



PUBLIC HEALTH EMERGENCY WILDLAND FIRE EARTHQUAKE CIVIL UNREST FLOOD



# CITY OF SAN PABLO

## COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

**October 2012**

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SCHOOL EMERGENCIES HAZARDOUS MATERIALS TERRORISM SEVERE WEATHER





## Foreword

This Comprehensive Emergency Management Plan provides guidance for the City of San Pablo's response to extraordinary emergency situations associated with natural, man-made and technological disasters. This plan does not address ordinary day-to-day emergencies or the established routine procedures used to cope with such incidents. Rather, this plan concentrates on operational concepts and response procedures relative to large-scale emergencies and disasters.

The Comprehensive Emergency Management Plan is a preparedness document and is designed to be read, understood and exercised prior to an emergency. The Comprehensive Emergency Management Plan (CEMP) has been developed, in accordance with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), to address all hazards. This encompassing approach allows the City to optimize resources and capabilities to preserve life, protect property and the environment.

City departments are responsible for assuring the preparation and maintenance of Standard Operating Procedures (SOPs), resource lists as well as checklists that detail how assigned responsibilities are performed and to ensure that they support the implementation of the CEMP. These are published separately and are for **internal use only**.

There are three parts to the San Pablo Comprehensive Emergency Management Plan:

**Part I: Basic Plan** describes the City's utilization of the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS); emergency declarations, continuity of government, emergency operations center, concept of operations, hazard mitigation, and threat assessments.

**Part II: Functional Annexes** is published separately and includes the City's annexes for: alert and warning, mass care and shelter, volunteer management, evacuation, damage assessment, and recovery.

**Part III: Standard Operating Procedures (SOPs)** are published separately for internal use only. This includes the City's Departmental and Emergency Operations Center Standard Operating Procedures (SOPs) with supporting documents and checklists. All intended to be used in conjunction with this plan.

# City Resolution

## RESOLUTION 2012-159

### RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN PABLO ADOPTING THE CITY OF SAN PABLO'S REVISED COMPREHENSIVE EMERGENCY MANAGEMENT PLAN.

WHEREAS, Emergency Preparedness and EOC Operations is an adopted policy item under the FY 2011-13 City Council Priority Workplan.

WHEREAS, the City's Comprehensive Emergency Management Plan was last revised in 1999, and

WHEREAS, the latest revision provides operational concepts and response procedures relative to large-scale disasters through Incident Command System (ICS) incorporating the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS) to organize emergency operations.

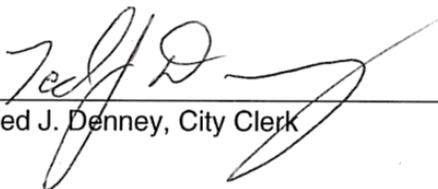
NOW THEREFORE, BE IT RESOLVED, by the City Council that the City of San Pablo's revised Comprehensive Emergency Management Plan is hereby adopted.

Adopted this 5<sup>th</sup> day of November, 2012, by the following vote to wit:

AYES:	COUNCILMEMBERS:	Morris, Calloway, McNeil and Valdez
NOES:	COUNCILMEMBERS:	None
ABSENT:	COUNCILMEMBERS:	Chao Rothberg
ABSTAIN:	COUNCILMEMBERS:	None

ATTEST:

APPROVED:

  
\_\_\_\_\_  
Ted J. Denney, City Clerk

  
\_\_\_\_\_  
Cecilia Valdez, Mayor





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## Part 2: Functional Annexes

These documents are published separately in support of the Comprehensive Emergency Management Plan and are for **internal use only**.

## Part 3: Standard Operating Procedures

These documents are published separately to support the Comprehensive Emergency Management Plan and Functional Annexes. This is for **internal use only**.



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## Overview

The City of San Pablo is located in the western portion of Contra Costa County, approximately 18 miles northeast of San Francisco and surrounded by the City of Richmond and unincorporated portions of Contra Costa College. The City encompasses 2.58 square miles at 50 feet above sea level.

San Pablo is home to 29,139 residents (according to the US Census Bureau 2010 census), over 300 businesses, a casino, a hospital, 6 elementary schools, 1 middle school, 1 high school and a thriving community college.

The potential for a major disaster is ever present considering the high risk vulnerabilities within and surrounding our City limits that include:

1. Earthquake faults - northern Hayward Fault resting under our city and relative proximity to the northern San Andreas Fault.
2. Transportation thoroughfare - Interstate 80, a number of overpasses, nearby rail systems and bridges.
3. Industrial corridor - major refineries and numerous underground pipelines.
4. Flooding – may result from dam failure or severe weather causing overflow from our three local creeks and increased potential of landslides.
5. Public Health emergency – dense population in a small area radius increases likelihood of the spread of disease.

## Purpose and Scope

The purpose of this Plan is to ensure an efficient and effective response to an emergency that could threaten the well-being and/or health of residents, employees or visitors in San Pablo.

The City is subject to a broad range of potential incidents that can stretch beyond our City limits. The response to such occurrences will involve a coordinated effort from all affected City departments and neighboring first response agencies, as well as other levels of government, community based organizations and the private sector called upon to assist in providing resources and services.

## Assumptions

The following assumptions apply to this Plan:

1. A major emergency or disaster may cause numerous injuries, property loss, disruption of normal life-support systems, and may have an impact on economic, physical, and social infrastructures.

2. A major emergency or disaster may overwhelm the capabilities of San Pablo to provide prompt and effective emergency response and recovery. Mutual aid will be requested when disaster relief requirements exceed the City's ability to meet them.
3. Transportation infrastructure may be damaged or disrupted. Emergency responders may have difficulty reaching people and evacuation routes may cause traffic backups slowing egress from damaged areas. The movement of emergency supplies may be impeded.
4. Communication infrastructure may be damaged or disrupted, thus slowing dissemination of information and reporting of persons needing help.
5. Homes, businesses, public buildings, and other critical facilities may be damaged or destroyed. Public utilities may be damaged and either completely or partially inoperable.
6. Emergency medical services and transport ambulances may be in short supply. Medical and health care facilities that do remain open may be overwhelmed with medical care requests. Additionally, medicines may be in short supply.
7. Damage to facilities that use hazardous or toxic chemicals could result in the release of these hazardous materials into the environment.
8. Businesses in San Pablo may not be able to supply the public with basic necessities such as food, water, blankets, etc. Additionally, businesses may have difficulty remaining open or providing paychecks to their employees.
9. Volunteers may come from other areas to help, causing problems with accountability. Donated goods that are not presently needed may be dropped off.
10. Effective emergency operations require periodic training and exercising.
11. San Pablo emergency personnel and disaster service workers will utilize the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS).

## Our Community

The primary beneficiaries of the City of San Pablo's emergency management efforts are its stakeholders: residents, businesses, community based organizations and employees.

### Residents

With a diverse population of 29,139 residents<sup>1</sup>, our planning efforts try to address the needs of the general population, people with access and functional needs and at-risk individuals.

A dense population with approximately 4,500 residential units in the City of San Pablo increases the importance of our residents' role in emergency management. By developing a plan, maintaining

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<sup>1</sup> US Census 2010 - <http://2010.census.gov/2010census/>

emergency supplies and staying informed, residents can better serve their family, their community and reduce demands on first responders.

Populations with access and functional needs include those members of the community that may have additional needs before, during and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision and medical care.

At risk individuals are another group that may have additional needs as they are not in contact with traditional emergency service providers. These people may feel they cannot comfortably or safely access and use the standard resources offered in preparedness, response and recovery.

**Figure A: Vulnerable Populations and Special Considerations**

Group	Sensitivity	Special Considerations
<b>Access and Functional Needs</b>	Person with a disability	<b>1) Communications and Public Information</b>  <b>2) Emergency notification</b> - Systems must be accessible to ensure effective communication for people who are deaf/hard of hearing, blind/low vision, or deaf/blind.
	Live in institutionalized settings	
	Elderly	
	Children	
	From diverse cultures	
	Limited/non English speaking	
	Transportation disadvantaged	
<b>At-risk Individuals</b>	Homeless	<b>3) Evacuation and Transportation</b> – Evacuation plans incorporate disability and older adult transportation providers for identifying and the movement of people with mobility impairments and those with transportation disadvantages.  <b>4) Sheltering</b> – Care and shelter plans must address the access and functional needs of people with disabilities and older adults to allow for sheltering in general population shelters.
	Without transportation	
	Out of hearing range of community alert sirens	
	Without radio or television to know they need to take action	
	Without access to telephones	
	Visiting or temporarily residing in an impacted area	
	Unfamiliar with available emergency response and recovery resources	
	Limited understanding of English	
	Geographically or culturally isolated	

## Businesses

Much of the City’s infrastructure consists of the 300+ businesses. These businesses, or the private sector, provide valuable assistance and resources to support preparedness efforts, emergency response and recovery activities. Businesses are recommended to develop comprehensive emergency plans that include employee injury and illness prevention programs, business resumption and continuity of operations elements.

