted in seven federal disaster declarations.

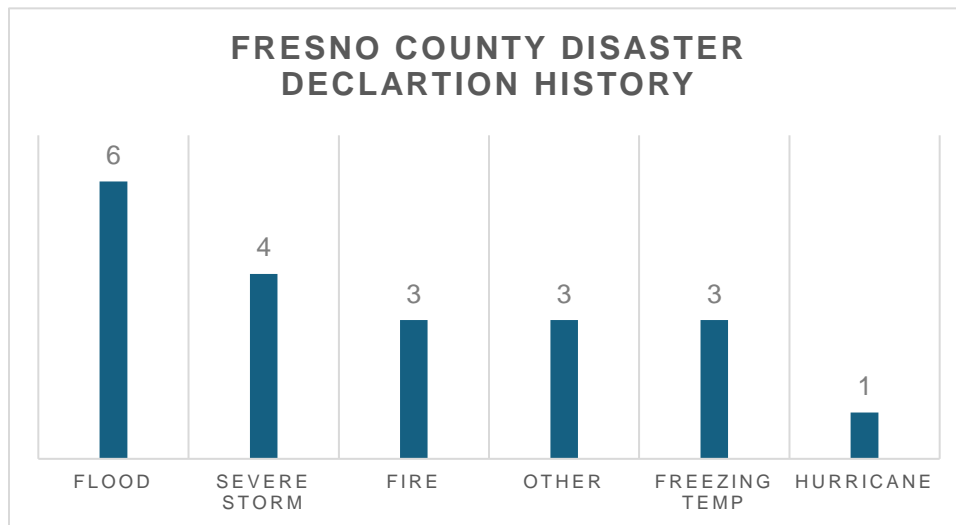


Figure 1 – Fresno County Federal Disaster Declaration History

² FEMA Disaster Declarations for States and Counties, Fresno County, CA, (1969-2023).

³ CAL FIRE Incidents: Creek Fire <https://www.fire.ca.gov/incidents/2020/9/4/creek-fire>

⁴ Fresno County supported evacuees during the 2005 Hurricane Katrina response.

2.2 Disaster Recovery Process

The disaster recovery process encompasses restoring housing, transportation, and public services, restarting economic activity, and fostering long-term community redevelopment. Often the least understood phase of disaster management, recovery involves complex processes, including relief, short-term restoration, intermediate recovery, and long-term redevelopment. Successful community recovery demands sustained commitment from local government leadership, planners, partners, and the community to invest time and resources across the entire recovery continuum.

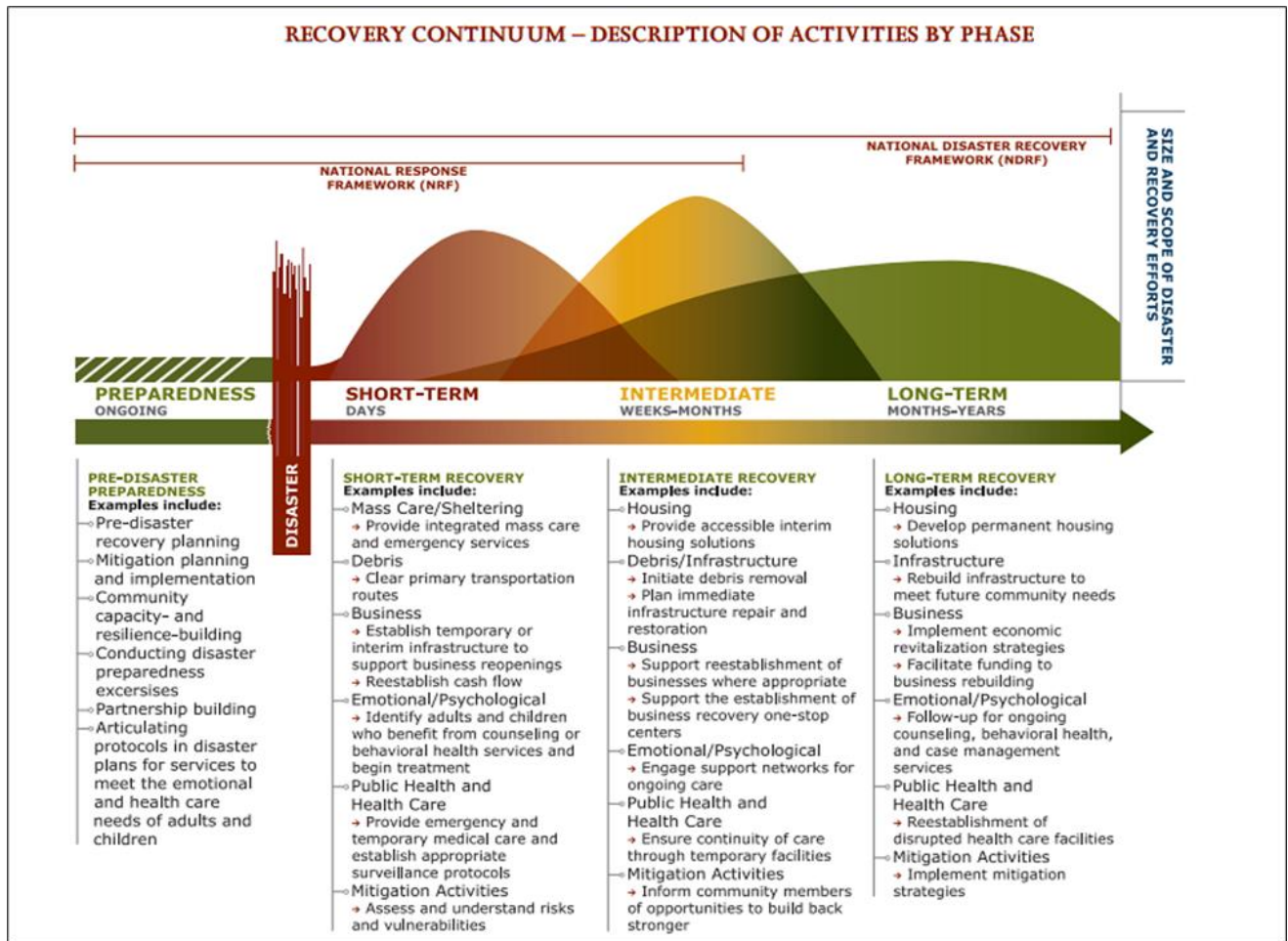


Figure 2 – FEMA Recovery Continuum



2.3 Hazard Identification and Risk Assessment

The *Fresno County Multi-Jurisdictional Hazard Mitigation Plan's* (MJHMP) Hazard Identification and Risk Assessment (HIRA) describes those threats and hazards relevant to the planning area that may require recovery activities. The threats and hazards identified in the HIRA section of the MJHMP inform all disaster preparedness planning efforts within the County, including the development of the county's recovery plan.

For more detailed information on threats and hazards, please see the *Fresno County Multi-Jurisdictional Hazard Mitigation Plan's* Hazard Identification and Risk Assessment (HIRA).

2.4 Recovery Scale and Magnitude

In addressing any recovery situation, it is important for recovery planners to understand both the scale and magnitude of recovery processes likely to be needed to restore infrastructure and services, and for the community to adapt to the new circumstances. The terms recovery scale and magnitude refer to the size of the area affected by the disaster in terms of geographic area, and the strength or force of the disaster impacts, to include the numbers of individuals and households impacted, numbers of structures damaged or destroyed, and the types of facilities which must be restored or reconstructed. The scale and magnitude of a disaster event will determine the type of recovery processes that will be needed to restore the community to pre-disaster, or to new post-disaster conditions.

2.4.1 Recovery Classification System

The recovery classification system helps facilitate communication between stakeholders to identify the magnitude and complexity of recovery situations. This system is intended to be used as a tool to assist local planners in identifying relevant factors to quickly size up the situation and begin to organize and coordinate resources that will be used during the recovery process.

Table 1 presents a recovery classification system with concise examples for each category, illustrating the fundamental relationships between scale of recovery and types of situations. The scale is categorized into three geographic levels: neighborhoods or districts, communities, and regions. By combining these variables, the classification system establishes recovery levels one through six, which correspond to increasing scale and complexity of recovery processes. This system enables stakeholders to contemplate the requirements for restoring normalcy and addressing the social, economic, physical, and environmental changes necessary for effective community recovery.



Scale	Type A: Restoration	Type B: Redevelopment
Can be discontinuous, involving multiple locations at each geographic scale.	Characterized by limited loss of life, population-economic dislocation, repairable damage, and minimal land-use changes.	Characterized by major loss of life or structures, population-economic dislocation, demolition, reconstruction, land-use changes, and/or mitigation opportunities.
Neighborhoods or Districts	Level 1: Neighborhood Restoration Example: 1986 Yountville, California, mobile home park flood destroyed hundreds of homes.	Level 2: Neighborhood Redevelopment Example: 2018 Carr Fire, neighborhood redevelopment following significant loss of destroyed structures in a few geographic areas.
Communities	Level 3: Community Restoration Example: 1991 Oakland, California, Oakland Hills firestorm caused severe but repairable damage to mostly residential neighborhoods.	Level 4: Community Redevelopment Example: 2019 Paradise, California, community redevelopment following significant loss of life, public structures, utilities, and other community infrastructure across many geographic areas.
Regions	Level 5: Regional Restoration Example: 1994 Northridge, California, Earthquake caused severe but repairable damage to multiple areas across a wide region.	Level 6: Regional Redevelopment Example: California Bay Area Earthquake, (Hayward Fault) anticipates vast regions of the state to experience significant loss of life, severe damages to critical infrastructure and residential structures, and displacement of a large number of the population.

Table 1 - Recovery Classification System: Scales, Types, and Levels of Recovery

2.5 Restoration vs. Re-development Recovery

After a disaster, it is crucial for planners and responders to first understand its type and scale in order to determine the necessary recovery processes. The term 'recovery type' encompasses both the intensity of impacts and the social, economic, and physical processes involved in restoring normalcy and adapting to new circumstances. These types of recovery are often characterized by the primary physical actions they entail, restoration and/or redevelopment.

2.5.1 Restoration-Type Recovery

The most common type of recovery, restoration, occurs after disasters that leave buildings and structures mostly intact. Key characteristics include minimal loss of life, limited population or economic displacement, and predominantly repairable damages. Restoration-focused recovery involves prioritizing cleanup of debris, repairing existing structures, utilizing existing foundations, and minimizing land-use changes. While opportunities for hazard mitigation may exist, safety upgrades are typically limited to adjustments within the existing framework of the built environment.



Fresno County is subject to a variety of hazards that may necessitate a restoration-type recovery. The County's Multi-Jurisdictional Local Hazard Mitigation Plan describes the various hazards, including historical disaster events, that are most likely to occur.

