

DATE ISSUED: March 11, 2004

REPORT NO. 04-054

ATTENTION: Public Safety & Neighborhood Services Committee
Agenda of March 17, 2004

SUBJECT: San Diego County Multi-Jurisdiction Hazard Mitigation Plan

SUMMARY

Issue – Should the City Council endorse the San Diego County Multi-Jurisdictional Hazard Mitigation Plan?

Manager's Recommendation – Direct the Manager to prepare a 1472 and present the plan to the Mayor and Council for review and endorsement.

Other Recommendations – None.

Fiscal Impact – The implementation of many of the City of San Diego's goals, objectives, and action items will be accomplished through the use of operating funds identified through the annual budgeting process. The remaining items will be accomplished with federal or state grant funding.

BACKGROUND

The Disaster Mitigation Act of 2000, signed into law on October 30, 2000 (Public Law 106-390) requires all jurisdictions to have an approved hazard mitigation plan in place prior to November 1, 2004 in order to qualify for hazard mitigation program grants and post disaster mitigation monies. The Federal Emergency Management Agency (FEMA) was charged with implementation of the Act through Part III Federal Register 44CFR Parts 201 and 206. The law required the following related to natural disasters:

- Identification and assessment of risks related to disasters

- Implementation of adequate measures to reduce losses
- Ensuring critical services and facilities will continue to function after the disaster

Approval of this Plan meets those requirements. The San Diego Operational Area¹ is one of the first in the State to develop a plan on a region-wide basis, and the Plan will likely be considered a model for other agencies to follow.

DISCUSSION

In June 2003, the County of San Diego Office of Emergency Services and their consultant, URS Corporation, commenced meetings with the City of San Diego and other cities and jurisdictions within the County to develop a Multi-Jurisdiction Hazard Mitigation Plan (Plan) to comply with the federal law. The Plan is a pre-disaster strategic plan that serves as a guideline to lowering the risk and exposure to natural disasters.

The planning process for development of the Plan consisted of:

- Organizing resources – establishing a planning team
- Assessing risks – identifying hazards, profiling hazard events, conducting an inventory of assets, and estimating losses
- Developing a plan – developing goals and objectives, identifying and prioritizing mitigation measures, preparing a strategy, and documenting the mitigation plan
- Implementation strategy – adopting the plan, implementing the action items, and evaluating the results

Planning team members from various City departments were assembled for these purposes. Specific goals, objectives, and action items applicable to the City of San Diego were developed after reviewing the current capabilities of the City of San Diego to lessen the impact of natural disasters.

The following hazards were deemed critical for San Diego County:

- Structural Fire/Wildfire
- Earthquake
- Coastal Storms/Erosion/Tsunami
- Landslide
- Dam Failure
- Floods
- Other Human Caused Hazards (Technological Hazards – hazardous materials)

¹ The *operational area* includes the county and the incorporated cities within the county.

In November 2003 a draft of the City of San Diego's goals, objectives, and action items was presented to the Mayor and City Council staffs for initial review. These goals, objectives, and action items will:

- Enhance public awareness and understanding
- Create a decision tool for management
- Provide compliance with State and Federal program requirements
- Enhance local policies for hazard mitigation capabilities
- Provide inter-jurisdictional coordination of mitigation related programming
- Achieve regulatory compliance

Over a period of three weeks beginning January 22, 2004, and ending February 4, 2004, URS conducted a series of public workshops in the County to solicit input for the Plan. A meeting was held at the Valencia Park/Malcolm X Branch Library on January 28th, and at the Scripps Ranch Branch Library on February 4, 2004.

In February 2004, the County issued the Draft Plan, with the City of San Diego being one of the elements. This draft was submitted to the Mayor and Council for review prior to plan finalization on March 5, 2004. The County's Unified Disaster Council will also be reviewing and approving this Plan.

Respectfully submitted,

D.P. Lee
Director, Office of Homeland Security

Approved: Rey Arellano
Deputy City Manager & CIO

LEE/DPL

Attachment: City of San Diego's Goals, Objectives and Action Steps from the Plan

City of San Diego
Goals, Objectives and Action Items
Prioritization and Implementation of Action Items
(Excerpt of the San Diego County Multi-Jurisdiction Hazard Mitigation Plan)

5.16.2.2 Objectives and Actions

The City of San Diego developed the following broad list of objectives and actions to assist in the implementation of each of their 10 identified goals. The City of San Diego developed objectives to assist in achieving their hazard mitigation goals. For each of these objectives, specific actions were developed that would assist in their implementation. A discussion of the prioritization and implementation of the action items is provided in Section 5.16.2.3.