A comprehensive business emergency plan can assist the business and the community at-large by providing:

- Information to the employees to protect themselves and their families from the effects of likely emergencies.
- A business emergency organization with identified positions having clear and specific emergency roles, responsibilities, delegated authority and identified successors.
- An identification of actions necessary to protect company property and records during emergencies.
- A listing of critical products and services.
- Production shut-down procedures.
- A company command post.
- Alternate work sites.
- Methods and channels of communication.
- Contacts with local emergency management officials.
- A method to provide and accept goods and services from other companies.

## Community Based Organizations

The City of San Pablo recognizes the importance of organizations that provide health, social and spiritual services in our community. These organizations have resources which can augment emergency response and recovery efforts. They are trusted establishments meeting the needs of the community on a daily basis and the demand will grow in the event of an emergency.

## Public Employees

Public employees (i.e. government, post office, library and school district employees, etc.) are disaster service workers and subject to such disaster service activities that may be assigned to them by their superiors or by law (California Government Code, Section 3100, Title 1, Division 4, Chapter 4). The law applies when:

- A local emergency has been proclaimed.
- A state of emergency has been proclaimed.
- A federal disaster declaration has been made.

## Emergency First Response Personnel

First response personnel are essential to upholding the safety and peace in our community. The key emergency first response personnel in San Pablo include:

<b>Fire</b>	<b>Station 70</b> - 13928 San Pablo Avenue in San Pablo <i>Operated and staffed by the Contra Costa County Fire Protection District</i>
<b>Police</b>	<b>San Pablo Police Department</b> - 13880 San Pablo Avenue in San Pablo
<b>Ambulance</b>	<b>American Medical Response</b> - 865 Marina Bay Parkway in Richmond <i>Serves all cities in West Contra Costa County</i>
<b>Medical</b>	<b>Doctors Medical Center</b> - 2000 Vale Road in San Pablo <b>Doctors Medical Center Outpatient Center / Alliance Medical Group</b> – 100A San Pablo Towne Centre in San Pablo <b>West County Health Center</b> – 13613 San Pablo Avenue in San Pablo

### ***Community Emergency Response Team (CERT)***

Community Emergency Response Team training involves 20+ hours of disaster training to acquire skills in: disaster preparedness; triage and rapid treatment techniques; damage assessment; rescuer safety; search and rescue techniques; cribbing and leveraging; terrorism awareness; and fire suppression. The San Pablo Police Department sponsors the training and it is made available to the community in English and Spanish throughout the year.

In the event of an emergency, CERT members are taught to secure the safety of themselves, their family and friends. Should they decide to deploy as a CERT member in their community by performing such duties, CERT members are required to check in at their pre-designated neighborhood CERT command post and be assigned a partner before deploying in their neighborhood. If a CERT member is unaware of the location of their CERT command post, they are to make contact with the San Pablo CERT Coordinator or Personnel Unit Leader (if the EOC is activated) for instruction.

CERT neighborhood groups work in conjunction with professional emergency response personnel to identify critical neighborhood information that can be passed along to first responders should they become available. CERT Team members can be distinguished by their green CERT hard hat and reflective green vest.

### ***Volunteers***

There are two types of volunteers that can be used during response and recovery efforts: affiliated volunteers and spontaneous unaffiliated volunteers.

#### ***Affiliated Volunteers***

Affiliated volunteer programs, such as Police Explorers and organized Community Emergency Response Team members, represent a critical means of extending the resources for the City; augmenting police services, communications, and other services. Affiliated volunteers present a crucial means of leveraging the talent and experience of committed individuals. Following an emergency, the pre-identification, established relationships and trust with these individuals increase the efficiency of response through our ability to deploy them to higher level or skilled assignments.

All of our affiliated volunteers are sworn disaster service workers. They undergo a screening or background process and are presented with an ID card to identify their association with our organization.

#### ***Unaffiliated Volunteers***

Experience has demonstrated that spontaneous volunteers will converge at city halls, fire stations, community centers, incident sites and anywhere else they believe there may be opportunities to volunteer. While well intentioned, these volunteers may hinder the efforts of first responders. Our City bears primary responsibility in responding to those seeking to help and directing them to appropriate disaster agencies and organizations.

Well-managed volunteers are a valuable resource to the community. However, the unaffiliated aspect of spontaneous volunteerism requires the allocation of already sparse resources to interact with the incoming volunteers, overseeing the management of these operations, conducting background checks, and coordinating the volunteer opportunity needs of our community. The time constraint during emergency conditions also limits unaffiliated, highly skilled volunteers to average job assignments.

## Standardized Emergency Management System (SEMS)

The Standardized Emergency Management System (SEMS) is the system required by Government Code §8607(a) for managing response to multi-agency and multi-jurisdiction emergencies in the State of California. SEMS is flexible and adaptable to the varied needs of all emergency responders. SEMS is intended to:

- Facilitate the flow of information within and between levels of the system
- Facilitate coordination among all responding agencies

By standardizing essential elements of the emergency management system, SEMS improves the mobilization, deployment, utilization, resource ordering and tracking and demobilization of needed mutual aid resources.

SEMS requires emergency response agencies to use basic principles and components of emergency management, including the incident command system, mutual aid systems, multi-agency coordination system and the operational area concept.

## Incident Command System (ICS)

The Incident Command System (ICS) is a nationally recognized on-scene emergency management system. The system is flexible with a built-in capability for a modular structure that can be adapted to meet the demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS uses a common organizational structure to effectively accomplish management of the incident by objectives.

Components of ICS are:

- Common terminology
- Modular organization
- structure
- Consolidated action plans
- Manageable span-of-control
- Pre-designed incident facilities
- Comprehensive resource management
- Integrated communications

## Functions

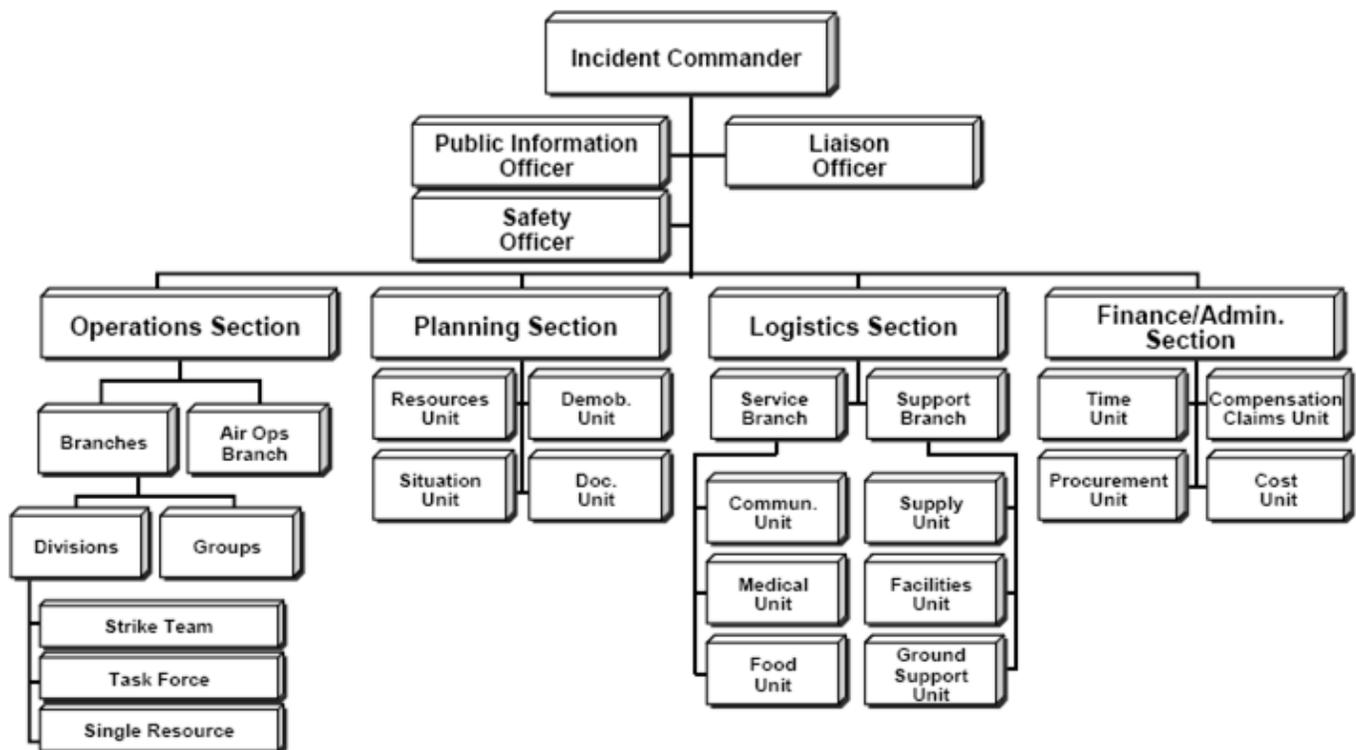
All incidents will organize according to the SEMS functions: command, operations, planning and intelligence, logistics, and finance and administration.