2.5.2 Re-development-Type Recovery

A less common type of recovery, redevelopment, occurs after disasters that result in the destruction of physical structures and substantial damage, necessitating the replacement of preexisting buildings for safe occupancy. Key characteristics include significant loss of life and injuries, major population and economic displacement, and destruction of structures beyond repair. Redevelopment involves extensive building demolition and replacement, allowing for major reconfiguration of foundations and building mass, as well as greater opportunities for implementing mitigation measures. In this type of recovery, a Recovery Work Plan must align with both the County's General Plan for long-term community growth and development and mitigation activities outlined in the Hazard Mitigation Plan.

Few hazards have been identified for Fresno County that would necessitate a redevelopment-type of recovery. However, the county must maintain a preparedness posture that acknowledges that future instances and impacts of disasters may exceed historical information or probabilistic risk analyses. In addition, the projected impacts of climate change may not be fully realized and may significantly increase the potential for, and severity of future disaster events.

2.5.3 Additional Recovery Considerations

Additional variables associated with a disaster may affect the local approach to the recovery process, including:

- **Urban vs. rural settings:** Disasters occurring in densely developed, heavily populated urban areas are more likely to create devastation than those which happen in lightly settled and less populated rural areas.
- **Severity of cleanup and debris:** Local land-use variables, such as the presence of major quantities of hazardous or toxic materials (e.g., oil, waste, or chemicals) can intensify and complicate restoration efforts.
- **Variations in wealth and poverty:** Low-income communities have been shown to be disproportionately affected by disasters, more so than those possessing substantial wealth, and may also experience more challenges with recovery.
- **Access to financial support:** Communities that have greater access to financial resources such as private assets, insurance, or federal grants – have a less difficult time recovering. Such access may be limited by other than income-related factors such as variations of participating in flood insurance or details of federal grant and loan eligibility rules.



- **Local governance capabilities:** An important unseen variable is the capacity of local governments to function effectively in the post-disaster environment, partially reflecting strength of leadership, administrative professionalism, and stakeholder interest in community affairs.



Section – 3 Organization and Assignment of Responsibilities

3.1 Recovery Management Organization

Successful recovery, as defined by the community, requires a unified, coordinated effort from all sectors of the community (i.e., public, private, non-government, non-profit). The recovery management organization of the county includes local government agencies, non-governmental organizations (NGOs), non-profit organizations (NPOs), private-sector partners, health and education institutions, and local volunteer organizations. By bringing together these diverse stakeholders, the disaster recovery organization of the county can harness the collective expertise and resources necessary to prioritize the needs within the community and promote resilience.

The following sections describe the components of the Fresno County Recovery Management Organization. **Figure 3** below depicts the county’s Recovery Management Organizational structure.

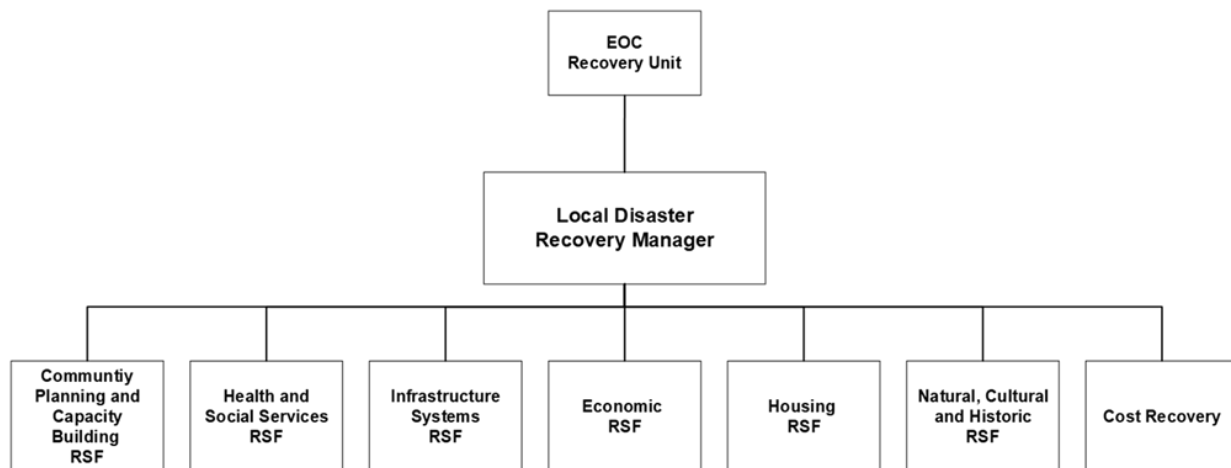


Figure 3 – Fresno County Recovery Management Organization

3.2 Recovery Support Functions

The National Disaster Recovery Framework (NDRF) and the California Disaster Recovery Framework (CDRF) describe the necessary functions, principles, processes, and capabilities essential for all communities to enable and manage recovery more effectively following an incident of any size or scale. Recovery Support Functions (RSFs) establish scalable, flexible, and adaptable coordinating mechanisms that align key roles and responsibilities across the whole



community and depict processes in which a community fully engages and considers the needs of all its members.

The County has identified the following RSFs that are coordinated by a primary agency (or agencies) and supported with assistance from local, regional, state, and/or federal agencies and organizations:

- Community Capacity and Resilience Building
- Economic Recovery
- Health and Social Support
- Housing (temporary and permanent)
- Infrastructure Systems
- Natural, Cultural and Historic Preservation

The County recognizes that some recovery support functions, depending on the scope and magnitude of the disaster, may require extensive resources or support that are beyond the capabilities of the county organization to provide and may require assistance from external agencies, organizations, or contractors. The following sections describe how the County has organized the RMO to provide leadership and support for each RSF.

3.2.1 Community Capacity and Resilience Building

The Community Planning and Capacity Building RSF plays a crucial role in coordinating the development and execution of recovery plans and policies to guide short-, intermediate-, and long-term recovery efforts. This RSF establishes a comprehensive system of support for the community, both before and after a disaster, emphasizing hazard mitigation, capacity building, and continuity planning throughout the recovery planning and implementation process. Moreover, it serves as a vital forum for integrating resources from non-governmental organizations (NGOs) and the private sector into public-sector recovery planning processes, ensuring a collaborative and inclusive approach to community recovery.

Pre-disaster activities may include:

- Coordinating planning with whole community partners.
- Developing multi-disciplinary tools for recovery coordination.
- Building relationships within the community to prepare for disaster recovery operations.

Post-disaster activities may include:

- Leading and coordinating activities across the recovery organization.



- Coordinating meetings with stakeholders to identify short- and long-term recovery issues.
- Coordinating with state and/or Federal recovery stakeholders.
- Capturing lessons learned and after-action reporting.

Lead Agency:

- Office of Emergency Services

Support agencies include:

- Various county departments, depending on the types of recovery processes and needs.

3.2.2 Economic Recovery

The Economic RSF plays a pivotal role in collaborating with local public, private, and nonprofit sectors to sustain or rebuild local businesses and the economy, with a focus on maintaining and expanding employment opportunities and business growth. This RSF involves close coordination of state and federal recovery programs and their integration with private-sector efforts. It encompasses collaboration with non-governmental organizations (NGOs), private volunteer organizations, non-profits, investment capital firms, and the banking industry. By leveraging these partnerships and resources, the Economic RSF works to foster economic resilience and facilitate the revitalization of the local economy, ensuring a robust and sustainable recovery for the community.

Pre-disaster activities may include:

- Encourages the establishment of disaster information networks for businesses.
- Promotes community and economic development planning for disaster recovery and encourages the participation of businesses in recovery planning.
- Understands what data the Federal Emergency Management Agency (FEMA), State, and private-sector assistance programs will require for building/business owners and survivors to obtain recovery assistance.

Post-disaster activities may include:

- Works closely with local community representatives during disaster recovery to offer technical assistance and information related to economic development.
- Establish a small business assistance center or a business recovery center and private-sector liaison to support the recovery of commercial and industrial centers as well as critical businesses.

**Lead Agency:**

- Economic Development Corporation, Chief Administrative Office

Support agencies include:

- Cities
- Local Chambers of Commerce

3.2.3 Health and Social Services

The Health and Social Services RSF is dedicated to promoting the resilience, health, independence, and well-being of the entire community. Comprising multiple agencies, this RSF coordinates actions to support recovery efforts aimed at addressing public health, health care facilities and coalitions, and essential social service's needs. Through its coordinated efforts, this function plays a crucial role in supporting recovery initiatives that prioritize the restoration and enhancement of public health infrastructure, healthcare facilities, and essential social services vital for community well-being.

Pre-disaster activities may include:

- Coordinate planning with whole community partners for recovery health, behavioral health, social services, and Local Assistance Center operations.
- Develop strategies to identify at-risk populations and conduct outreach and education for emergency preparedness.
- Collect and store data on community health and understand what data local, state, and/or federal agencies require to establish eligibility for disaster assistance programs.

Post-disaster activities may include:

- Conducting post-disaster impact analysis and situation reporting for public health, healthcare, and human services systems.
- Identifying and coordinating resources to support health and social services recovery objectives.

Lead Agency:

- Department of Public Health

Support agencies include:

- Department of Behavioral Health



- Department of Social Services

3.2.4 Housing (Temporary and Permanent)

The Housing RSF is committed to implementing housing solutions that meet the diverse needs of the community and enhance its sustainability and resilience. Led by primary and supporting agencies, it proactively addresses disaster housing issues, prioritizing implementable, sustainable, and resilient solutions. Collaborating closely with federal, state, and private sector partners, as well as NGOs, the Housing RSF integrates housing-related resources, resolves policy conflicts, and identifies service gaps. Through partnerships and resource leveraging, it ensures equitable access to safe, affordable, and resilient housing for all community members.

Pre-disaster activities may include:

- Identifying strategies and options that address a broad range of disaster housing issues, such as those dealing with planning, zoning, design, production, logistics, codes, and financing.
- Coordinating planning with whole community partners to discuss and develop post-disaster temporary and permanent housing strategies.

Post-disaster activities may include:

- Establishing a system for tracking met and unmet housing needs within the community.
- Understanding what housing data FEMA, the United States Department of Housing and Urban Development Community Development Block Grant Program (HUD-CDBG), State, and private-sector assistance programs will require to obtain recovery housing assistance.
- Identifying housing rules and regulations that may impact rebuilding after the disaster and preparing draft legislative language to suspend these rules and regulations after the disaster should it be desired or required to do so.

Lead Agency:

- Public Works and Planning

Support agencies include:

- Department of Behavioral Health
- Department of Social Services
- Housing Authority



- Animal Services
- Environmental Health
- Fresno-Madera Continuum of Care (FMCoC)

3.2.5 Infrastructure Systems

The Infrastructure Systems RSF coordinates the restoration of essential infrastructure systems and services to maintain a viable and sustainable community, ensuring continuity of basic local services such as power, water, utilities, and roadways with minimal disruption. This is a collaborative effort between local government and private sector partners with expertise in public engineering and includes energy, water, communications, transportation, agriculture, government facilities, sanitation, flood control, and other organizations supporting physical and virtual community infrastructure.