Goal 1: Promote disaster-resistant future development.	
<i>Objective 1.A: Encourage and facilitate the development or updating of general plans and zoning ordinances to limit development in hazard areas.</i>	
Action 1.A.1	Update the Public Facilities, Services, and Safety elements of the City’s General Plan.

Goal 2: Promote public understanding, support and demand for hazard mitigation.	
<i>Objective 2.A: Educate the public to increase awareness of hazards and opportunities for mitigation actions.</i>	
Action 2.A.1	Enhance the public’s awareness of hazard mitigation efforts utilizing the City of San Diego’s cable TV channel and other electronic media, as well as through traditional print media.
Action 2.A.2	Increase awareness of individual homeowners, other property owners, the business community, and others in the importance of taking proactive steps to mitigate the risk of hazards.
<i>Objective 2.B: Promote partnerships between the state, counties, local and tribal governments to identify, prioritize, and implement mitigation actions.</i>	

Goal 2: Promote public understanding, support and demand for hazard mitigation. (continued)	
Action 2.B.1	Utilize SANDAG to assist in gathering and/or providing information for regional hazard mitigation.
Action 2.B.2	Work with San Diego’s legislative delegation to develop legislation to require the Governor’s Office of Planning and Research to develop guidelines for the preparation of public safety elements to include hazard mitigation and model hazard mitigation planning.

Goal 3: Build and support local capacity and commitment to continuously become less vulnerable to hazards.	
<i>Objective 3.A: Increase awareness and knowledge of hazard mitigation principles and practice among state, local and tribal officials.</i>	
Action 3.A.1	Build and support local partnerships, such as the Unified Disaster Council (UDC) and Homeland Preparedness Coordination Council (HPCC), and the coordination of mutual aid agreements to continuously become less vulnerable to hazards.
Action 3.A.2	Build a team of community volunteers to work with the community before, during, and after a disaster.
Action 3.A.3	Build hazard mitigation concerns into City of San Diego planning and budgetary processes.

Goal 4: Improve hazard mitigation coordination and communication with federal, state, local and tribal governments.	
<i>Objective 4.A: Establish and maintain closer working relationships with state agencies, local and tribal governments.</i>	
Action 4.A.1	Operate the City’s Emergency Operations Center (EOC) and Department Operations Centers (DOC) following the Standardized Emergency Management System (SEMS) and Incident Command System (ICS).
Action 4.A.2	Encourage development of standardized Emergency Operations Plans within the City of San Diego that coordinate with County-wide Emergency Operations Plans.
<i>Objective 4.B: Encourage other organizations to incorporate hazard mitigation activities.</i>	
Action 4.B.1	Work with local chambers of commerce, trade associations, and employee unions to encourage them to promote hazard mitigation as part of safe work practices.
<i>Objective 4.C: Improve the State’s capability and efficiency at administering pre- and post-disaster mitigation.</i>	
Action 4.C.1	Participate in the development and execution of Emergency Operations Center (EOC) and Department Operation Centers (DOC) table top and functional disaster exercises (addressing the response and recovery phases), which include Federal Military and State representative participation.

Goal 5: Reduce the possibility of damage and losses to existing assets, particularly people, critical facilities/infrastructure, and State-owned facilities, due to hazards (structural fire/wildfire, coastal storms/erosion/tsunami, earthquake, dam failure, flood, landslide, and other human caused hazards).	
<i>Objective 5.A: Develop a comprehensive approach to reducing the possibility of damage and losses due to hazards (structural fire/wildfire, coastal storms/erosion/tsunami, earthquake, dam failure, flood, landslide, and other human caused hazards).</i>	
Action 5.A.1	Develop an integrated communication/notification plan, including information about road closures, evacuation routes, unified command post locations, staging areas, and shelters. This includes coordination between police and fire personnel for evacuations, and a County-wide damage assessment team.
Action 5.A.2	Develop a post-disaster construction and demolition waste recycling ordinance, which includes alternate recycling and disposal sites.
Action 5.A.3	Provide to critical City of San Diego facilities backup electrical power generating systems, fuel, and necessary supplies in case of major power outages.
Action 5.A.4	Replace all underground petroleum storage tanks with above ground tanks at critical City facilities.