1. **Command:** responsible for directing, ordering, and/or controlling resources by virtue of explicit legal, agency or delegated authority.
2. **Operations:** responsible for the coordinated tactical response of all field operations directly applicable to or in support of the mission(s) in accordance with the developed Incident Action Plan.

3. **Planning and Intelligence:** responsible for the collection, evaluation, documentation and use of information about the development of the incident.
4. **Logistics:** responsible for providing facilities, services, personnel, equipment and tracking the status of resources and materials in support of the incident.
5. **Finance and Administration:** responsible for all financial and cost analysis aspects of the incident, and/or any administrative aspects not handled by the other functions.

An ICS organization for field response is depicted in Figure B. Initially, the Incident Commander may be performing all five functions with each position being activated based on need; filling the organization from the top down.

**Figure B: Typical Incident Command System Field Response Organization**



The Command Staff includes the Incident Commander, Public Information Officer, Safety Officer and Liaison Officer. The General Staff includes the Operations, Planning and Intelligence, Logistics and Finance and Administration Sections.

In support of field response, an Emergency Operation Center (EOC) may be activated and organized under a similar incident command structure. In an EOC setting, the term "management" is used in place of command. Figure C addresses the difference in responsibility at both levels of response utilizing the incident command system.

**Figure C: Comparison of Field and EOC SEMS Functions**

<b>PRIMARY SEMS FUNCTION</b>	<b>FIELD RESPONSE LEVEL</b>	<b>EOCS AT OTHER SEMS LEVELS</b>
Command/ Management	Command is responsible for the directing, ordering, and/or controlling of resources.	Management is responsible for facilitation of overall policy, coordination and support of the incident.
Operations	The coordinated tactical response of all field operations in accordance with the Incident Action Plan.	The coordination of all jurisdictional operations in support of the response to the emergency in accordance with the EOC Action Plan.
Planning & Intelligence	The collection, evaluation, documentation and use of intelligence related to the incident.	Collecting, evaluating and disseminating information and maintaining documentation relative to all jurisdiction activities.
Logistics	Providing facilities, services, personnel, equipment and materials in support of the incident.	Providing facilities, services, personnel, equipment and materials in support of all jurisdiction activities is required.
Finance & Administration	Financial and cost analysis and administrative aspects not handled by the other functions.	Responsible for coordinating and supporting administrative and fiscal consideration surrounding an emergency incident.

## Mutual Aid System

California’s emergency planning and response includes a statewide mutual aid system which is designed to ensure that adequate resources, facilities and other support is provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation(s). The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement, as provided for in the California Emergency Services Act.

For mutual aid coordination purposes, California has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities.

## Multi-Agency Coordination System (MACS)

The Multi-Agency Coordination System (MACS) is the decision-making system for multi-jurisdictional and/or multi-discipline situations. Agencies and disciplines involved at any level of the SEMS organization work together to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

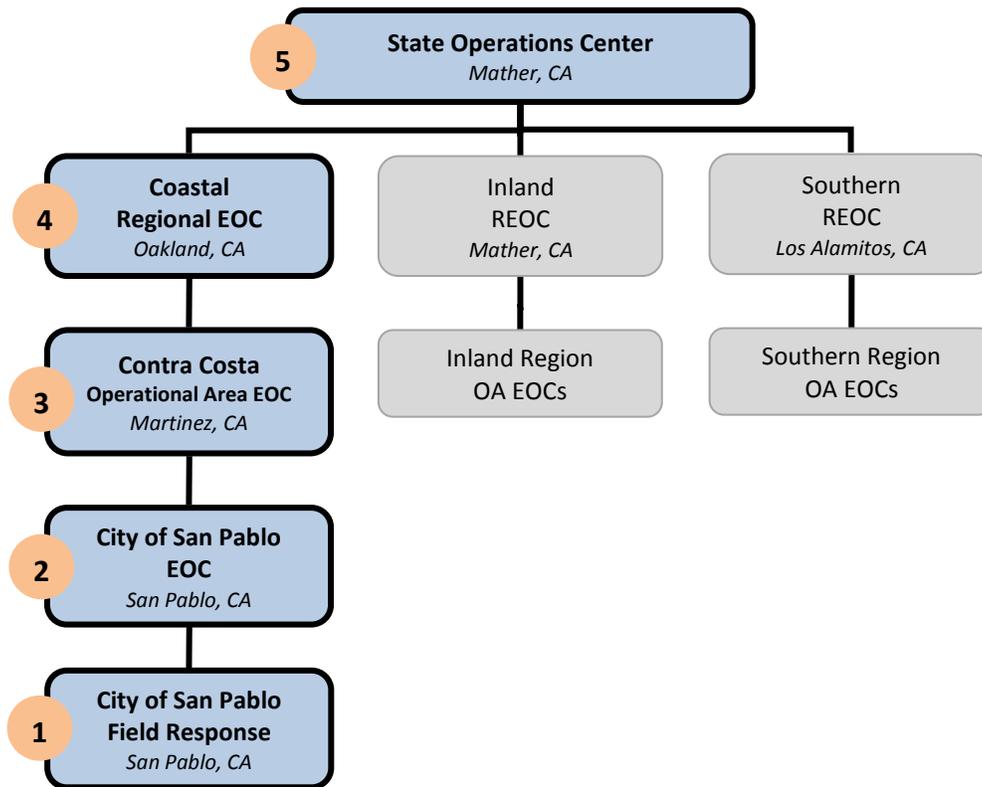
## Operational Area Concept

SEMS regulations specify that all local governments within a county’s geographic area be organized into a single operational area. The County of Contra Costa is the lead agency for the Contra Costa operational area. The City of San Pablo is located within the Contra Costa operational area.

## Levels of Government

There are five designated response levels in the Standardized Emergency Management System (SEMS) organization: Field Response, Local Government, Operational Area, Regional and State.

Figure D: SEMS Emergency Operation Center (EOC) Relations



1. **Field Response:** Under the command of an appropriate authority, emergency personnel and resources carry out tactical decisions and activities in direct response to an incident or threat. SEMS regulations require the use of the Incident Command System (ICS) at the field response level.

If the San Pablo EOC is activated, field personnel (via the Incident Commander) will coordinate with the San Pablo EOC utilizing their department specific branch representative located in the EOC. An example is the Incident Commander (IC) for law enforcement operations who will coordinate with the EOC Law Enforcement Branch Director.

2. **Local Government:** Local governments manage and coordinate overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their EOC is activated or a local emergency is proclaimed in order to be eligible for state funding of response related personnel costs.