Pre-disaster activities may include:

- Working with partners to identify critical facilities and infrastructure and ensures considerations are made to reduce risk pre- and post-disaster.
- Collecting, storing, and protecting data concerning the current condition of community infrastructure (e.g., utilities, schools, public buildings, etc.) and updating the data annually.

Post-disaster activities may include:

- Coordinating damage/safety assessments of public infrastructure systems (i.e., roads, bridges, government facilities).
- Establishing communication with external infrastructure systems partners (i.e., telecommunications, utilities) to understand the extent of system disruptions/damage.
- Identifying potential mitigation projects and beginning the data collection/application processes.

Lead Agencies:

- Public Works and Planning
- Internal Services Department



Support agencies include:

- Planning Department
- Capital Projects
- Information Technology, Geographic Information Systems (GIS)

3.2.6 Natural, Cultural and Historic Preservation

The Natural, Cultural, and Historic Resources RSF focuses on addressing long-term environmental and cultural resource recovery needs following large-scale and catastrophic incidents. This involves protecting natural, cultural, and historic properties through response and recovery actions that preserve, rehabilitate, and restore them in compliance with relevant environmental, historic, and cultural resource laws. Stakeholders involved may include fish and wildlife agencies, owners of historic properties, local hydrologists, natural and cultural resource planners, environmental compliance officers, and community sustainability planners.

Pre-disaster activities may include:

- Identifying programs and organizations that have a role in supporting the preservation, protection, conservation, rehabilitation, recovery and restoration of natural, cultural and historic resources during recovery.
- Participating in planning for sustainable and disaster resistant communities through the protection of natural resources such as groundwater restoration, floodplains management, wetlands and other historical, natural, or cultural resources.

Post-disaster activities may include:

- Identifying and documenting impacts to natural, cultural, and historic resources.
- Coordinating with the Federal government, State government, private businesses and NGOs to facilitate the recovery of natural, cultural and historic resources.
- Providing technical assistance when considering whether to enact emergency legislation to protect natural and cultural resources from demolition or other impacts as part of recovery-related repairs and rebuilding.
- Identifying opportunities to leverage natural and cultural resource protections with hazard mitigation strategies.

Lead Agency:

- Department of Public Works and Planning, Water and Natural Resources Division



Support agencies include:

- Tribal Nations
- Library
- Fish and Wildlife agencies
- Historical Societies and Owners of Historic Properties
- Local Hydrologists
- Environmental and Historic Preservation Officers
- Community Sustainability Planners

3.5 Roles and Responsibilities

Given the significant role local governments play in leading disaster recovery efforts, the State of California strongly encourages pre-disaster recovery planning at the local level, so local governments are prepared to lead and manage recovery efforts. Successful recovery outcomes depend upon effective coordination, integration, and community engagement and management.

3.5.1 Local Government Role and Responsibilities

The County, acting as the Operational Area lead agency, is the primary agency that will initiate and lead the disaster recovery efforts and oversee the implementation of the Recovery Management Organization. To lead these critical disaster recovery functions, the Fresno County OES will serve as the primary agency for coordinating recovery activities between local, state, and federal partners.

To effectively organize and manage recovery, post-disaster responsibilities of the OES may include:

- Establish and coordinate the activities of local recovery-dedicated organizations and initiatives.
- Work with the State Disaster Recovery Coordinator (SDRC) to develop a unified and accessible communication strategy.
- Participate in damage and impact assessments with other recovery partners.
- Organize recovery planning processes and lead the development of the community's recovery visions, priorities, resources, capabilities, and capacity.



- Ensure inclusiveness in the community recovery process by including input from individuals with disabilities and/or others with access and functional needs (AFN), those with limited English proficiency, seniors, and members of underserved communities, in the recovery process.
- Communicate recovery priorities to State and federal governments and other recovery stakeholders and supporters.
- Incorporate critical mitigation, resilience, sustainability and accessibility-building measures into the local recovery plans and efforts.
- Coordinate state, tribal, federal, and other funding streams for recovery efforts and communicate issues and solutions to coordinate recovery assistance for gaps and overlaps.
- Collaborate with state, Federal government agencies, and other stakeholders and supporters, such as the business and nonprofit communities, to raise financial support (including long-term capital investment in local businesses) for the community's recovery, leverage the resources where possible, and resolve potential duplication of assistance.
- Work closely with the recovery leadership at all levels to ensure a well-coordinated, timely and well-executed recovery.
- Develop and implement transparent recovery progress measures and communicate adjustments and improvements to the public, applicable stakeholders, and authorities.

3.5.2 Regional Role and Responsibilities

Under the Standardized Emergency Management System (SEMS), the regional level manages and coordinates information and resources among operational areas within the mutual aid region, and between the operational areas and the state level. The Cal OES Regions serve as the conduit to the state for the local and regional perspective and provide a physical presence for Cal OES functions at the local level in all phases of emergency management. The regional level also coordinates overall state agency support for emergency response and recovery activities within the region.

Cal OES Regional response staff, under direction of the Cal OES Regional Administrator, are assigned to specific Operational Areas (OAs) and maintain ongoing communications with local emergency coordinators during response and recovery operations to ensure their needs are communicated to the State Operations Center (SOC) and/or the Federal Joint Field Office (JFO). Cal OES is authorized to mission task other State agencies to assist local jurisdictions through regional offices in support of response and recovery operations. The Cal OES Regions may also



assist Cal OES Recovery Branch in educating local governments on the protocols for best recovery results.

3.5.3 State Role and Responsibilities

The state has a critical role in supporting local recovery efforts. Post-disaster recovery is a locally driven process, and the state supports communities by coordinating and/or providing any needed technical or financial support to help communities address recovery needs. States assist local governments post-disaster by identifying, securing, and leveraging recovery resources and funds for local governments. The State also oversees the regional coordination of recovery elements, sets priorities, and directs assistance where it is needed. The State will also serve as the coordinating link to the federal government in the provision of federal recovery assistance.

In addition to managing federally provided resources, state governments may develop programs or secure funding (e.g., assistance acquiring appropriate insurance coverage pre-incident or issuing bonds after an incident) that can help finance and implement the recovery projects. States may also enact new or existing exemptions to state laws and/or regulations to facilitate rebuilding activities and promote safer, stronger, and smarter building and oversee volunteer and donation management in coordination with Federal partners.

3.5.4 Federal Role and Responsibilities

The Federal Government's supporting role is especially important during the early weeks after a major disaster or catastrophic incident, when many local, regional, state, territorial, and insular area governments are overwhelmed with response and short-term recovery efforts. The Federal Government administers disaster assistance programs under the Robert T. Stafford Disaster Relief and Emergency Assistance Act. Federal agencies also participate in and support recovery planning, capacity building, and mitigation efforts through technical assistance, expertise, or other assistance as requested, authorized, and needed.

Additionally, the Federal Government plays an important role in providing accessible information to the public and all stakeholders involved in recovery, including information about Federal grants and loans with potential applications to recovery. In coordination with local, regional/metropolitan, state, territorial, and insular area communicators, the Federal Government is responsible for ensuring that information is distributed in an accessible manner and is well understood, so that the public, the private sector, and all stakeholders are informed and aware of the process and have realistic expectations for recovery.



Section 4 – Concept of Operations

4.1 Plan Activation

The Chief Administrative Officer/Director of Emergency Services has the authority to activate the Recovery Management Organization and Plan at their discretion. The following criteria may be used to help determine when to activate the RMO and Plan:

- The county proclaims a local state of emergency and has requested state and/or Federal disaster assistance.
- Demand for normal and emergency assistance exceeds the capabilities of the county and/or non-governmental entities.
- There is a need for an unusual level of coordination across Recovery Support Functions (RSFs).
- The situation is expected to persist for an extended period of time.

4.2 Recovery Proclamations and Declarations

The purpose of the Local Emergency Proclamation is to authorize the promulgation of orders and regulations necessary to protect life and property (e.g., special purchasing or emergency contracting), describe the circumstances that exist that may support the need for issuance of a State of Emergency Proclamation and/or Executive order, and supports the request for a Directors Concurrence, Governor's Proclamation of a State of Emergency, Executive Orders, California Disaster Assistance Act (CDAA) funding, and/or a Presidential Declaration of an Emergency or Major Disaster⁵.

Local emergency proclamations also provide extraordinary police powers, immunity for emergency actions, issuance of orders and regulations, activate pre-established emergency provisions, and is a prerequisite for requesting state or federal assistance. The Local Proclamation of Emergency must be made within ten (10) days after the onset of a disaster, if requesting assistance through the California Disaster Assistance Act (CDAA)⁶. Following a Local Proclamation of Emergency, the governing body of the County must ratify the proclamation within seven (7) days and shall review the need for continuing the local emergency at least once every sixty (60) days⁷.

⁵ CA Government Code § 8625 and § 8634

⁶ CA Government Code § 8685.2

⁷ CA Government Code § 8630



Program Name	Type of Assistance	Local Proclamation Required?	State of Emergency Required?	Federal 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	Reimbursement of emergency response costs for fire suppression.	No	No	Yes
State Public Assistance (PA) under Cal OES Director's Concurrence	Funding to restore eligible public infrastructure.	Yes	No	No
State PA under Governor's proclamation of state of emergency	Reimbursement of eligible local emergency response costs, debris removal and funding to restore eligible public infrastructure.	Yes	Yes	No
Federal PA (major disaster declaration)	Reimbursement of eligible local emergency response costs, debris removal and funding to restore eligible public and allowable private non-profit infrastructure.	Yes	Yes	Yes
Federal PA (emergency declaration)	Reimbursement of eligible local emergency response costs.	Yes	Yes	Yes
Individuals and Households 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 due to a disaster	No	No	Yes
SBA Physical Disaster Loan Program	Working capital loans for small businesses that have suffered an economic loss due to a disaster	No	No	Yes



Program Name	Type of Assistance	Local Proclamation Required?	State of Emergency Required?	Federal Declaration or Designation Required?
U.S. Dept. of Agriculture (USDA) Disaster Designation	Loans for farmers and ranchers for physical and crop production losses due to a disaster	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
Disaster Unemployment Assistance	Weekly unemployment benefits and job finding services due to a disaster	Yes	Yes	Yes

Table 2 - Proclamation and Declaration Requirements for State and Federal Assistance Programs

4.3 Direction, Control and Coordination

Local, state, tribal, and territorial governments have primary responsibility for the recovery of their communities and will need leadership and coordination mechanisms in place in order to effectively assess and evaluate recovery issues, determine priorities, engage partners, identify, and coordinate key resources, and implement recovery strategies. Engaging all stakeholders under an appropriately scaled coordination structure will increase the capacity of any single agency to partner and facilitate recovery in support of local, regional/metropolitan, state, tribal, territorial, insular area, and Federal priorities. It will also enhance access to recovery resources, including information sharing, technical assistance, subject matter expertise, and potential funding opportunities. The following sections describe the coordinating structures used by the County to ensure unity of effort for recovery operations.

