

Part One, Section Two

General

Purpose (CW-#5)

The Basic Plan addresses the City's planned response to natural or human-caused disasters. It provides an overview of operational concepts, identifies components of the City's emergency/disaster management organization within the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). It describes the overall responsibilities of the federal, state and county entities and the City for protecting life and property and assuring the overall well-being of the population.

Scope (CW-#6)

This Emergency Operations Plan (EOP):

- Defines the scope of preparedness and incident management activities.
- Describes the organizational structures, roles and responsibilities, policies and protocols for providing emergency support.
- Facilitates response and short-term recovery activities.
- Is flexible enough for use in all emergencies/disasters.
- Describes the purpose, situation and assumptions, concept of operations, organization and assignment of responsibilities, administration and logistics, plan development and maintenance and authorities and references.
- Pre-designates jurisdictional and/or functional area representatives to the Incident Command, Unified Command and the Emergency Operations Center (EOC) whenever possible to facilitate responsive and collaborative incident management.
- Includes pre-incident and post-incident public awareness, education and communications plans and protocols.

Preparedness Elements

The City will place emphasis on:

- Emergency/disaster planning.
- Training of full-time, auxiliary and reserve personnel and volunteers.
- Public awareness and education.
- Identifying the resources needed to cope with emergency/disaster response.

Emphasis will also be placed on prevention and mitigation measures to reduce losses from disasters, as detailed in the City's Local Hazard Mitigation Plan. (Earthquakes, Wildfires, Flood, Windstorms, and Landslides).

Concept of Operations (CW-#19)

Operations involve a full spectrum of response activities, from a minor incident, to a major earthquake, to a nuclear detonation. There are a number of similarities in operational concepts for responding to natural and man-made disasters. Some emergencies/disasters will be preceded by a build-up or warning period, providing sufficient time to warn the population and implement mitigation measures designed to reduce loss of life and property damage. Other emergencies occur with little or no advance warning, thus requiring

immediate activation of the emergency/disaster operations plan and commitment of resources. All agencies must be prepared to respond promptly and effectively to any emergency/disaster, including the provision and utilization of mutual aid (**see Part One, Section Eleven – Mutual Aid**).

Emergency/disaster management activities are often associated with the five emergency management phases indicated below. However, not every disaster necessarily includes all indicated phases.

Prevention Phase

Following the addition of a fifth phase of emergency management as outlined in the National Fire Protection Association (NFPA) Standard 1600, communities need to evaluate the potential for preventing damage and life impacts from disasters. An example of prevention would be to avoid building on a flood plain as opposed to elevating homes built on the same flood plain. Prevention strategies will vary based upon risk assessments within a community.

Mitigation Phase

Mitigation efforts occur both before and following disaster events. Post-disaster mitigation is part of the recovery process. Eliminating or reducing the impact of hazards which exist within the City and are a threat to life and property are part of the mitigation efforts.

Mitigation tools include:

- City's Local Hazard Mitigation Plan, dated April 9, 2007.
- Local ordinances and statutes (zoning ordinance, building codes and enforcement, etc.).
- Structural measures.
- Tax levee or abatements.
- Public information and community relations.
- Land use planning.
- Professional training.

Preparedness Phase

The preparedness phase involves activities taken in advance of an emergency/disaster. These activities help develop operational capabilities for disaster response. These actions might include mitigation activities, emergency/disaster planning, training, exercises and public education. The agencies and departments identified in this plan as having either a primary or support mission relative to response and recovery should prepare standard operating procedures (SOPs) and checklists detailing personnel assignments, policies, notification rosters and resource lists. Personnel should be acquainted with these SOPs and checklists through periodic training in the activation and use of procedures. **(CW-#37)**

Day to Day

The preparedness phase involves activities undertaken in advance of an emergency. Disaster plans are developed and revised to guide disaster response and increase available resources.

Planning activities include:

- Developing hazard analyses.
- Writing mutual aid plans.
- Developing standard operating procedures (SOPs) and checklists.
- Training personnel and volunteers.
- Improving public information and communications systems.
- Developing systems for logistical support and financial accountability, i.e. disaster accounting system, pre-approved disaster contacts, vendor lists.
- Develop and implement a plan for photo documentation of pre-disaster condition of public buildings and infrastructure.