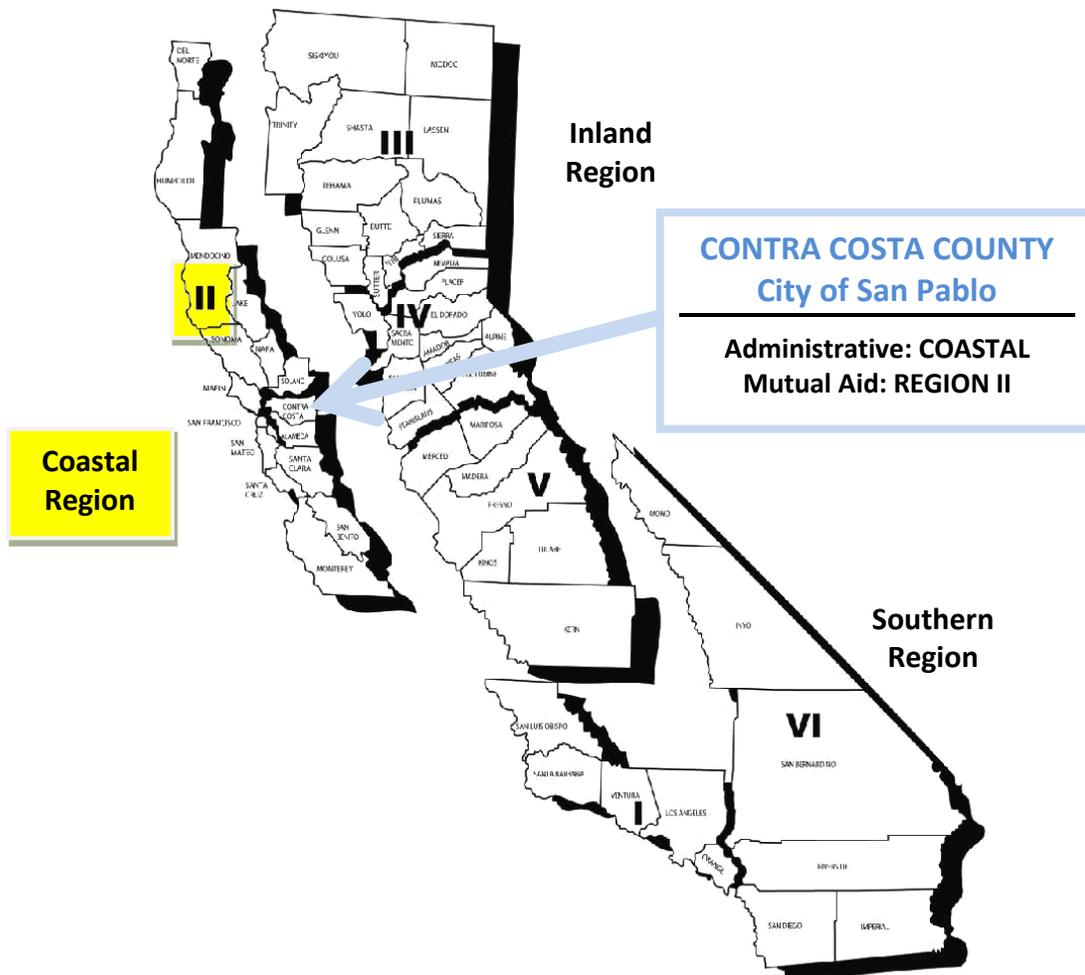
In addition to an EOC, discipline specific departments may open a Department Operations Center at a different location, such as a briefing room or corporation yard, to coordinate

support for response and recovery related issues. However, logistical requests will still be made through the discipline specific representative in the San Pablo EOC.

3. **Operational Area:** The Operational Area serves as an intermediate level of the State’s emergency services organization and encompasses the County, including special districts. The Operational Area manages and coordinates information, resources, and priorities among local governments within the County. Additionally, the Operational Area serves as the coordination and communication link between the local government level and the regional level.
4. **Regional:** The SEMS regional level serves as the primary point of contact for Operational Areas within the region. Additionally, the region manages and coordinates information and mutual aid resources among Operational Areas and the state level.

The State of California is currently divided into three administrative regions and six mutual aid regions. The City of San Pablo is located within the coastal administrative region and mutual aid region II. Ironically, the boundaries are exactly the same and stretch from the coastal counties of Monterey County to the Oregon border.

**Figure E: California’s Mutual Aid and Administrative Regions**



5. **State:** State operations are under the management of the California Emergency Management Agency (Cal EMA). At the state level, Cal EMA is responsible for coordinating resource requests and resolving priority issues that might arise at the regional level, between the three Cal EMA Administration regions. The state level also serves as the coordination and communication link between the regions and the federal disaster response system.

## National Incident Management System (NIMS)

National Incident Management System (NIMS) is a system very similar to the State of California Standardized Emergency Management System (SEMS) and is mandated by Homeland Security Presidential Directive (HSPD-5). The purpose of NIMS is to provide a consistent national approach to enhance the ability to manage domestic incidents by establishing a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations.

NIMS Components are:

1. Command and management utilizing the incident command system (ICS), multi-agency coordination and joint information systems (JIS)
2. Resource management
3. Communications and information management
4. Preparedness, which includes planning, training, exercising, personnel qualification and certification, equipment acquisition and certification, and publications
5. Supporting technologies
6. Ongoing management and maintenance

## Emergency Management Phases

Some emergencies will be preceded by a warning period, providing sufficient time to warn the public and reduce loss of life, property damage and effects on the environment. Other emergencies occur with little or no advance warning, thus requiring immediate activation of the Emergency Operations Plan. All City departments and Emergency Operations Center staff must be prepared to promptly and effectively respond to any foreseeable emergency, including the provision and use of mutual aid.

The process of emergency management involves five phases: prevention, preparedness, response, recovery and mitigation.

### Prevention Phase

The prevention phase includes actions taken to avoid an incident or to intervene and stop an incident from occurring. This involves actions taken to protect life and property that may include deterrence operations, heightened inspections or improved surveillance.

### Preparedness Phase

The preparedness phase involves activities that are undertaken in advance of an emergency. This includes developing and/or enhancing operational capacity to respond and recover from an emergency. Emphasis is on developing plans and procedures, training personnel, establishing agreements and educating the public.

### Standard Operating Procedures

Emergency planning includes developing Standard Operating Procedures (SOPs) detailing personnel assignments, policies, notification rosters and resource lists. In the event of an emergency, SOP's are designed to be used as a checklist by those who are trained to work a designated position as well as those who are not familiar with a particular position. All emergency operations center staff should become acquainted with, practice, and test SOPs for accuracy.

### Public-Private Partnerships

Public-private partnerships and developing memorandums of understandings in advance establish a better perspective or expectation for available emergency resources to meet the public need.

### Public Awareness and Education

The public's response to any emergency is based on understanding the nature of the emergency, 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.

The City of San Pablo places a high priority in pre-disaster awareness and education programs through a number of activities such as:

- Emergency skills training by Community Emergency Response Team (CERT) and Cardiopulmonary resuscitation (CPR) training
- Emergency preparedness presentations
- Preparedness outreach at community events throughout the year

## Response Phase

**Pre-Impact** - Recognition of the approach of a potential disaster where actions are taken to save life and protect property. Actions taken may include activating warning systems and EOCs, pre-staging or mobilizing resources and initiating evacuations.

**Immediate Impact** - Emphasis is placed on preservation of life, controlling the situation and minimizing the effects of the disaster. Field responders will use the Incident Command System (ICS), which includes unified command, action planning, span of control, and hierarchy of command. The City EOC may be activated.

**Sustained** - Extended emergency operations involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations. Efforts are made to reduce secondary damage and response support facilities may be established to assist disaster victims.

## Recovery Phase

The recovery phase involves the restoration of services to the public and returning the affected area(s) to pre-emergency conditions or better. There is no clear time separation between response and recovery. In fact, planning for recovery should be a part of the response phase. Recovery activities may range from the repair of physical, social and economic damages to sustained mass care for displaced human and animal populations. Recovery also involves the collection of response data and damage information to acquire state and/or federal financial assistance.

## Recovery Damage Assessment

Damage assessment is the basis for determining the type and amount of state and/or federal assistance necessary for recovery. An initial damage estimate (IDE) outlines the severity and extent of the damage caused by the emergency. IDE information is reported to Cal EMA using the State's online Resource Information Management System (RIMS), allowing Cal EMA to prioritize preliminary damage assessment efforts and determine the need to request federal disaster declarations.

## Documentation

Documentation is the key to recovering expenditures related to emergency response and recovery operations. State and federal programs have different reporting requirements and documented information should include location, extent of damage and estimates of costs for:

- debris removal
- emergency work

- repairing or replacing damaged facilities to pre-disaster condition
- compliance with building codes

It will be the responsibility of the City to collect documentation of damages as the basis for eligibility of disaster assistance programs.

## After-Action Reporting

Should the City of San Pablo declare a local emergency, the completion of an after action report is due to Cal EMA within ninety (90) days of the close of the incident period. The after action report will serve as a source for documenting San Pablo's emergency response activities and identifying areas of concern and successes. It will also be utilized to develop a corrective action plan for implementing improvements.

The Disaster Preparedness Coordinator will be responsible for completing and forwarding the report to Cal EMA within the 90-day period.

## Disaster Assistance Programs

Disaster assistance programs have been developed for the needs of four distinct groups:

1. **Individuals:** may receive loans or grants for such things as real and personal property, dental, funeral, medical, transportation, unemployment, sheltering, and rental assistance, depending on the extent of damage.
2. **Businesses:** loans for many types of businesses are often made available through the United States Small Business Administration, assisting with physical and economic losses because of a disaster or an emergency. Programs for agricultural needs include assistance for physical and economic losses because of a disaster or an emergency.
3. **Governments:** funds and grants are available to government to repair damage because of a disaster or emergency and mitigate the risk of future damage.
4. **Non-profit organizations:** funds and grants are also available to certain non-profit organizations.