4.3.1 National Incident Management System

The National Incident Management System (NIMS) is a structure for the management of large-scale or multi-jurisdictional incidents. NIMS enables responders at all levels to work together more effectively and efficiently to manage domestic incidents no matter what the cause, size, or complexity, including catastrophic acts of terrorism and disasters. NIMS is the national standard for the effective management and coordination of disaster response and recovery activities and all incidents and disasters within the County will be managed consistent with the principles of NIMS.



4.3.2 Standardized Emergency Management System

In order to respond to frequent and multiple disasters occurring anytime and anywhere in the state, it is important that emergency response agencies operate within a clear and consistent organizational structure. California's Standardized Emergency Management Systems (SEMS) facilitates priority setting, interagency cooperation, and the efficient flow of resources and information across all levels of government and across all emergency response and recovery disciplines. The SEMS utilizes the Incident Command System (ICS) that helps emergency response agencies organize their resources and assign functional responsibility to effectively coordinate disaster response and recovery activities with higher, lateral, and subordinate entities.

All local government agencies must use SEMS in multi-jurisdictional or multi-agency emergency responses to be eligible for state reimbursement of response-related personnel costs.

4.3.3 Incident Command System

Though customarily associated with the local emergency period, the Incident Command System (ICS) has the flexibility to be utilized well beyond the initial emergency period through short-term recovery and into the long-term recovery and rebuilding phases of a disaster. ICS is a concept for organizing activities both within the EOC and at the field-level and is based on the application of administrative command and control principles (i.e., command, operations, planning, logistics, finance, and administration) to matters demanding urgent, closely collaborative action across organizational boundaries. ICS can be especially helpful in kick-starting and nurturing short-term recovery initiatives and actions, and it can also provide a platform for visioning and policy development associated with long-term rebuilding.

4.4 Short-Term Recovery Priorities

The short-term recovery phase begins concurrently with response activities and may extend for multiple days, up to the first week following a disaster event. Following the initial response to an incident, short-term recovery activities will prioritize measures to stabilize the incident, provide accessible public information and education, clear debris from roadways, restore essential services (e.g., utilities, water, sanitation, communications), provide emergency assistance to affected populations, and assess the extent and magnitude of damages and impacts.

When a local emergency has subsided and short-term recovery actions have been effectively taken, primary responsibility for guiding intermediate and long-term recovery activities tends to shift to non-emergency officials, such as planning, building, public works engineering, and legal staff.



4.5 Intermediate Recovery Priorities

The intermediate recovery phase may begin within days of an incident and may last weeks or months afterward, depending on the severity of the disaster. Intermediate recovery priorities include, the stabilization and interim restoration of critical community lifelines, infrastructure, and systems, permanent removal of disaster debris, provision of community services and disaster assistance, economic support, and victim services, while long-term, permanent solutions are developed and implemented. This phase may overlap with both short-term and long-term recovery.

4.6 Long-Term Recovery Priorities

The long-term recovery phase typically occurs in the weeks to months following a disaster. Groundwork for long-term recovery activities begins shortly after an incident, as policy and planning associated with short- and intermediate-term recovery actions guide long-term outcomes. Depending on the size, scope, and magnitude of the disaster and impacts, long-term recovery may also include the redevelopment of neighborhoods, districts, and sometimes, whole communities.

This phase begins once the community is able to plan for permanent reconstruction and revitalization of the affected area, and it may last for multiple years, even as other community functions return to normal. Long-term recovery priorities focus on rebuilding or relocating damaged or destroyed social, economic, natural, and built environments, and moving toward self-sufficiency, sustainability, and community resilience to future disasters. This is also the phase where the community may implement post-disaster mitigation strategies to reduce future impacts of disaster events.

4.7 Public Information

Public information and outreach strategies are the foundation of developing inclusive partnerships and taking a holistic approach to both pre- and post-disaster recovery planning. In a pre-disaster context, the County, and their partner agencies should identify their plans and resources available to disseminate public information and conduct outreach activities. Particular attention should be paid to identifying strategies to communicate with seniors, individuals with disabilities and others with access and functional needs; those from religious, racial, and ethnically diverse backgrounds; those individuals adversely affected by the disaster (i.e., poverty or low income); and people with limited English proficiency.

For more information on the public information and outreach strategies of the County please refer to the *Fresno County Emergency Public Information and Outreach Plan*.



4.8 Emergency Assistance, Mass Care and Shelter

Assistance will be required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional 'mass care' services provided at the local level are addressed. These services include support for evacuations (including registration and tracking of evacuees); reunification of families; provision of aid and services to special needs populations; evacuation, sheltering, and other emergency services for household pets and service animals; support to shelters; coordination of donated goods and services; and coordination of voluntary agency assistance.

The *Fresno County Mass Care and Shelter Plan* describes the concepts for, and strategies of the County to provide emergency assistance, mass care and sheltering services to impacted communities.

4.9 Damage Assessments

In the days following an event, the local and state governments will conduct a series of damage assessments to gauge the impact of the disaster. Initial Damage Estimates (IDEs) are one step in a larger federal assistance process and provide a general picture of the impacts of a disaster to inform a State's request for a Presidential Disaster Declaration. To adequately determine the severity and scope of a disaster and accurately assess the damage to public and private structures and infrastructure, the full damage assessment process may include multiple phases/components. The damage assessment process includes the following types of assessments:

- Rapid Needs Assessment and Windshield Surveys
- Initial Damage Estimate
- Emergency Permitting and Safety Inspections
- Joint Preliminary Damage Assessment

4.9.1 Rapid Needs Assessment and Windshield Surveys

Rapid Needs Assessments takes place during or within the first few hours after an incident and focuses on lifesaving needs, imminent hazards, and the status of critical community lifelines. These assessments assist in determining the nature, magnitude, and scope of a disaster event for incident management leadership to establish response priorities and direct resources. Assessment teams will typically report their observations directly to dispatch centers that will record the location and damage details for further assessments.



Windshield surveys are intended to record observed damage while driving through impacted areas. Teams may periodically stop to conduct interviews and collect information such as, building or structure occupancy type (e.g., owner or renter), general basement and foundation construction, and other significant information that will be included in the damage assessment report.

Assessment teams conducting rapid assessments and windshield surveys should take photographs of damage as well as take detailed notes of their observations to reduce the time required to verify and/or validate damage information during the Preliminary Damage Assessment (PDA). This process is repeated street by street for the team's assigned area until all observed damages are documented.

The Sheriff's Office and CAL FIRE collaborate to conduct rapid needs assessments and windshield surveys using mobile devices that report directly into GIS linked systems.

4.9.2 Emergency Permitting and Safety Inspections

Emergency permitting and safety inspections are performed on all structures within the impacted areas to ensure the safe occupancy and structural integrity of buildings and other structures. Emergency permitting and safety inspections are only performed by trained and certified building officials and engineers. As such, local jurisdictions may be limited in their capability to perform timely inspections without mutual aid and other assistance.

The following are verbal descriptions of the placards to be used to designate the condition for continued occupancy of buildings and structures:

- **INSPECTED (Green)** – Lawful Occupancy Permitted is to be posted on any building or structure wherein no apparent structural hazard has been found. This placard is not intended to mean that there is no damage to the building or structure.
- **RESTRICTED USE (Yellow)** – is to be posted on each building or structure that has been damaged wherein the damage has resulted in some form of restriction to the continued occupancy. The individual who posts this placard will note in general terms the type of damage encountered and will clearly and concisely note the restrictions on continued occupancy.
- **UNSAFE (Red)** – Do Not Enter or Occupy is to be posted on each building or structure that has been damaged such that continued occupancy poses a threat to life safety. Buildings or structures posted with this placard shall not be entered under any circumstances except as authorized in writing by the Building Official, or his or her authorized representative. Safety assessment teams shall be authorized to enter these buildings at any time. This placard is not to be used or considered as a demolition order.



The individual who posts this placard will note in general terms the type of damage encountered.

The California Governor's Office of Emergency Services (Cal OES) Safety Assessment Program (SAP) can provide experienced professionals to assist local jurisdictions with evaluating damaged structures, identifying habitable buildings, and marking those that are unsafe or have restricted use. The resources of the SAP can be requested through Cal OES by mission tasking. Additionally, SAP may include roads and bridges, pipelines and pump stations, tanks, water and wastewater treatment facilities, airports, and geotechnical site review. The SAP is multi-hazard.

4.9.3 Initial Damage Estimate

The Initial Damage Estimate (IDE) is a snapshot of public and private damages and impacts that will be used for determining the need for State and/or Federal assistance and assists the state in determining the need for requesting a federal disaster declaration. The IDE is completed by the local jurisdiction to collect data related to the extent of damages within a jurisdiction and should be included with the local proclamation when that is provided to Cal OES. The IDE is also the initial financial assessment of damages within the public and private sectors and is typically conducted within the first 72 hours following the event.

4.9.4 Preliminary Damage Assessment

The Preliminary Damage Assessment (PDA) is a more formalized process to validate the documented damages reported from the IDE reports that were submitted to the State. PDA is a joint assessment between local, state, and federal assessors and is the basis for determining whether supplemental federal assistance is necessary. The results of the PDA will determine if the impacts are severe enough to warrant a Federal Emergency or major Disaster Declaration.

Public assistance staff from Cal OES' Recovery Branch are sent to the damaged area as soon as it is safe, to survey the damage reported from the IDE and to estimate repair costs. They will be looking for the following to determine if Federal Public Assistance (PA) is necessary:

- Debris Removal – is there debris, what type, how much, and where is it?
- Emergency Response – what has been done, what still needs to be done? What responses expenditures have been incurred? Are there enough resources, or does the jurisdiction need more?
- Roads (federal and non-federal) – are there damaged roads, what types of roads, and do the damages to roadways leave any communities isolated?
- Open Channel Waterways – is there debris or other issues with local waterways?



- Equipment and Buildings (uninsured losses) – what buildings are affected and does the county have any uninsured losses? This is also where the County will engage risk management to inform the process on insurance coverages.
- Utilities – did the jurisdiction experience any loss of utilities such as water, wastewater, electricity, or other essential services?
- Parks, recreation, and other damages or uninsured losses.

To determine the need for Federal Individual Assistance (IA), the PDA process will look at the following:

- Number of businesses and/or homes adversely affected
- Dollar estimates of overall damage
- Insurance coverage (insured, uninsured, under-insured)
- Assessor’s parcel list including property values
- Number of casualties/deaths
- Special populations affected (e.g., elderly, low income)
- Active volunteer organizations supporting the response

4.9.5 Damage Assessment Tools and Technologies

The County utilizes a variety of tools and technologies to capture disaster damage data. The following types of tools and technologies may be used during the damage assessment process:

- **Geographic Information Systems (GIS)** – The Internal Services Department (ISD) utilizes Survey123 applications to capture and aggregate field-level damage survey data. This technology is integrated into the County GIS and data can be visualized (i.e., maps) and extracted for reporting.
- **Handheld devices** – Public Works utilizes handheld device (i.e., phone, tablet, computers) for capturing damage data in the field. Devices that are used have the capability to report in real-time when connected to Wi-Fi.
- **Cameras** – Damage assessment teams are provided with mobile devices equipped with cameras, GPS, and damage reporting capability to capture images of damaged areas and structures.