Increased Readiness

Increased readiness actions will be initiated by the receipt of a warning or the observation that an emergency/disaster situation is imminent or likely to occur soon. Actions to be accomplished include, but are not necessarily limited to:

- Review and update emergency/disaster plans, standard operating procedures (SOPs) and resources listings.
- Review emergency purchasing agreements and contractor/vendor lists.
- Review disaster cost accounting procedures.
- Review plans for photographic documentation of disaster damages.
- Disseminate accurate and timely public information.
- Accelerate training of all staff and volunteers.
- Recruit volunteers as Disaster Services Workers.
- Prepare resources for possible mobilization.
- Test warning and communications systems.

Response Phase

Pre-Emergency/Disaster

When a disaster is inevitable, actions are precautionary and emphasize protection of life.

Typical responses might be:

- Evacuation of threatened populations to safe areas.
- Advising threatened populations of the emergency/disaster and notifying them of safety measures to be implemented.
- Advising the Operational Area of the emergency/disaster.
- Identifying the need for and requesting mutual aid.
- Consider activation of the City EOC.
- Consider Proclamation of a Local Emergency by local authorities.

Emergency/Disaster Response

During this phase, emphasis is placed on saving lives and property, control of the situation and minimizing effects of the disaster. Immediate response is accomplished within the affected area by local government, the private sector and volunteer agencies.

One of the following conditions will apply to the City during this phase:

- The City is either minimally impacted or not impacted at all, and is requested to provide mutual aid.
- The situation can be controlled without mutual aid assistance from outside the City.
- The situation requires mutual aid from outside the City.
- The emergency/disaster management organization will give priority to the following operations:
 - Dissemination of accurate and timely information and warning to the public.
 - Situation analysis.
 - Resource allocation and tracking.
 - Evacuation and rescue operations.
 - Medical care operations.
 - Coroner operations.
 - Care and shelter operations.
 - Perimeter and access control.
 - Public health operations.
 - Photographic documentation of all disaster damage to public property.
 - Restoration of vital services and utilities.

When local resources are committed or are anticipated to be fully committed and additional resources are required, requests for mutual aid will be initiated through the Operational Area. Fire and law enforcement agencies will request or render mutual aid directly through existing mutual aid channels

Depending on the severity of the emergency/disaster, the local Emergency Operations Center (EOC) may be activated and a Local Emergency may be proclaimed. If a Local Emergency is proclaimed, the EOC must be activated. **See Part One, Section Ten – Emergency Proclamation Process and Management Section Annex, Supporting Documents for proclamation and declaration process and forms.**

Sustained Disaster Operations

In addition to continuing life and property protection operations, mass care, relocation, registration of displaced persons and damage assessment operations will be continued until conditions are stabilized.

Recovery Phase (CW-#29)

Recovery is both short-term activity intended to return critical systems to operation and long-term activity designed to return life to normal in the community.

The City will provide local government leadership in developing economic recovery plans, mitigation plans and local legislative strategies necessary to promote recovery. City departments will review impacts on programs, and the City will aggressively pursue state and federal assistance for local recovery.

Outside agencies and nongovernmental organizations will provide some short-term assistance to disaster victims. Local Assistance Centers (LACs) or telephone call centers may also be established, providing a "one-stop" service to begin the process of receiving federal, state and local recovery assistance for the community.

The recovery period has major objectives which may overlap, including:

- Bring families back together.
- Restore government and community services.
- Rebuild damaged property.
- Identify and mitigate hazards caused by the disaster.
- Recover disaster costs associated with response and recovery efforts.

The following recovery issues are addressed in the Recovery Annex **(CW #-30, #31, #32, #33 and #34)**

- The recovery organization.
- The recovery damage assessment organization and responsibilities.
- Recovery documentation procedures.
- Recovery After-Action Reports.
- Recovery Disaster Assistance (programs, purpose, restrictions and application process).