At each level of emergency declaration, certain disaster assistance programs are made available. The City of San Pablo will provide the necessary information to help those recover from the disaster.

## Mitigation Phase

The mitigation phase occurs both before and after emergencies or disasters. Hazard mitigation is defined as any action taken to reduce or eliminate the long-term risk to human life and property from natural hazards. Section 409 of Public Law 93-288, requires, as a condition of receiving federal disaster aid that repairs and construction be done in accordance with applicable codes, specifications, and standards. Some actions may include strengthening facilities, amending local ordinances and statues that regulate building codes and zoning requirements, initiating local structural retrofitting measures, and emphasizing public education and awareness.

To be effective, hazard mitigation actions must be taken prior to a disaster. After disaster strikes, mitigation opportunities exist only during recovery and even those opportunities can be limited by the absence of advance planning.

## Local Hazard Mitigation

The City of San Pablo, in coordination with the Association of Bay Area Governments (ABAG), worked together to complete a comprehensive regional multi-hazard mitigation plan. This plan is pursuant to the Disaster Mitigation Act of 2000, which reinforces the importance of pre-disaster infrastructure mitigation planning to reduce disaster losses nationwide. San Pablo City Council approved the multi-jurisdictional plan as its Local Hazard Mitigation Plan (Resolution 2012-018) in 2012.

The City of San Pablo participates in Local Hazard Mitigation Plan updates every four to five years to maintain eligibility for mitigation funding from the Federal Emergency Management Agency (FEMA). Once funding is received, each Local Hazard Mitigation Plan (LHMP) strategy that requires improvement is addressed with each LHMP strategy being reviewed and updated in comparison to the previous LHMP to determine progress.

## Emergency Proclamations

Emergency proclamations expand the emergency powers and authorities of the state and its political subdivisions. They also provide a mechanism for unaffected jurisdictions to provide resources and assistance to the affected jurisdictions. Although emergency proclamations facilitate the flow of resources and support to the affected jurisdictions and local government, they are not a prerequisite for rendering mutual aid and assistance under existing agreements or requesting assistance from the American Red Cross (ARC).

### Local Emergency Proclamation

A local emergency may be proclaimed by a local governing body or designee, if there is extreme peril to the safety of persons and property within a City and/or County where the declaring entity is overwhelmed and unable to abate an existing or potential emergency and requires resources from other unaffected political subdivisions and jurisdictions.

A local emergency provides local governing bodies with expanded emergency police powers and authorities, which include:

- Authorization to promulgate and suspend local orders and regulations necessary to provide for the protection of life and property.
- Authority to acquire or commandeer supplies and equipment for public use.
- Power to conduct and perform emergency response activities under emergency conditions with broadened immunities from legal liability for performance or failure of performance.

Local governments can request cost reimbursement from the state for certain disaster-related costs under California Disaster Assistance Act (CDAA) following the proclamation of a local emergency. The California Emergency Services Act (ESA) can be utilized with a formal request received by the State within ten days of the event.

### Proclamation of a State of Emergency

The Governor proclaims a State of Emergency based on the formal request from the local governing body and the recommendation of Cal EMA. The Governor can proclaim a State of Emergency without a request from a local governing body if the safety of persons and property in California are threatened by conditions of extreme peril or if the emergency conditions are beyond the emergency response capacity and capabilities of the local authorities.

The Governor:

- Has the right to exercise police power, as deemed necessary, vested in the State Constitution and the laws of California within the designated area.
- Is vested with the power to use and commandeer property and personnel.
- May promulgate, issue, and enforce orders and regulations deemed necessary.

## Proclamation of a State of War Emergency

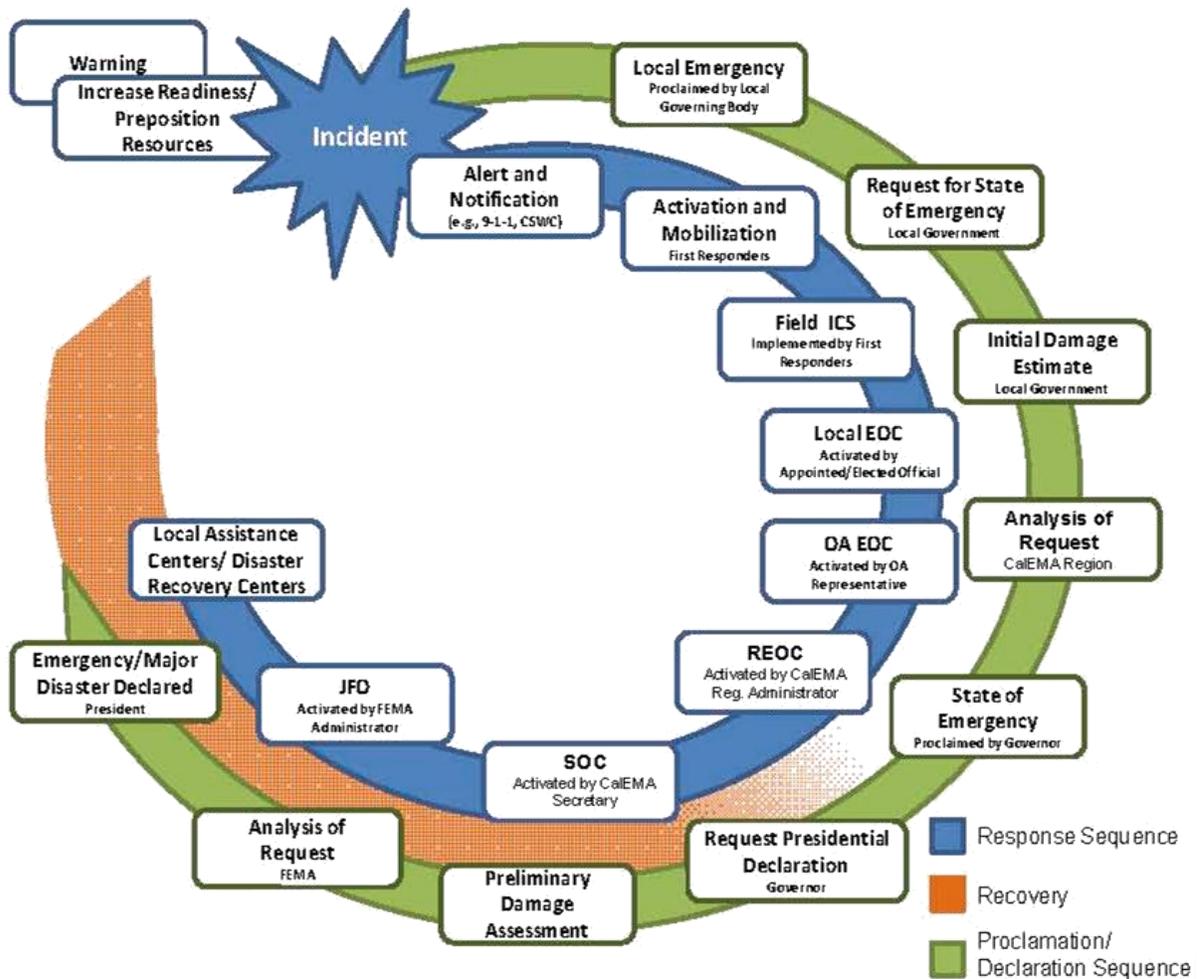
In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever California or the nation is attacked or an enemy attack is probable or imminent. The powers of the Governor granted under a State of War Emergency are commensurate with those granted under a State of Emergency.

## Presidential Declaration

If an emergency is beyond the ability of local and state government to manage effectively, the Director of the California Emergency Management Agency (Cal EMA) may recommend that the Governor request a Declaration of Emergency or Major Disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act which provides the authority for federal government resources to support the states' response and recovery activities. Following a Presidential Declaration, federal resources and financial assistance is available to supplement the efforts of state and local governments to alleviate public and the private sector damage and loss.

The sequence of activities occurring for the emergency response and the proclamation process is illustrated in Figure F.

Figure F: Response Phase Sequence of Events



## Continuity of Government

A major disaster could destroy the ability of local government to carry out executive functions by causing death or injury to key government officials, destroying crucial facilities and cause the destruction of vital records. Government is responsible for providing continuity of leadership and authority, direction of emergency operations and management of recovery operations. It is particularly essential that the City of San Pablo continue to function as a government entity.