- **Remote sensing devices** – The Sheriff’s Office and CAL FIRE have drones that can be used to survey large areas for damage. The County also has the capability to create 3D models of captured imagery utilizing specialized software.
- **Satellite imagery** – The ISD uses satellite imagery to display/overlay visual representations of damage data using GIS software (i.e., annotated maps).
- **Web-based reporting tools** – The ISD has implemented a public reporting tool accessible through the County’s Webpage for residents to report the location and extent of disaster damages to their personal or business property.

Additionally, CAL FIRE also has capabilities to provide additional resources to support the damage assessment process. Resources may include damage inspection teams, technologies, and technical assistance. These resources may also be requested by the county to support a variety of incident types.

4.10 Debris Management

Disasters can produce substantial volumes of debris, creating hazardous conditions that endanger the public and disrupt the essential daily lifestyle and economy of the community. Some disasters will result in large expenditures of labor, equipment, materials, and supplies at substantial cost. On average, approximately 45 percent of all disaster costs are for debris removal. Prior to a disaster, it is important for local jurisdictions to:

- Establish a coordinated debris management strategy, including debris clearance, removal, recycling, haul-out, final disposal, and documentation.
- Provide a debris management organization for the County and Identify the roles and responsibilities of departments and agencies that support debris operations and management.
- And determine the resource management strategy for debris operations (force account or contract labor and equipment).

The OES will provide overall leadership and coordination for debris management operations, however, large debris generating events may require the County to assign or contract a manager to oversee debris management operations.

4.10.1 Debris Removal Constraints

The County has identified that while most small-scale disaster events that generate debris may be managed with local resources, some disasters (i.e., large-scale, or catastrophic) may present additional challenges for debris management and removal operations, such as:



- Lack of county and jurisdictional resources to manage large-scale disaster debris.
- Multiple municipalities using limited resources (e.g., haulers, disposal facilities, staging areas); and
- State regulatory requirements (e.g., environmental regulations, zero-waste initiatives).

For these situations, it may be necessary for the County to secure agreements with debris removal contractors to ensure that local resources are not overwhelmed and that debris removal operations are completed in a timely and efficient manner.

4.10.2 Debris Generating Events

Fresno County is vulnerable to several hazards that have the potential to generate large volumes of debris, including natural and human-caused disasters. The *Fresno County Multijurisdictional Hazard Mitigation Plan* identifies several hazards that may affect the planning area and generate disaster debris. The table below shows the debris-generating hazards that the County is vulnerable to as well as the types of debris that might be generated from those events.

Type of Event	Nature of Debris	Potential for Occurrence ⁸
Flood	Downed trees or other vegetative waste, wallboards from structures, wood, carpets, brown goods (furniture), white goods (electronics), household hazardous waste, plastic, and putrescibles.	Likely
Wildfire	Metals, bricks, foundations, charred trees and other lumber, and household hazardous waste.	Highly Likely
Severe Weather / High Winds	Roofing materials, lumber, wallboards, personal items from homes, white goods, brown goods, vegetation, and metals.	Highly Likely
Earthquakes	Concrete, foundations, asphalt, carpets, asbestos, and putrescibles.	Occasional
Debris Flow / Landslides	Rocks, dirt, and vegetation (rural); vehicles, vegetation, white goods, brown goods, metals, and e-waste (urban).	Occasional
Civil Unrest	Wood, glass, brown goods, white goods, metals, vehicles, and sometimes structure fire debris.	Unknown
Terrorism / Weapons of Mass Destruction	Varies depending on the type of weapon used. Debris may be considered evidence. Law enforcement officials should be consulted before removal.	Unknown

Table 3 – Potential Debris Generating Hazards

⁸ The potential for occurrence is based on historical occurrences and the probabilistic risk analysis for future events described in the County's MJHMP.



4.10.3 Debris Removal Timelines

Debris removal operations fall under Category A, Emergency Work⁹ and must be completed within six months of initiating the work. The State has the authority to extend this timeframe, however, extensions must be justified based on extenuating circumstances beyond the State or local jurisdiction's control and they must be approved by the FEMA Regional Administrator.

4.10.4 Debris Removal Operations

Debris removal activities during the response phase of a disaster include immediate actions for the clearance of debris to facilitate search and rescue efforts, to allow access to critical facilities, and to prevent flooding. Actions required during the response phase are usually completed within a matter of days following a disaster event.

The recovery phase focuses on collecting the remaining debris, reducing, or recycling, and final disposal of debris. Development and management of a debris management site is also considered a recovery activity. Depending on the quantity and the complexity of the debris removal actions, debris removal activities could continue for several months. During this phase, the County will determine its capacity to conduct debris removal operations internally using force account equipment and labor, using mutual aid, or using contracted services. The County will also assess its capacity to conduct special debris programs, as necessary.

4.10.5 Debris Removal and Collection Strategies

The County will select a debris removal strategy that best meets the needs of the community and that is most effective in clearing, collecting, and removing debris from public rights-of-way. These strategies may include:

- **Curbside pick-up** – typically the most common strategy used as it requires residents to sort and stage debris by type before it can be collected.
- **Centralized Collection Site** – allows residents a centralized location (or multiple locations) to drop-off pre-sorted debris.
- **Combination of Curbside and Collection Site** – allows accommodation for residents that are not able to bring debris to a centralized collection site.

Residents will want to remove debris quickly and will use their normal municipal solid waste procedures for debris handling unless directed otherwise. Communication with the public early and often on proper set-out procedures for the various types of debris will be critical to the

⁹ FEMA Public Assistance Program and Policy Guide



success of debris removal operations. Residents should be instructed to segregate their debris into categories such as vegetative, electronic waste, construction and demolition, household hazardous waste, white goods, and brown goods. This will help prevent the contamination of debris loads and expedite the clean-up process.

4.10.6 Public Information for Debris Removal

Public information following a disaster will be coordinated through the County's EOC and Joint Information Center (JIC). The County's Public Information Officer (PIO) will serve as the primary point of contact between the EOC, the media, and the public. It is critical that PIOs also provide consistent messaging on health and safety considerations for debris handling. Disaster-related accidents and deaths are frequently attributed to the mishandling of debris and debris equipment by residents. The PIO will coordinate public information messages within the county as well as with other affected jurisdictions to ensure an accurate, consistent, and timely message is communicated to target populations.

The County utilizes a variety of communication tools to inform residents of debris removal work that may disrupt traffic or access to public places, such as message boards, traditional media, social media, and traffic advisories.

For more information on the public information strategies of the County please refer to the *Fresno County Emergency Public Information and Outreach Plan*.

4.10.7 Debris Management Sites

Debris management sites within the county play a critical role in handling various materials, including those originating from disaster debris operations. The County Landfill, located in Kerman, Ca, is owned and operated by the County Public Works and Planning Resources Division, and is classified as a Class II /III Landfill by the California State Water Resources Control Board. The Landfill is the primary site for the management of disaster debris, with the exception of hazardous materials. Hazardous materials debris is transported out of the county and coordinated with the Department of Toxic Substances Control. The County also has an Environmental Compliance Center located in the City of Fresno and green waste recycling facility that can be used for mulching vegetative debris.

The County Environmental Health Department oversees compliance with environmental laws and regulations at the landfill, ensuring the integrity and safety of the county's environmental assets.



4.10.8 Diversion Programs

Diversion programs are intended to reduce or divert disaster-related debris from landfills through recycling and reuse programs. Disaster debris should be diverted from landfills to the greatest extent possible through reduction, recycling, and reuse.

Common recyclable materials that are a result of a debris-generating event include wood waste, metals, and concrete. The following are potential uses for each of these materials:

- **Wood Waste** – Certain types of lumber and trees are reusable or recyclable. Wood that can be reused can be set aside for people to take or the materials can be taken to a reuse facility. Trees can be given to a mill. Vegetative debris that is reduced through chipping or grinding results in leftover mulch. The remaining mulch can be used for agricultural purposes or fuel for industrial heating. For the mulch to be viable in agricultural purposes, the end user typically has a size requirement and quality requirements that the mulch be as clean as possible of plastics and dirt.
- **Metals** – Metal debris such as white goods, aluminum screened porches, etc., that may result from a debris-generating event can be recycled. Certain metals, such as aluminum and copper, are highly valuable to scrap metal dealers.
- **Concrete** – Concrete, asphalt, and other masonry products that may become debris as a result of a debris-generating event can be crushed and potentially used for road construction projects or as trench backfill.

The County Public Works and Planning Resources Division will determine when it may be necessary to implement a diversion program and the types of debris that will apply.

4.10.9 Private Property Debris Removal

When large-scale disaster events cause mass destruction and generate large quantities of debris over vast areas, debris on private property may sometimes pose health and safety threats to the public-at-large. If private property owners are not available because they have evacuated or for any other reason, the County may need to enter private property to remove debris considered to be an immediate threat to the lives, health, and safety of its residents. In such situations, Cal OES and FEMA are authorized to approve the provision of Public Assistance for the removal of debris from private property when it is considered to be in the public interest.

The County must obtain documentation from the local public health authority stating that disaster-generated debris on private property in the designated area constitutes an immediate threat to life, public health, and safety. This can be accomplished through a Local Health



Proclamation from the County Health Officer and Emergency Ordinance authorizing the expedient abatement of the health and safety hazard.

The County must obtain permission from the property owner prior to entering the property by collecting a Right of Entry (ROE) form. The ROE is used to gain entry to the property and serves to hold the County, State, and Federal agencies harmless from damage that may occur on the property. The private property ROE process is a collaborative effort of multiple county departments. The OES will provide overall direction and coordination to the ROE collection process and will be the primary point of coordination with the State for PPDR.

4.10.10 Special Debris Considerations

During catastrophic disasters, many individuals are unaccounted for and might be trapped in rubble. Human remains should be recovered at the incident site to the maximum extent possible. However, remains are sometimes discovered during debris management operations at collection, reduction, and final disposal. The *Cal OES Disaster Debris Management Plan (DDMP)* provides a detailed approach to management of human remains and should be coordinated with local health and law enforcement agencies.

Debris operations for Weapons of Mass Destruction (WMD) or terrorism incidents will be much different than disaster debris management for a natural disaster. Law enforcement agencies will have a much larger role in debris operations from a WMD/terrorism incident. Debris is considered evidence until the lead law enforcement agency has declared it clear of evidentiary possibilities. As such, debris must be securely managed, monitored, transported, and processed.

In addition, several environmental and historic preservation special considerations have been identified for debris removal operations:

- National Environmental Policy Act
- California Environmental Quality Act
- Clean Water Act
- Clean Air Act
- Resource Conservation and Recovery Act
- Endangered Species Act
- National Historic Preservation Act
- Fish and Wildlife Coordination Act
- Wild and Scenic Rivers Act



4.11 Local Assistance Center

Depending on the size and scope of the disaster, the County may need to provide assistance for residents needing additional support or continuing disaster aid. There may also be an overwhelming amount of assistance available and require a mechanism to coordinate and administer disaster support programs. The Local Assistance Center (LAC) provides one-stop, face-to-face assistance and disaster information to individuals and businesses who suffered damage as a result of the disaster.