Hazard Identification and Analysis (CW-#8)

The City's Local Hazard Mitigation Plan shows the City is at risk from certain types of hazards. **For further information see the City's Hazard Mitigation Plan (April 9, 2007) and the Safety Element in the City's General Plan, (January 16, 2007).** These hazards are identified in **Part One, Section Six – Threat Summary**, which also provides general and specific information on their possible impact on the jurisdiction.

Public Awareness and Education (CW-#28)

The public's response to any emergency/disaster is based on an understanding of the nature of the emergency/disaster, the potential hazards, the likely response of emergency services and knowledge of what individuals and groups should do to increase their chances of survival and recovery.

Pre-disaster awareness and education programs must be viewed as equal in importance to all other preparations for emergencies and receive an adequate level of planning. These programs must be coordinated among local, state and federal officials to ensure their contribution to emergency preparedness and response operations. Emergency Public Information procedures are addressed in **Part Two, Management Section Annex, Supporting Documents.**

ADA Considerations for Local Government (CW-#16)

Emergency preparedness and response programs must be made accessible to people with disabilities and is required by the Americans with Disabilities Act of 1990 (ADA). Disabilities include but are not limited to mobility, vision, hearing, cognitive disorders, mental illnesses and language barriers.

Included in the City's planning efforts for those with disabilities are:

- Notification and warning procedures.
- Evacuation considerations.
- Emergency transportation issues.
- Sheltering requirements.
- Accessibility to medications, refrigeration and back-up power.
- Accessibility for mobility devices or service animals while in transit or at shelters.
- Accessibility to emergency information.

Refer to Part Two, Operations Section Annex, Supporting Documents for additional issues.

Disaster Animal Care Considerations for Local Government

The PETS Act (Pets Evacuation and Transportation Standards Act of 2006) directs that state and local emergency preparedness plans address the needs of people with pets and service animals after a major disaster, including the rescue, care and sheltering of animals. An annex addressing these needs will be developed and incorporated into this plan when State guidance is provided to the City.

Training and Exercises (CW-#38)

The City's Emergency/Disaster Management Organization will conduct regular training and exercising of city staff in the use of this plan and other specific training as required for compliance with both SEMS and NIMS. The City Clerk, who works for the City Manager is responsible for coordinating, scheduling and documenting training, exercises and After-Action and Corrective Action Reports.

The objective is to train and educate public officials, emergency/disaster response personnel and volunteers. Both training and exercises are important components to prepare personnel for managing disaster operations.

Training includes classroom instruction and drills. All staff who may participate in emergency response in the EOC, in department operating centers (DOCs) or at the field level must receive appropriate SEMS/NIMS/ICS training. **Refer to Governor's Office of Emergency Services Training Matrix for specific SEMS/NIMS/ICS classes and target audiences (www.oes.ca.gov).**

Regular exercises are necessary to maintain the readiness of operational procedures. Exercises provide personnel with an opportunity to become thoroughly familiar with the procedures, facilities and systems which will be used in a disaster. Annual exercises are required by both SEMS and NIMS. There are several forms of exercises:

- **Tabletop exercises** provide a convenient and low-cost method designed to evaluate policies, plans and procedures and resolve coordination and responsibility issues. Such exercises are a good way to test the effectiveness of policies and procedures.
- **Functional exercises** usually take place in the EOC and simulate an emergency in the most realistic manner possible, without field activities. They are used to test or evaluate the capabilities of one or more functions, such as communications, public information or overall city response.
- **Full-scale exercises** simulate an actual emergency, typically involving personnel in both the field and EOC levels and are designed to evaluate operational capabilities.

After an exercise or actual event, After Action and Corrective Action Reports must be written and submitted to the Operational Area within ninety days.

Alerting and Warning

Warning is the process of alerting government agencies and the general public to the threat of imminent danger. Depending on the nature of the threat and the population groups at risk, warnings can originate at any level of government.

Success in saving lives and property depends on the timely dissemination of warning and emergency information to persons in threatened areas. Local government is responsible for warning the populace of the jurisdiction. The City will utilize various modes to alert and warn the community. **See Part Two, Operations Section Annex, Supporting Documents for additional information on alerting and warning systems and information.**