### City Council

San Pablo has five elected City Council member positions filled at any given time, two of which are rotated annually into the position of Mayor and Vice Mayor. Should any of these positions become vacant due to injury or death, a special election will be called to fill the vacancy as no standby officers are designated for City Council member positions.

### City Departments Lines of Succession

The continuity of government lines of succession planned for City departments for emergency functions in the absence of a department head is as follows:

**Figure G: Line of Succession for City Department/Division Heads**

Function/Department	Title/Position
City Manager	1. Assistant City Manager
	2. Police Chief
	3. Finance Director
Police Chief	1. Police Captain
	2. Police Lieutenant 1
	3. Police Lieutenant 2
Public Works Director (Public Works and Engineering)	1. PW Maintenance & Operations Manager
	2. Sr. Civil Engineer
Assistant City Manager (Development Services, Recreation and Human Resources)	1. City Planner
	2. Recreation Manager
	3. Human Resources Manager
Finance Director	1. Assistant City Manager
City Clerk	1. Deputy City Clerk
	2. Executive Assistant

## Essential Facilities

When government offices, the Emergency Operations Center or Department Operations Centers are not operable because of emergency conditions, an alternate location will be selected from public buildings remaining that offer maximum security and safety. Primary and pre-designated alternate locations of these essential facilities are:

***Primary Seat of Government***

City Council Chambers  
13831 San Pablo Avenue, San Pablo

***Alternate Seat of Government***

San Pablo Senior Center  
1943 Church Lane, San Pablo

***Primary Emergency Operations Center***

San Pablo Police Department  
13880 San Pablo Avenue, San Pablo

***Alternate Emergency Operations Center***

Walter T. Helms Middle School  
Community Center  
2600 Road 20, San Pablo

***Primary Department Operations Center***

Public Works Corporation Yard  
1515 Folsom Avenue, San Pablo

***Alternate Department Operations Center***

## Preservation of Vital Records

In the City of San Pablo, the City Clerk's Office and each City Department is responsible for the preservation and protection of the City's vital records. Vital records are defined as those records that are essential to:

- Protect and preserve the rights and interests of individuals, government and other entities.
- Conduct emergency response and recovery operations such as utility system maps, locations of emergency supplies and equipment, emergency operations plans and procedures, and personnel rosters.
- Reestablish normal governmental functions and protect the rights and interests of government.

Specific records of the City of San Pablo are routinely stored in the City Clerk's Office. Archived records are stored onsite at City Hall or at offsite locations with each department within the City maintaining and protecting its own essential records.

## Emergency Operations Center

The Emergency Operations Center (EOC) is a centralized location for decision making for our City's emergency response to support field level response operations. It is typically equipped with phones, televisions, computer and fax equipment, internet access, radios, maps, and work stations to accommodate various functions when fully activated.

### Location

The primary and alternate EOC locations have been identified. The location may be moved any time at the discretion of Emergency Services Director.

#### **Primary EOC**

San Pablo Police Department  
13880 San Pablo Avenue, San Pablo

#### **Alternate EOC**

Walter T. Helms Middle School  
Community Center  
2600 Road 20, San Pablo

All authorized EOC personnel must present valid Department/Agency identification to gain access into the EOC.

### Activation/Deactivation

The EOC is activated in the event of a natural or man-made disaster when the routine availability of resources requires support and/or augmentation. The EOC activation is ordered by the Director of Emergency Services (City Manager) or by his designee. The Director of Emergency Services or designee has the authority to activate, increase or reduce activation level or deactivate the EOC completely.

### EOC Activation Level

The EOC activation level will be determined by the Director of Emergency Services, or designee, to meet the demand of the situation. The EOC staffing level should be established commensurate with the organizational need, as defined below:

**Level One:** Level One is a minimum activation used for situations which initially only require a few people, e.g., alerts of storms or monitoring of a low risk planned event. At a minimum, Level One staffing consists of the EOC Director. Section Coordinators and a situation assessment activity in the Planning and Intelligence Section may be included in this level. Other members of the organization could also be part of this level.

**Level Two:** Level Two activation is normally achieved as an increase from Level One or a decrease from Level Three. This activation level is used for emergencies or planned events that would require more than a minimum staff but would not call for a full activation of all organization elements, or less than full staffing. One person may fulfill more than one SEMS function. The EOC Director, in conjunction with the General Staff, will determine the required level of continued activation under Level Two, and demobilize functions or add additional staff to functions as necessary based upon event considerations. Representatives to the EOC from other agencies or jurisdictions may be required under Level Two to support functional area activations.

**Level Three:** Level Three activation involves a complete and full activation with all organizational elements at full staffing. Level Three would normally be the initial activation during any major emergency.

## Notice of Activation

At any level of activation, the following personnel and agencies MUST be notified immediately.

- City Manager or designee
- Chief of Police
- On Duty Police Department Watch Commander
- On Duty Fire Department Battalion Chief
- Richmond Dispatch Center
- Contra Costa Sheriff - Office of Emergency Services

Designated EOC and additional first response personnel will be notified to report based on the activation level. In a major emergency, all employees as sworn disaster service workers are required to report for duty at their agency of employment. If that is not possible, disaster service workers are to report to their closest government agency for duty.

## EOC Organization

The purpose of the emergency organization is to identify, assign and train to the roles and responsibilities that will be assigned to City personnel required to staff the EOC, given positions may change depending on staff availability following an emergency.

## Management Section

The Management Section is responsible for the overall emergency policy decisions such as proclaiming a Local Emergency, recommending a City ordinance and disseminating information to the public. The EOC Director has reigning authority of the EOC and its operation. The Management Section includes the following positions:

- EOC Director
- Public Information Officer
- Safety & Security Officer
- Liaison Officer

The Management Section also includes the EOC Policy Group. Members of the Policy Group include the City Council and the City Attorney as the legal advisor. The policy group is responsible for recommending emergency management policies necessary to protect life and property.

## General Staff

The General Staff is made up of the Operations Section; Planning and Intelligence Section; Logistics Section; and Finance and Administration Section.

### ***Operations Section***

Operations Section is responsible for coordinating all field operations in support of the emergency. The Operations Section includes the following positions:

- Operations Section Chief
- Law Enforcement Branch
- Fire & Rescue Branch
- Public Works Branch
- Community Services Branch

### ***Planning and Intelligence Section***

Planning and Intelligence Section is responsible for collecting, evaluating, and disseminating information, documentation, developing an Action Plan every operational period during activation, and leading the planning meetings. The Planning and Intelligence Section includes the following positions:

- Planning and Intelligence Section Chief
- Advanced Planning Unit Leader
- Documentation Unit Leader
- Situation Analysis Unit Leader
- Demobilization Unit Leader

### ***Logistics Section***

Logistics Section is responsible for coordinating and processing requests for additional resources. This includes procuring and maintaining essential personnel, facilities, transportation, equipment and supplies; providing communications and information systems support; and for managing volunteers. The Logistics Section includes the following positions:

- Logistics Section Chief
- Communications Unit Leader
- Food/Facilities Unit Leader
- Personnel Unit Leader
- Supply Unit Leader
- Transportation Unit Leader

### ***Finance and Administration Section***

Finance and Administration Section is responsible for financial activities such as tracking emergency hours, compensation and claims, and overall emergency costs. The Finance Section includes the following positions:

- Finance Section Chief
- Time Keeping Unit Leader
- Claims and Compensation Unit Leader
- Purchasing/Procurement Unit Leader

## Mutual Aid

Incidents frequently require responses that exceed the resource capabilities of the affected response agency or jurisdiction; therefore mutual aid can be requested. California's emergency assistance is based on a statewide mutual aid system designed to ensure adequate support is provided to jurisdictions whenever their own resources are exhausted.

### Mutual Aid Authorities

The California Disaster and Civil Defense Master Mutual Aid Agreement creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the state. The agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. The system also allows for the progressive mobilization of resources to and from each emergency response level with the intent to provide requesting agencies with adequate resources.

Mutual aid may also be obtained from out-of-state through the interstate Emergency Management Assistance Compact (EMAC). States can share emergency response resources immediately during a disaster without having to use valuable time reaching aid agreements.