Establishing a LAC is a collaborative effort between the County OES, DSS, ARC, and California Governor's Office of Emergency Services (Cal OES). County departments provide support to Cal OES in establishing and operating the LAC facility. The DSS provides support for roles within the LAC such as greeters, intake/triage, runners, and co-or assistant LAC managers. County personnel are provided just-in-time training for any assigned roles within the LAC.

More information on establishing and managing the LAC can be found in the *Fresno County Department of Social Services 2021 Local Assistance Guide* and the 2021 Cal OES guidance *A Guide for Establishing a Local Assistance Center (LAC)*.

4.11.1 Disaster Recovery Center

Following a Federally Declared Disaster, FEMA, the State, and the Local Jurisdiction may work collaboratively to establish a Disaster Recovery Center. A Disaster Recovery Center (DRC) is a readily accessible facility or mobile office where applicants may visit for information about FEMA or other disaster assistance programs, or for questions related to their case. If a LAC is already established prior to the issuance of the Presidential Disaster Declaration, the local government will determine whether to continue the LAC as a locally managed facility with federal and state agencies present, or transition to a DRC managed by FEMA.

4.12 Mitigation

Mitigation occurs both before incidents (during preparedness) and after (as an integrated component of recovery). Mitigation is any action that lowers the risk of casualties and property damage by reducing the likelihood of disasters, or exposure to them. Mitigation measures are considered a component of all activities undertaken during recovery. Specific mitigation actions or projects to be considered for implementation as part of recovery are described in the *Fresno County Multijurisdictional Hazard Mitigation Plan*.

The policies, programs, and physical projects identified in the LHMP to reduce the county's exposure or vulnerability have already been prioritized according to capacity for risk reduction. They are therefore used as a basis for identifying recovery projects that both meet the county's



recovery vision and qualify for leveraging FEMA Hazard Mitigation Grant Program (HMGP) funds, which become available as a result of a Stafford Act declaration.

The different hazard mitigation programs are authorized by separate sections of the Robert T. Stafford Act. The Hazard Mitigation Grant Program is authorized by Section 404, which has a broader scope and funds mitigation projects for both damaged and non-damaged facilities. Hazard mitigation funded by the Public Assistance Program is authorized by Section 406, and 406 focuses on mitigation measures for facilities that have actually been damaged in a particular disaster.

Section 404	Section 406
Hazard Mitigation Branch/State Program	Public Assistance Program
May apply statewide	Applies only to declared counties
Includes preventative measures	Includes only damaged facilities
Public and private properties	Public and Private Non-Profit facilities only
Benefit-Cost Ratio > 1.0 Limited funding	15% rule, 100% rule, or Benefit-Cost Analysis; No program funding limits

Table 4 – Section 404 vs 406 Federal Hazard Mitigation Programs

4.13 Redevelopment and Post-Disaster Recovery Workplans

While redevelopment is a function of long-term recovery, it is a detailed segment of the overall recovery planning process. The most effective way to accomplish a holistic post-disaster redevelopment is to be prepared before a disaster strikes. Though it can be difficult to distinguish the practices because of how tightly they overlap, recovery and redevelopment planning processes are, in fact, distinctly different processes.

The purpose of a post-disaster recovery work plan should be to guide the post-disaster recovery and redevelopment processes in a manner consistent with local plans, mitigation strategies, emergency management plans, or other relevant codes or planning initiatives. Developing a Post-Disaster Recovery Work Plan for redevelopment requires envisioning the potential obstacles to reconstructing a community in a compressed timeline and hopefully not just reconstructing what was there but redeveloping a more sustainable and disaster-resilient community with participation from various community stakeholders.

The Fresno County Public Works and Planning Department will lead the development of post-disaster recovery workplans with input from the community for which they are designed,



including community leaders, non-governmental agencies, private sector businesses, media, local government administrators, and/or elected officials.

4.14 Future Resilience

Disaster resilience is the ability of individuals, communities, and states and their institutions to adapt and recover from hazards, disruptions, or stresses without compromising long-term prospects for development. Resilience is best attained by communities being proactive and pre-planning for disasters, which requires the integration of ideas and resources from across stakeholder disciplines, levels of government, non-government and private-sector partnerships, and members of the community. The overarching goal of the pre-disaster recovery plan is to increase the opportunity for community betterment—ideally to help the community emerge from a disaster as a more resilient and sustainable place as the result of well-established recovery plans, programs, and practices



Section 5 –Administration and Finance

5.1 Administration

Following a Presidential Declaration of a Major Disaster or Major Emergency, state agencies, local governments, and certain private non-profits (PNPs) may be eligible for reimbursement of some disaster related costs under FEMA's Public Assistance Program. Under a Presidential Major Emergency Declaration, federal reimbursement is limited to state and local government extraordinary costs (i.e., overtime) associated with immediate and short-term emergency work essential to save lives, and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe. Under a Presidential Major Disaster Declaration, federal reimbursement may be available to state and local governments for extraordinary costs associated with emergency response activities, debris clearance and removal, and costs associated with the restoration of state and/or local government-owned infrastructure.

The following sections describe the administrative and financial procedures for use before, during, and after a disaster to request, receive, manage, and apply disaster assistance funds for the delivery of assistance programs and to achieve cost recovery objectives.

5.2 Cost Recovery

The Disaster Cost Recovery process involves personnel from nearly every local government department, including Finance, Purchasing, Risk Management, Building and Safety, Environmental Health, Public Works, Utilities, General Services, Emergency Services, Administration, and Legal Counsel, and may last well beyond the initial incident response period. The Disaster Cost Recovery process may last several months, and in some cases, years following a significant disaster. Successful cost recovery depends on the coordinated efforts of all county departments and the leadership of a centralized administrative department to direct, manage, and coordinate cost recovery activities and documentation procedures throughout the disaster lifecycle.

5.2.1 Before a Disaster

Prior to a disaster, the cost recovery process begins by establishing standard operating procedures (SOPs) to initiate cost and expenditure tracking, reporting, and documentation collection processes across the County organization. In addition to SOPs, developing standardized templates and tools for the tracking and reporting of disaster-related costs and expenditures will ensure that costs are tracked and reported consistently across all departments. Training is another pre-disaster activity that will ensure that county departments



participating in disaster cost recovery activities are familiar with standard procedures and have knowledge of and access to the various tools and other cost recovery resources of the County.

5.2.2 During a Disaster

During a disaster, the Emergency Operations Center (EOC) may be activated to support the coordination of resources for disaster response and recovery activities. The County EOC will coordinate with other county departments to activate and staff the various units within the Finance and Administration Section of the EOC, specifically the Cost and Time and Documentation Units. The Cost and Time Unit in the EOC implements the tracking of all disaster-related expenditures to include personnel time, contracts, equipment, and other local resources. The Documentation Unit collects, verifies, and files disaster-related documentations that will support the county's Request for Public Assistance.

Following the activation of the EOC's Finance and Administration Section, just-in-time training (JITT) will be provided to all applicable county finance departments to begin tracking and reporting disaster-related costs and expenditures in accordance with established procedures. The JITT ensures that each county department has the necessary tools and resources to accurately document and report costs associated with the response. Costs and expenditures will be coded to the incident and entered into the County's financial accounting system to produce cost and expenditure reports that will be used during the recovery claims process.

5.2.3 After a Disaster

When emergency response transitions to intermediate and long-term recovery, cost recovery processes focus on collecting and reporting disaster cost and damage information to state and Federal recovery partners as part of the Public Assistance process. The following sections describe the necessary documentation requirements and the process to request, receive, and manage disaster assistance funds.

5.2 Documentation Requirements

Documentation is essential to recovering expenditures related to emergency response and recovery operations. For the County, documentation must begin at the field response level and continue throughout the operation of the Emergency Operations Center as the disaster unfolds. To obtain maximum reimbursement for disaster-related expenditures, it is critical that the County:

- Implement disaster documentation processes at the onset of an incident.
- Maintain accurate accounting records for disaster-related expenditures including:
 - Force account labor (timesheets) and equipment



- Invoices for rented equipment, materials, and purchases
- Photographs of damages and repairs
- Insurance information and coverage (public property)
- Environmental and historical preservation issues
- Records of donated goods and services (monetary and in-kind)

Incident personnel will provide the EOC Planning Section copies of all ICS 214 Activity Logs, situation status reports, and Action Plans. All other documentation produced in the EOC will be collected by the Planning Section and filed according to current County policies and procedures for records retention.

Disaster-related documentation and cost recovery records must be kept for a minimum of three (3) years after the last action on a State or Federally funded disaster project¹⁰. The Cal OES will notify the County when the three-year timeframe begins and issue a date-stamped closeout letter.

¹⁰ 2CFR200 § 200.334 Retention requirements for records.



Supporting Documentation	PA Work Category						
	A	B	C	D	E	F	G
Photographs (sample if multiple similar damage has occurred)	X	X	X	X	X	X	X
Force account (work completed)	X	X	X	X	X	X	X
Basis for estimations (work to be completed)			X	X	X	X	X
Historic costs for similar work (provide example for large projects)			X	X	X	X	X
Notated maps	X	X	X	X	X	X	X
Contracts, bids, or invoices	X	X	X	X	X	X	X
Commercial estimating source report (RS Means, Cost Works, etc.)			X	X	X	X	X
Codes and standards to be considered (provide when the code or standard will dramatically increase the cost of restoration)			X	X	X	X	X
Estimate by professional familiar with the facility (provide breakdown – especially when replacement is requested)			X	X	X	X	X
Recent safety inspection reports or maintenance records that show pre-disaster condition (provide for large projects)			X	X			
Information used to evaluate the need for reconditioning (provide if reconditioning is requested)						X	
Debris quantity calculation sheet	X						
Mutual aid agreements used (provide for large projects)		X					
Specifications or as-built drawings of the damaged facility (provide when helpful, only for large projects)				X			
Recent inspection reports or maintenance records that show pre-disaster condition (provide when pre-disaster condition may impact estimate of large project)				X			
Insurance documentation needed to establish deductible and limits (provide for large projects)					X		

Figure 4 – Federal Public Assistance Supporting Documentation Matrix



5.3 Administration and Management of Disaster Assistance

A comprehensive and sustainable community recovery will require a mix of public and private financing sources. It will also require a proactive, collective, and sustained effort to pursue both traditional recovery funding sources and alternative and innovative funding sources. Some disaster assistance programs have extensive application and approval processes that take time and valuable resources to acquire. Local governments are encouraged to use the Local Assistance Center or other recovery “clearinghouse” strategies to centralize information on disaster assistance programs that might be available from federal, state, and private sources.

The following sections describe how the County requests, receives, administers, and applies disaster assistance funding for delivery of assistance programs.