Goal 6: Reduce the possibility of damage and losses to existing assets, particularly people, critical facilities/infrastructure, and State-owned facilities, due to floods.	
<i>Objective 6.A: Develop a comprehensive approach to reducing the possibility of damage and losses due to floods.</i>	
Action 6.A.1	Work with Federal and State authorities regarding regulations that add expense and time to flood control measures and maintenance activities.

Goal 7: Reduce the possibility of damage and losses to existing assets, particularly people, critical facilities/infrastructure, and State-owned facilities, due to severe weather (e.g., El Nino storms, thunderstorms, and tsunamis).	
<i>Objective 7.A: Develop a comprehensive approach to reducing the possibility of damage and losses due to severe weather.</i>	
Action 7.A.1	Utilize SANGIS to develop GIS-based severe weather zone mapping.

Goal 8: Reduce the possibility of damage and losses to existing assets, particularly people, critical facilities/infrastructure, and State-owned facilities, due to geological hazards.	
<i>Objective 8.A: Develop a comprehensive approach to reducing the possibility of damage and losses due to geological hazards.</i>	
Action 8.A.1	Coordinate efforts within the City of San Diego to develop a seismic report of the City and how it affects City facilities and infrastructure.
Action 8.A.2	Develop a means of providing water for fire fighting when water service is disrupted.

Goal 9: Reduce the possibility of damage and losses to existing assets, particularly people, critical facilities/infrastructure, and State-owned facilities, due to structural/wildfires.	
<i>Objective 9.A: Develop a comprehensive approach to reducing the possibility of damage and losses due to structural/wild fires.</i>	
Action 9.A.1	Enhance the Open Space Brush Management Program to ensure compliance with brush management requirements.
Action 9.A.2	Establish an urban/wild land fire technical working group in conjunction with County and State representatives.

5.16.2.3 Prioritization and Implementation of Action Items

Once the comprehensive list of jurisdictional goals, objectives, and action items listed above was developed, the proposed mitigation actions were prioritized. This step resulted in a list of acceptable and realistic actions that address the hazards identified in each jurisdiction. This prioritized list of action items was formed by the LPG weighing STAPLEE criteria.

The Disaster Mitigation Action of 2000 (at 44 CFR Parts 201 and 206) requires the development of an action plan that not only includes prioritized actions but one that includes information on how the prioritized actions will be implemented. Implementation consists of identifying who is responsible for which action, what kind of funding mechanisms and other resources are available or will be pursued, and when the action will be completed.

The top 22 prioritized mitigation actions as well as an implementation strategy for each are:

Action Item #1: Enhance the public’s awareness of hazard mitigation efforts utilizing the City of San Diego’s cable TV channel and other electronic media, as well as through traditional print media.

Coordinating Individual/Organization: Public and Media Affairs/Information Technology and Communications

Potential Funding Source: Operating Budget

Implementation Timeline: 1 - 3 year time frame

Action Item #2: Develop an integrated communication/notification plan, including information about road closures, evacuation routes, unified command post locations, staging areas, and shelters. This includes coordination between police and fire personnel for evacuations, and a County-wide damage assessment team.

Coordinating Individual/Organization: Homeland Preparedness Coordination Council & Office of Homeland Security

Potential Funding Source: Operating Budget

Implementation Timeline: 1 - 3 year time frame

Action Item #3: Build and support local partnerships, such as the Unified Disaster Council (UDC) and Homeland Preparedness Coordination Council (HPCC), and the coordination of mutual aid agreements to continuously become less vulnerable to hazards.

Coordinating Individual/Organization: Homeland Preparedness Coordination Council & Office of Homeland Security

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame

Action Item #4: Develop a means of providing water for fire fighting when water service is disrupted.

Coordinating Individual/Organization: Engineering and Capital Projects/Water/Transportation/General Services/Fire Rescue

Potential Funding Source: Need to seek Federal or State funding

Implementation Timeline: 1-10 year time frame

Action Item #5: Build hazard mitigation concerns into the City of San Diego's planning and budgetary processes.

Coordinating Individual/Organization: Financial Management/Planning

Potential Funding Source: Need to seek Federal or State funding

Implementation Timeline: 1 – 3 year time frame

Action Item #6: Provide to critical City of San Diego facilities backup electrical power, fuel, and necessary supplies in case of major power outages.