Mutual aid assistance may be provided under one or more of the following:

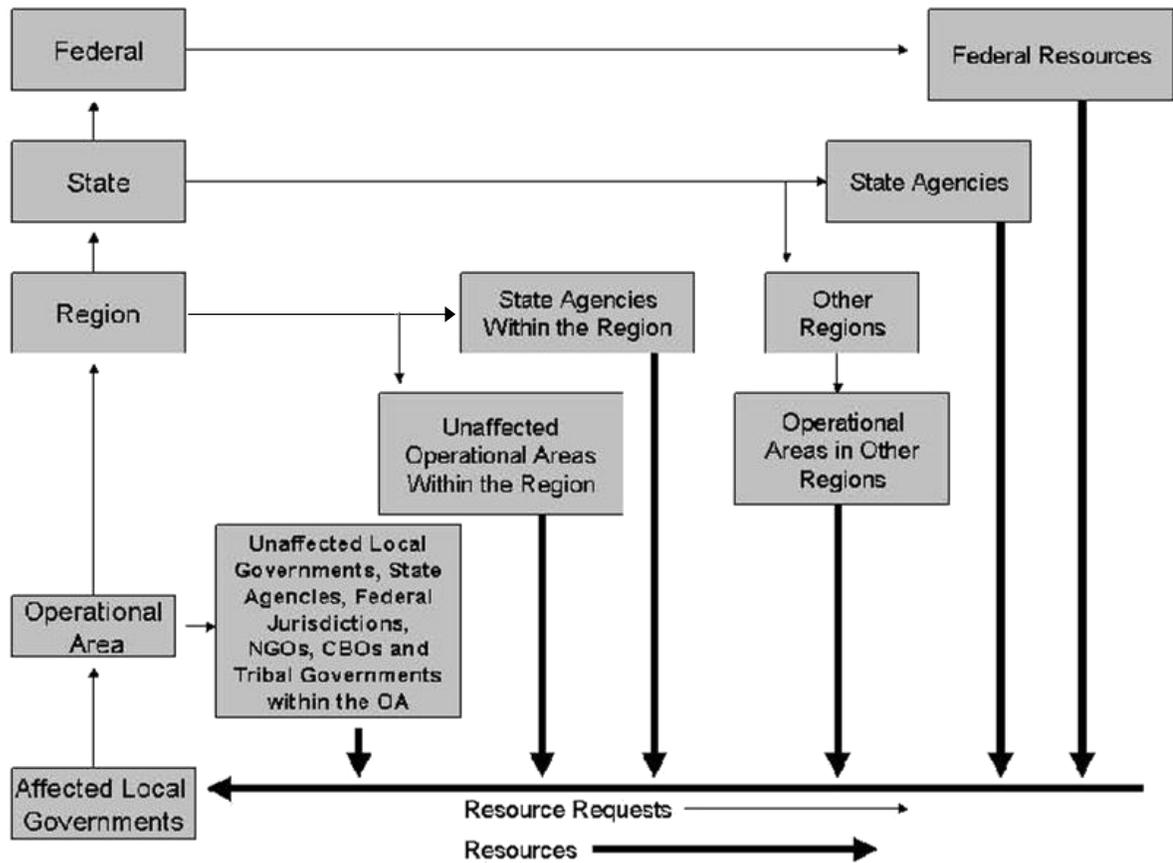
- California Disaster and Civil Defense Master Mutual Aid Agreement
- Emergency Management Assistance Compact (EMAC)
- Law Enforcement Mutual Aid System
- Search and Rescue Mutual Aid System
- Fire Mutual Aid System
- Urban Search & Rescue Mutual Aid System
- Public Works Mutual Aid Agreement
- Emergency Managers Mutual Aid (EMMA)
- Coroner/Medical Examiner Mutual Aid
- Disaster Medical Mutual Aid System
- Contra Costa County Operational Area Agreement
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-705)

### Mutual Aid Coordination

To facilitate the coordination and flow of mutual aid, the State is divided into six Mutual Aid Regions and three Administrative regions by Cal EMA. The City of San Pablo is located in Region II and Coastal Administrative Region which spans from Monterey to the Oregon border.

Mutual aid coordinators are assigned at the Operational Area, Regional and State levels to receive and coordinate mutual aid requests within their geographical area of responsibility. All unfilled requests will move up to the next higher level of government until the requests are filled. Some incidents do not require the activation of an Emergency Operations Center (EOC), therefore Mutual Aid Coordinators may function from either their normal departmental location or from an EOC.

Figure I: Flow of Requests and Resources



## Discipline-Specific

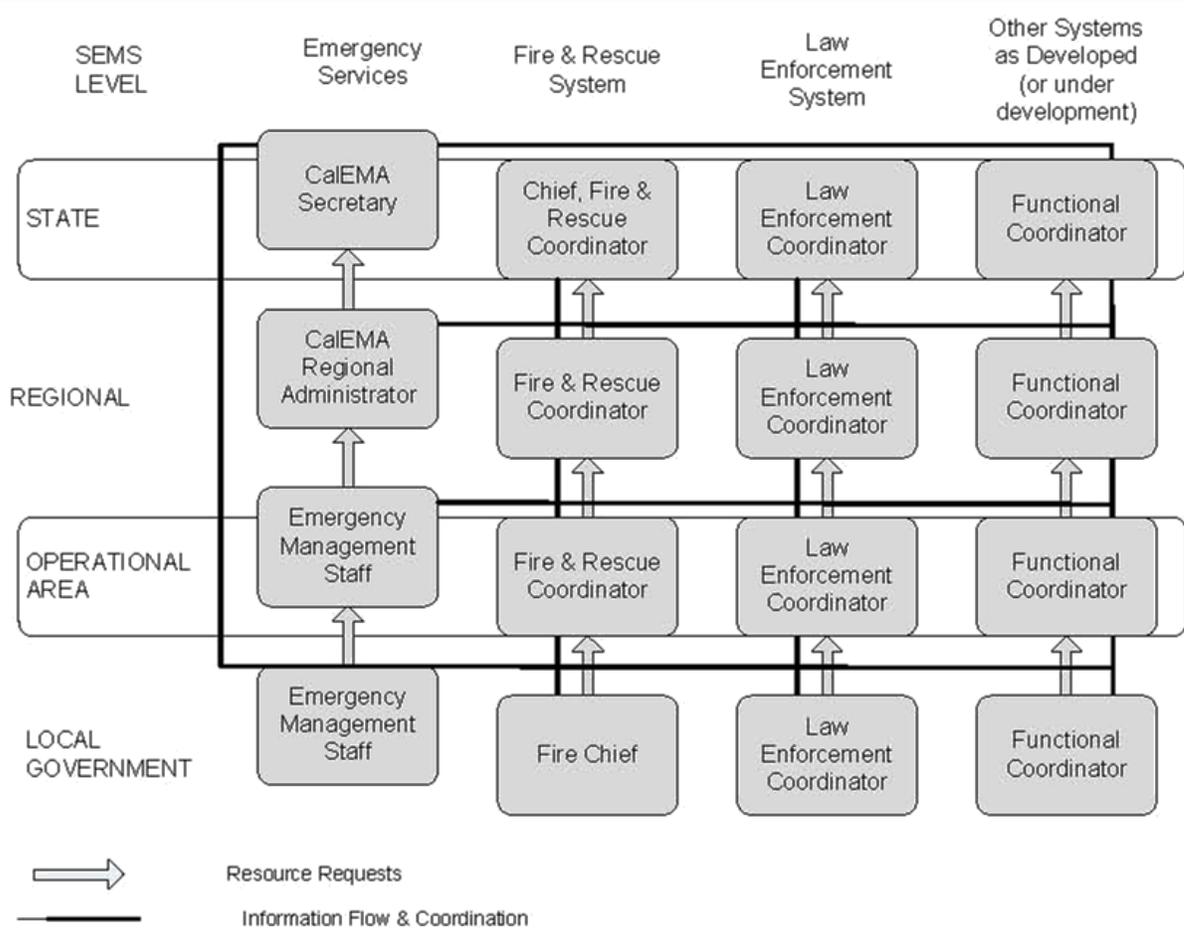
Mutual aid services are provided, but not limited, to the following disciplines:

- Fire
- Police
- Health and medical
- Coroner
- Search and rescue
- Emergency management
- Communications
- Transportation
- Utilities

Formal mutual aid requests follow a discipline-specific resource management process through pre-identified mutual aid coordinators. The City of San Pablo would submit requests to our Operational Area Mutual Aid Coordinator, who would coordinate the provision of resources and to pass on unfilled requests to the Region and so forth using the SEMS coordination levels.

Federal funds have been offered to organize, equip and train groups of first response personnel or volunteers to respond to a variety of situations that may occur in the Bay Area that can be called upon for use during a disaster that will be made available when a request is submitted to the Operational Area.

**Figure J: Discipline Specific Mutual Aid Systems**



## Coordination with Volunteers and Private Agencies

A significant component of our mutual aid system is volunteer and private agencies. These include agencies such as the American Red Cross and Salvation Army who mobilize to provide assistance with mass care and shelter. During large-scale incidents that require mass care and sheltering, Red Cross will typically provide a representative to the San Pablo Emergency Operations Center (EOC).