5.3.1 Requesting Assistance

If a request for public assistance is necessary, the County should include the following information in the request:

- A copy of the local proclamation of emergency
- Initial Damage Estimate (IDE)
- Written request or resolution by the County Board of Supervisors (or the County Chief Administrative Officer, if the Board cannot be convened)
- Type of disaster and areas of the county affected
- Date of occurrence and whether the situation is continuing, improving, or worsening
- Types of assistance needed (e.g., debris removal)

Requests for assistance must be submitted to Cal OES within 30 days from the date of the Federal disaster declaration. Upon receipt, Cal OES will:

- Review the request for completeness
- Request additional information if necessary
- Determine the need to conduct damage assessments
- Make a determination regarding the level of appropriate disaster assistance for the request.



Upon a Presidential declaration, local governments that have incurred significant emergency response costs may request the expedited processing of State and Federal funding. Qualifying costs may include:

- Emergency costs (e.g., police and fire overtime salaries)
- Debris removal that is necessary to protect life and property
- Temporary shelter operating costs

5.3.2 Receiving Assistance

Following a State or Federal declaration, including the provision of public or individual assistance, the Cal OES Recovery Branch will schedule and hold Public Agency Applicant Briefings. Affected public agencies will be notified by letter, e-mail, Cal OES website, Cal OES regional offices or by telephone of the date, location, and time of the briefing. The County and any local special districts that have experienced damages or may have eligible response costs should participate in the Applicant Briefing.

At the Applicant Briefing, available Public Assistance (assistance to public agencies) and Individual Assistance (assistance for households and businesses) will be described. Applications for Federal and State Public Assistance will be available and accepted during these briefings. Detailed instructions on Public Assistance applicant eligibility, project eligibility, eligible costs, program criteria, documentation requirements and important deadlines for work completion will also be explained during this meeting. Public Assistance applicants are assigned a primary point of contact that will process the application, monitor work progress, and provide technical assistance for the duration of the application.

Each project for which state or Federal assistance is requested must have an approved scope of work and cost estimate. The County and other eligible applicants within the OA are notified by phone, email, or mail when FEMA or the State has approved the project for funding. This notification will include instructions to request payment of the funds and any other necessary supporting documentation requirements.

5.3.3 Administering and Managing Assistance

The County and other public agencies are held to high standards of fiscal accountability and transparency for the administration and management of state and Federal disaster assistance programs. Few fiscal errors and oversights are tolerated, and Federal and state disaster assistance program providers as well as the public and other investors will require audits and other forms of fiscal oversight. FEMA and other federal and state assistance program providers also have strict guidelines aimed at preventing the duplication of benefits between its own programs, insurance benefits, and other forms of disaster assistance. Program auditors will



demand complete records of expenditures, so it is important for the county to have good financial systems and documentation procedures in place from the very start and to plan for the mistakes and audit reimbursement requirements that are almost certain to come.

County departments are encouraged to establish robust and transparent accounting systems that meet the standards of key disaster funding agencies, such as FEMA, to carefully track all expenditures from each project. This will provide critical information when audits are eventually performed by these agencies. The County may use the following best practices to ensure successful financial administration and management of disaster assistance funds:

- Hire contracted cost recovery staff to help ensure the jurisdiction is well-versed in Federal programs, eligibility requirements, and regulations.
- Designate specific staff to work only on grant applications and administration, so they are not overburdened from response.
- Utilize local talent to develop sensible, readable project proposals to the various granting agencies.
- Work collaboratively with Federal agencies to provide necessary documentation quickly and accurately (do not fight the process).
- Ensure sophisticated accounting systems are in place that enable the jurisdiction to monitor projects, track expenditures, and be prepared to show all documentation needed or requested by federal agencies for audit, which may come several years after the disaster.

5.4 Disaster Recovery Assistance Programs

Depending on the nature and extent of the disaster, state and Federal assistance programs may be available to assist the County, special districts and eligible households, businesses and non-profit organizations that have experienced disaster-related expenses that are not covered by insurance. For public agencies, assistance may be available, on a cost-share basis, for emergency response costs, costs for debris removal, emergency protective measures, and for the repair or the reconstruction of damaged facilities and infrastructure.

Households and business assistance may include loans to repair damaged buildings and to cover personal property losses. Households may also be eligible for assistance with other unmet needs such as transportation, medical, and funeral expenses. Businesses may be eligible for loans for disaster-related loss of revenue and to help cover working capital. Disaster unemployment assistance and assistance for disaster-related mental health needs may also be available.



Attachment A of this Plan describes the state and federal assistance programs that may be available under certain criteria, following a disaster.



Section 6 – Authorities and References

6.1 Authorities

6.1.1 Federal Authorities

- 42 U.S.C. §§ 5170 and 5191
- American with Disabilities Act of 1990 and Revised ADA Regulations Implementing Title II and Title III.
- Disaster Mitigation Act of 2000 (Public Law 106-390)
- Federal Civil Defense Act of 1950 (Public Law 920, as amended).
- Federal Pets Evacuation and Transportation Standards (PETS) Act (42 U.S.C.A § 5196a-d (2006).
- Homeland Security Presidential Directive 20 (HSPD-20), National Continuity Policy (May 9, 2007).
- Homeland Security Presidential Directive 5 - Management of Domestic Incidents (February 28, 2003).
- Homeland Security Presidential Directive 8 – National Preparedness (December 17, 2003).
- National Flood Insurance Act of 1968 (Public Law 90-448 42); National Flood Insurance Reform Act, 1994 (Public Law 108-264); Biggert-Waters Flood Insurance Reform Act, 2012 (Public Law 112-141); Homeowners Flood Insurance Affordability Act, 2014 (Public Law 113-89).
- Post – Katrina Emergency Management Reform Act of 2006 (enacted in Title V of P.L. 109-295, DHS Appropriations Act of 2007).
- Public Law 84-99, U.S. Army Corps of Engineers - Flood Fighting
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended).
- Sandy Recovery Improvement Act of 2013.
- The Code of Federal Regulations, 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards.



- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007.
- Volunteer Protection Act of 1997

6.1.2 State Authorities

- CA Government Code (CGC), Title 1, Chapter 4, Division 8, Section 3100 (Disaster Service Workers)
- CGC, Title 1, Chapter 4, Division 8, Section 8635 (Continuity of Government)
- CGC, Title 2, Division 1, Chapter 7, (California Emergency Services Act)
- CGC, Title 2, Division 1, Chapter 7.5 (California Natural Disaster Assistance Act)
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Code of Regulations (CCR), Title 19, Division 2 (Standardized Emergency Management System)
- CGC, Chapter 7, Division 1, Section 8593.3 (Emergency Services: access and functional needs in emergencies and Emergency preparedness: vulnerable populations)
- CGC, Chapter 7, Division 1, Section 8593.3.5 (Emergency services: cultural competence)
- California Penal Code 409.5(a) (Evacuation Authority)
- California Government Codes § 8610-8614 & 8605
- California Department of Water Resources Flood Control (California Water Code §128).
- Orders and Regulations which may be selectively promulgated by the Governor during a STATE OF EMERGENCY.
- Orders and Regulations which may be selectively promulgated by the Governor to take effect upon the Existence of a STATE OF WAR.
- Governor's Executive Order W-9-91

6.1.3 Local Authorities

- Fresno County Code of Ordinances Ch 2.44 – Emergency Organization
- Fresno County Purchasing Policy



6.2 References

- ADA Best Practices Tool Kit for State and Local Governments
- American Planning Association – Planning for Post-Disaster Recovery: Next Generation (PAS 576, 2015)
- National Response Framework, October 2019
- Debris Removal Guidelines for State and Local Officials (FEMA DAP-15)
- Public Assistance Debris Monitoring Guide, FEMA, March 2021
- A Guide to Federal Aid in Disasters (DAP-19)
- Public Assistance Program and Policy Guide (PAPPG), FEMA, June 2020
- Digest of Federal Disaster Assistance (DAP-21)
- Individual and Family Grant Program Handbook Pursuant to Public Law 93-288 (DR&R-18)
- Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide CPG-101, FEMA, September 2021, Version 3.0
- National Incident Management System, 2017
- National Incident Management System Training Program 2020
- National Response Plan, 2004
- National Disaster Recovery Framework, 2011
- National Mitigation Framework, 2013
- FEMA Incident Stabilization Guide, 2019 (Operational Draft)
- United States Census Bureau
- UNISDR (2005b). Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters. World Conference on Disaster Reduction. 18-22 January 2005, Kobe, Hyogo, Japan. A/CONF.206/6. UNISDR.
- California State Emergency Plan, 2017
- Governor's Office of Emergency Services Disaster Assistance Procedures Manual
- California Emergency Resource Management Plan



- California Assistance Procedures Manual (State OES)
- California Disaster Recovery Framework – 2019
- Natural Disaster Assistance Act Eligibility Guidelines and Claiming Instructions (State OES)
- Public Assistance Guide for Applicants (State OES DAP-1)
- State of California Alert & Warning Guidelines – March 2019
- State of California Emergency Management Mutual Aid Plan – 2012
- State of California Planning Best Practices for County Emergency Plans, 2022
- State of California Best Practices for County Emergency Plans and Integrating Access and Functional Needs within the Emergency Planning Process, Best Practices for Stakeholder Inclusion
- State of California Standardized Emergency Management System (SEMS)
- State of California Integrated Waste Management Disaster Plan – January 1997
- Fresno County Community Health Dashboard,
<https://www.healthyfresnocountydata.org/indicators/index/dashboard?alias=alldata>.
- Fresno County Emergency, <https://www.fresnocountyca.gov/Resources/Fresno-County-Emergency>.
- Fresno County Master Emergency Services Plan.
- Fresno County Multi-Jurisdictional Hazard Mitigation Plan.
- Fresno County Emergency Public Information and Outreach Plan.
- Fresno County Office of Emergency Services Integrated Preparedness Plan.



Attachment A – State and Federal Disaster Assistance Programs

Cal OES Public Assistance Programs

Public agencies include State agencies and departments, cities, counties, school districts, community college districts, special districts, and certain private non-profit agencies. The following table describes implementation criteria for the five main public assistance disaster programs administered by Cal OES: Director’s Concurrence, Governor’s Proclamation of a State of Emergency, Fire Management Assistance Grant (FMAG), Presidential Declaration of an Emergency and Presidential Declaration of a Major Disaster.