Coordinating Individual/Organization: Homeland Preparedness Coordination Council

Potential Funding Source: Need to seek Federal or State funding

Implementation Timeline: 1 – 3 year time frame

Action Item #7: Coordinate efforts within the City of San Diego to develop a seismic report of the City and how it affects City facilities and infrastructure.

Coordinating Individual/Organization: Fire/Water/Metropolitan Waste
Water/Planning/Development Services

Potential Funding Source: Need to obtain Federal or State funding

Implementation Timeline: 1 – 5 year time frame

Action Item #8: Develop a post-disaster construction and demolition ordinance, which includes alternate recycling and disposal sites.

Coordinating Individual/Organization: General Services/Environmental
Services/Development Services

Potential Funding Source: Need to obtain Federal or State funding

Implementation Timeline: 1 – 3 year time frame

Action Item #9: Increase awareness of individual homeowners, other property owners, the business community, and others in the importance of taking proactive steps to mitigate the risk of hazards.

Coordinating Individual/Organization: Public and Media Affairs/Information Technology
and Communications/Environmental Services

Potential Funding Source: Operating Budget

Implementation Timeline: 1 - 3 year time frame

Action Item #10: Participate in the development and execution of Emergency Operations Center (EOC) and Department Operations Centers (DOC) table top and functional disaster exercises (addressing the response and recovery phases), which include Federal Military and State representative participation.

Coordinating Individual/Organization: Office of Homeland Security & Homeland
Preparedness Coordination Council

Potential Funding Source: Operating Budget

Implementation Timeline: 1 –3 year time frame

Action Item #11: Work with local Chambers of Commerce, trade associations, and employee unions to encourage them to promote hazard mitigation as a part of safe work practices.

Coordinating Individual/Organization: Community and Economic Development

Potential Funding Source: Operating Budget

Implementation Timeline: 1 –3 year time frame

Action Item #12: Encourage development of standardized Emergency Operations Plans within the City of San Diego that coordinate with County-wide Emergency Operations Plans.

Coordinating Individual/Organization: Office of Homeland Security & Homeland Preparedness Coordination Council

Potential Funding Source: Need to seek Federal or State funding

Implementation Timeline: 1 – 3 year time frame

Action Item #13: Operate the City’s Emergency Operations Center (EOC) and Department Operations Centers (DOC) following the Standardized Emergency Management System (SEMS) and Incident Command System (ICS).

Coordinating Individual/Organization: Office of Homeland Security & Homeland Preparedness Coordination Council

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame

Action Item #14: Update the Public Facilities, Services, and Safety elements of the City’s General Plan.

Coordinating Individual/Organization: Planning

Potential Funding Source: Operating Budget

Implementation Timeline: 1 –5 year time frame

Action Item #15: Replace all underground petroleum storage tanks with above ground tanks at critical City facilities.

Coordinating Individual/Organization: Environmental Services

Potential Funding Source: Need to seek Federal or State funding

Implementation Timeline: 1 – 10 year time frame

Action Item #16: Build a team of community volunteers to work with the community before, during, and after a disaster.

Coordinating Individual/Organization: Public and Media Affairs/Information Technology and Communication

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame

Action Item #17: Utilize SANDAG to assist in gathering and/or providing information for regional hazard mitigation.

Coordinating Individual/Organization: Information Technology and Communication

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame

Action Item #18: Work with San Diego’s legislative delegation to develop legislation to require the Governor’s Office of Planning and Research to develop guidelines for the preparation of public safety elements to include hazard mitigation and model hazard mitigation planning.

Coordinating Individual/Organization: Governmental Relations

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame

Action Item #19: Work with Federal and State authorities regarding regulations that add expense and time to flood control measures and maintenance activities.

Coordinating Individual/Organization: Governmental Relations

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame

Action Item #20: Utilize SANGIS to develop GIS-based severe weather zone mapping.

Coordinating Individual/Organization: Information Technology and Communication

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame

Action Item #21: Enhance the Open Space Brush Management Program to ensure compliance with brush management requirements.

Coordinating Individual/Organization: Office of Homeland Security & Homeland Preparedness Coordination Council & Fire-Rescue

Potential Funding Source: Need to seek Federal or State funding

Implementation Timeline: 1 – 5 year time frame

Action Item #22: Establish an urban/wild land fire technical working group in conjunction with County and State representatives.

Coordinating Individual/Organization: Office of Homeland Security & Homeland Preparedness Coordination Council & Fire-Rescue

Potential Funding Source: Operating Budget

Implementation Timeline: 1 – 3 year time frame