Type of Assistance	Program Name and Authority	Cost-Share Required	Implementation Criteria
Funding to restore damaged public infrastructure (e.g., roads, buildings, utilities)	State Public Assistance California Disaster Assistance Act (CDAA) – Director’s Concurrence with local emergency	75% State 25% Local	Local agencies must proclaim an emergency and request a “Director’s Concurrence” within 10 days of an event. A Governor’s proclamation of a state of emergency is not required for the Cal OES Director to provide CDAA funding to repair damaged public facilities.
Reimbursement of local emergency response costs, debris removal, and funding to restore damaged public infrastructure.	State Public Assistance CDAA – Governor’s Proclamation of a State of Emergency	75% State 25% Local	Local agencies must proclaim an emergency and request the Governor to proclaim a state of emergency within 10 days of an event. The request should include dates of the event, an IDE, areas affected, and the appropriate type of assistance needed.
Reimbursement for fire suppression costs	FMAG Stafford Act	75% Federal 25% Local	Responsible fire agency CDAA must request FMAG assistance while the fire is still burning out of control. Neither local nor State emergency proclamation is necessary for the implementation of this program.
Reimbursement of local emergency response and debris removal costs	Federal and State Public Assistance Stafford Act and CDAA – Presidential	75% Federal 18.75% State 6.25% Local	Local agencies must proclaim an emergency and request the Governor to proclaim a state of emergency within 10 days of an event. The Governor has 5 days to request Federal assistance. Local government should provide detailed



Type of Assistance	Program Name and Authority	Cost-Share Required	Implementation Criteria
	Declaration of an Emergency		information including date of the event, an IDE, areas affected, and appropriate type of assistance needed.
Funding to restore public infrastructure and reimbursement of emergency response and debris removal costs	Federal and State Public Assistance Stafford Act and CDAA – Presidential Declaration of a Major Disaster	75% Federal 18.75% State 6.25% Local	Local agencies must proclaim an emergency and request the Governor to proclaim a state of emergency within 10 days of an event. The Governor has 30 days to request Federal assistance. Local government should provide detailed information including dates of the event, an IDE, areas affected, and appropriate type of assistance needed.
Funding to provide crisis counseling services.	FEMA Crisis Counseling Program Stafford Act	75% Federal 25% State	This program is funded by FEMA and administered through the State Department of Health Care Services. Benefits may be short term or long term (up to 9 months).

Public Assistance Through Other Agencies

The following table describes the implementation criteria for disaster assistance programs available to public entities through Federal agencies other than FEMA. Through the California Disaster Assistance Act (CDAA), the State may also cost share with these federal programs.

Type of Assistance	Program Name and Authority	Cost-Share Required	Implementation Criteria
Watershed restoration	Emergency Watershed Program / NRCS Division of the U.S. Department of Agriculture	75% NRCS 18.75% State 6.25% Local	Eligible activities include providing financial and technical assistance to remove debris from streams, protect destabilized stream banks, establish cover on critically eroding lands, repair conservation practices and the purchase of flood plain easements. This program does not require a Presidential declaration before it is implemented. However, in order for the sponsoring agency to be eligible for State cost



Type of Assistance	Program Name and Authority	Cost-Share Required	Implementation Criteria
	Section 216, P.L. 81-516 and Section 403-405, P.L. 95-334		share, the Governor must have proclaimed a state of emergency for the event.
Emergency flood and post-flood activities	USACE Emergency Operations / USACE Flood Control and Coastal Emergencies Act (P.L. 84-99)	100% USACE	The U.S. Army Corp of Engineers (USACE) may provide manpower, supplies and equipment for flood-fighting, debris clearance and temporary levee repairs during the emergency period and up to a maximum of 10 days thereafter. This program does not require a Presidential disaster declaration before it is implemented.
Restoration of publicly sponsored flood control structures	USACE Rehabilitation Program/ USACE Flood Control and Coastal Emergencies Act (P.L. 84-99)	100% USACE	The USACE Rehabilitation program provides assistance for permanent repairs to Federal system levees. Although USACE covers the repair costs, the local sponsoring agency may be required to purchase additional soil and must sign "Hold Harmless" agreements and other applicable assurance before work can begin. This program does not require a Presidential disaster declaration before it is implemented.
Emergency repairs to Federal roads and highways	Federal Highway Administration (FHWA) Emergency Relief (ER) Program/FHWA Title 23, U.S.C., Section 125	100% FHWA if performed within 180 days of an event	This program may be implemented upon a Presidential Declaration or by special request from the Governor when a state of emergency has been proclaimed. The FHWA ER program is administered through Caltrans.
Permanent restoration of damaged Federal aid highways	FHWA ER Program/FHWA Title 23, U.S.C., Section 125	88.53% FHWA 8.6% State 2.87% Local	FHWA funds 88.53% of repairs upon a Presidential Declaration or by special request from the Governor when a state of emergency has been proclaimed. The FHWA program is administered through Caltrans in close coordination with Cal OES
Long-term economic redevelopment	Housing & Urban Development (HUD)	75% Federal	Funds earmarked for certain HUD projects may be transferred to emergency projects if not covered by FEMA and are in the best interest of post disaster-stricken community. California



Type of Assistance	Program Name and Authority	Cost-Share Required	Implementation Criteria
	Disaster Recovery Initiative/HUD Section 122 of the Housing and Community Act of 1974, as amended	18.75% State 6.25% Local	Department of Housing and Community Development administers this program.

Individual and Family Assistance Programs

The following table describes the implementation criteria for programs that are available to assist businesses, families and individuals, and Private non-profit (PNPs) agencies in recovering from a disaster.

Type of Assistance	Program Name and Authority	Loan/Grant Maximum	General Implementation Criteria
Low interest loans for losses to real property (primary residences) may include mitigation measures.	SBA Physical Disaster Loan Program 13 CFR Ch.1 Part 123	\$200,000	The SBA Physical loan program may be implemented upon a Presidential declaration of an emergency or major disaster. Victims are required to first seek loan assistance through SBA before they can be considered for a Federal grant through FEMA. SBA also has the authority to independently (without a Presidential declaration) implement the program when at least 25 homes and/or businesses suffer 40% uninsured losses of their estimated fair market or pre-disaster fair market value, whichever is lower. In this case, a request for SBA declaration must be made through Cal OES within 60 days of the occurrence.
Low interest loans for losses to personal property.	SBA Physical Disaster Loan Program 13 CFR Ch.1 Part 123	\$50,000	Same as above.



Type of Assistance	Program Name and Authority	Loan/Grant Maximum	General Implementation Criteria
<p>Grants to cover temporary housing needs, home repairs, losses to personal property, transportation expenses, funeral, and medical expenses, etc.</p>	<p>Individual and Households Program (IHP) Robert T. Stafford Act Disaster Relief and Assistance Act, 44 CFR Ch. 1, Part 206, Subpart D, Sect. 206.110</p>	<p>\$25,600</p>	<p>This is a Federal grant program managed and administered by FEMA upon a Presidential Declaration of an Emergency or Major Disaster. Victims who are found to be ineligible for an SBA loan are referred to FEMA's IHP program.</p>
<p>Grants to individuals and families that have received the maximum IHP grant but still have unmet needs.</p>	<p>State Supplemental Grant Program (SSGP) California Department of Social Services W/I 13600-13601</p>	<p>\$10,000</p>	<p>This program is administered through the State Department of Social Services. It is only implemented when FEMA has activated the IHP. The State has no authority to activate the SSGP independent of a federal declaration.</p>
<p>Disaster Unemployment Assistance (DUA)</p>	<p>DUA U.S. Department of Labor, 20 CFR, Part 625 44 CFR, Part 206.141</p>	<p>N/A</p>	<p>This program may be implemented by the Department of Labor upon a Presidential declaration. It allows those unemployed due to a disaster up to 26 weeks of unemployment benefits.</p>



Businesses, Ranchers, and Private Non-Profit Assistance

The following table describes the implementation criteria of programs that are available to assist businesses, ranchers, and Private Non-Profit (PNPs) agencies in recovering from a disaster.

Type of Assistance	Program Name and Authority	Loan/Grant Maximum	General Implementation Criteria
<p>Low interest loans to businesses and PNP's, for losses to real property.</p>	<p>SBA Physical Disaster Loan Program 13 CFR Ch.1 Part 123</p>	<p>\$1.5 Million</p>	<p>The SBA Physical loan program may be implemented upon a Presidential declaration of an emergency or major disaster.</p> <p>SBA also has the authority to independently implement the program when at least 25 homes and/or three businesses have suffered 40% uninsured losses due to a disaster. Typically, when SBA declares a disaster for a county, contiguous counties are also eligible.</p>
<p>Low interest loans to businesses and to help cover working capital.</p>	<p>SBA Economic Injury Disaster Loan (EIDL) 13 CFR Ch.1 Part 123</p>	<p>\$1.5 Million</p>	<p>SBA also has the authority to independently implement the program with certification by the Cal OES Director that at least five small business concerns in a disaster area have suffered economic injury and are in need of financial assistance not otherwise reasonably available.</p> <p>The SBA may provide economic injury assistance for a disaster determined by the Secretary of Agriculture. Under these designations, SBA makes economic injury assistance available to eligible small businesses.</p> <p>EIDL loans become available under all SBA physical declarations. The maximum SBA loan assistance is \$1.5 million, whether it is a Physical Disaster Loan, an EIDL loan, or a combination of both programs.</p>
<p>Low interest loans to farmers, ranchers, and aquaculturists for physical and/or crop production losses resulting from an unusual</p>	<p>Secretarial Designation – Agricultural Disaster</p>	<p>\$500,000</p>	<p>Emergency loans are made to farmers and ranchers who have suffered at least a 30% loss in crop production or a physical loss to livestock products, real estate, or chattel property.</p> <p>The Secretary of Agriculture can implement this program when requested by Cal OES on behalf of a local agricultural</p>



Type of Assistance	Program Name and Authority	Loan/Grant Maximum	General Implementation Criteria
<p>natural occurrence (weather pattern, pest, etc.).</p>	<p>U.S. Department of Agriculture, Farm Services Agency 7 CFR, Ch. 18, Part 1945, Subpart A</p>		<p>commissioner or local government authority, or implemented automatically when the President declares a major disaster or emergency. When requested by its own authority, supporting documentation to the types of crops and level of damage must be submitted. A proclamation of local or state emergency is not required for this program.</p>



Attachment B – Annual Plan Review Procedure

All plans and procedures maintained by the Fresno County Office of Emergency Services are reviewed annually. The following procedures are used to perform an annual review of all emergency plans:

- Read the plan before starting the review process.
- Review the stakeholder contact list for the plan and update contacts as needed.
- If the plan was implemented or tested in the last year, review the After-Action Report/Improvement Plan (AAR/IP) for necessary revisions.
- If there were regulatory (local, state, or federal) changes within the last year that require update of the plan, review the regulatory guidance, and identify areas of the plan that require revisions.
- Review the Situation Overview section and update for any changes to potential hazards, demographics (if applicable), situational context, or relevant incidents that have occurred in the last year that may affect the planning environment.
- Schedule an annual plan review meeting with all applicable stakeholders to review the following plan content:
 - Assumptions
 - Situation Overview
 - Roles & Responsibilities
 - Emergency Organizational Structure (ICS Roles)
 - Concept of Operations
 - Checklists (if applicable)
 - Communication Procedures
 - Applicable Attachments/Annexes
- Collect feedback from stakeholders and update sections of the plan as necessary.
- Submit the plan to the Director of Emergency Services.
- Send out draft plan to all stakeholders for final review.
- Update the revision date of the plan.
- Schedule the next plan review date.