Volunteer agencies and private agencies may also participate in the mutual aid system. Some volunteer agencies such as the American Red Cross, Salvation Army and others are an essential element of emergency response to meet the needs of disaster victims. Volunteer agencies mobilize volunteers and other resources through their own systems. They also may identify resource needs that are not met within their own systems that would be requested through the mutual aid system.

Many private agencies, churches, non-profits and other organizations offer to provide their assistance during emergencies. If needed, San Pablo's EOC may request that the agency provide a liaison to the EOC to help facilitate and coordinate mutual aid.

## Facilities

Mutual aid resources may be received and processed at several types of facilities. They are:

- **Marshaling Areas** – An area used for the complete assemblage of personnel and other resources prior to their being sent directly to the disaster area. Marshaling areas may be established in other states for a catastrophic event in California.
- **Mobilization Center** – An off-site location where emergency services personnel and equipment are temporarily located pending assignment, release or reassignment.
- **Staging Areas** – A location established where resources can be placed while awaiting a tactical assignment within a three minute time frame.

## Resource Tracking

Tracking of mutual aid resources occur at several levels. They are:

- **Incident Level** – Resources are tracked at the incident through the Resources Status Unit. Leaders are assigned to track resources utilizing a check-in process and form ICS 203 (Organizational Assignment List) and form ICS 204 (Division/Group Assignment List).
- **EOC Level** – During EOC activations, San Pablo EOC will process and track mutual aid resource requests ordered through the Contra Costa Operational Area. Regional and State EOCs will process and track requests utilizing the Response Information Management System (RIMS) and will assign a mission tasking number (for State Agencies & Search & Rescue) or a resource request number (for all other requests).
- **Fire Mutual Aid** – Fire will track resources by using a resource ordering status system.

# Communications

To assure that necessary communications are not disrupted, the City of San Pablo has identified alternatives for emergency communications (identified below).

## Radio System

### *California Law Enforcement Radio System (CLERS)*

California Law Enforcement Radio System, commonly referred to as intercity radio, is a microwave interconnected radio repeater system with statewide coverage. The system is designed for use by law enforcement agencies for point-to-point communication and to provide a backup warning system to all counties in the state. Cal EMA provides and maintains the statewide repeater system and microwave network for law enforcement agencies.

### *Police Radio System*

The City of San Pablo is a member of a six agency consortium in West Contra Costa County, led by the City of Richmond, to provide radio communications for police and fire response agencies.

The City of Richmond has an 800 MHz trunked radio system. The system uses four radio repeater sites. The Richmond system is licensed for eight radio channels. One channel is reserved as a system control channel. The remaining seven channels are allocated for use over various talk groups. Transmissions on these talk groups are assigned for optimal usage for public safety and public works departments.

This system serves the communities of Richmond, El Cerrito, San Pablo, Kensington, Contra Costa College, Pinole and Hercules. Communications Dispatch Centers are located in Richmond and Pinole.

### *Amateur Radio*

Contra Costa County has an Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services (ARES/RACES) group, which operates on ham radio frequencies in support of governmental emergency communications. ARES/RACES can augment existing systems and establish communication links with otherwise inaccessible areas. The group is accessible through mutual aid through the Contra Costa County Sheriff's dispatch center to gain access to San Pablo EOC's five ham radios.

### *National Oceanic and Atmospheric Administration (NOAA) Weather Radio*

National Oceanic and Atmospheric Administration (NOAA) weather radios is an all hazards nationwide network of radio stations, working with the Federal Communication Commission's (FCC) Emergency Alert System, making it your single source for comprehensive weather and emergency information directly from the nearest National Weather Service office.

NOAA weather radios broadcasts official Weather Service warnings, watches, forecasts and other hazard information 24 hours a day, 7 days a week. NWR requires a special radio receiver or scanner capable of picking up the signal. Broadcasts are found in the VHF public service band at the following seven frequencies (MHz): 162.400, 162.425, 162.450, 162.475, 162.500, 162.525, and 162.550.

## California Law Enforcement Teletype System (CLETS)

California Law Enforcement Teletype System (CLETS) may be used to contact other public safety agencies in the County or State. Access is regulated by the Department of Justice for law enforcement personnel.

## Operational Area Satellite Information System (OASIS)

Operational Area Satellite Information System was established to allow a virtually uninterrupted communication between the state, region and Operational Area EOCs. The system consists of a communication satellite, multiple remote sites and a hub maintained by the Contra Costa County Office of Emergency Services.

## Satellite Phone

The City of San Pablo has one satellite phone with an out-of-the-area phone line established for use in the primary Emergency Operations Center location.

## EOC Runners

Should radio and telephonic communication be disrupted, runners will be utilized to relay critical information from location to location.

## Public Alert and Warning Systems

### City of San Pablo eNews System

The City of San Pablo has implemented an email newsletter system that can provide mass notification electronically to the public, if subscribed. The newsletter updates are sent out by the City Manager's Office as needed.

## Local Resources

The City of San Pablo may access several local resources to disseminate information to the public. This includes the City Manager's electronic newsletter, City reader board, website, community bulletin boards, the Comcast cable channel 26 and the local 211 service. All of these modes can be accessed to educate the community with emergency information and actions.

## Community Warning System (CWS)

The Community Warning System (CWS) is operated by the Contra Costa County Office of the Sheriff. The system is an integrated, multi-mode, all-hazard public warning system used to provide time-sensitive alerts and instructions to affected members of the public throughout Contra Costa County. The CWS will be used if an event is determined to be an ***imminent hazard to human life or health for which specific protective action is recommended***. Components of the CWS system include:

### ***Telephone Emergency Notifications System (TENS)***

The Telephone Emergency Notification System (TENS) is a computerized emergency telephone notifications system, using the 911 database, as a delivery method for the CWS. Warning messages can be sent out at the rate of 100+ calls per minute in a variety of languages and to TDD machines.

### ***Emergency Alert System (EAS)***

The Emergency Alert System (EAS) is a national public warning system made available for use by state and local authorities. The system requires television and radio media to provide the communication capability to deliver important emergency information to the public.

### ***Radio Station, KCBS 740 AM or 106.9 FM***

KCBS is Contra Costa County's designated emergency broadcast station for public service announcements, available for online streaming or via radio at 740 AM or 106.9 FM.

## **Emergency Digital Information Service (EDIS)**

The Emergency Digital Information Service (EDIS) delivers official information about emergencies and disasters to the public and the news media in California. EDIS is a service provided by the California's Emergency Management Agency and supplements existing emergency public information systems. Statewide EDIS notifications can be tracked at the following website: <http://render.alertingsolutions.com/edis/>

## **Joint Information Center**

To facilitate multi-agency public information communications and coordination, San Pablo's Public Information Officer may activate a Joint Information Center (JIC). A Joint Information Center is activated when multiple agencies need to collaborate to provide timely, useful, and accurate information to the public regarding a common event.

## Threat Assessment

The City of San Pablo has identified risks to various natural, technological, and man-made hazards. The following threat assessments describe the risk and the anticipated nature of the situation, should the event threaten or occur in our City.

1. Major earthquake
2. Hazardous materials
3. Fires
4. Civil Unrest
5. Flooding
6. Public Health Emergency
7. School Emergency
8. Terrorism

### Threat Assessment 1 - Major Earthquake

The question is not if or will the earthquake strike, but **when**. The US Geological Survey has estimated a 63% probability of a major earthquake of 6.7 magnitude or larger in the San Francisco Bay Area by the year 2036. The two faults that pose the highest threat to the Bay Area are the Hayward Fault at 31% and the northern San Andreas Fault at 21%. The City of San Pablo is located in the direct path of the Hayward Fault and near the northern portion of the San Andreas Fault.

The Hayward Fault unleashed a 6.8 magnitude earthquake in 1868 with major seismic activity occurring at an average of 140-year intervals. The Hayward Fault temblor was the largest earthquake in California history before the 1906 San Andreas earthquake in the Bay Area. The San Andreas earthquake was recorded at a 7.8 magnitude on the Richter scale and had devastating effects on the booming city of San Francisco.

### Expected Damage

The effects of a significant magnitude earthquake could be aggravated by collateral damage such as fires, flooding, hazardous material spills, utility disruptions, landslides, transportation emergencies and possible dam failure. Considerable damage to buildings and infrastructure could occur due to severe ground shaking. The community needs could exceed the response capability of the City of San Pablo's emergency management organization, requiring mutual aid from other areas. Response and disaster relief support could be required from the county, state and federal governments.

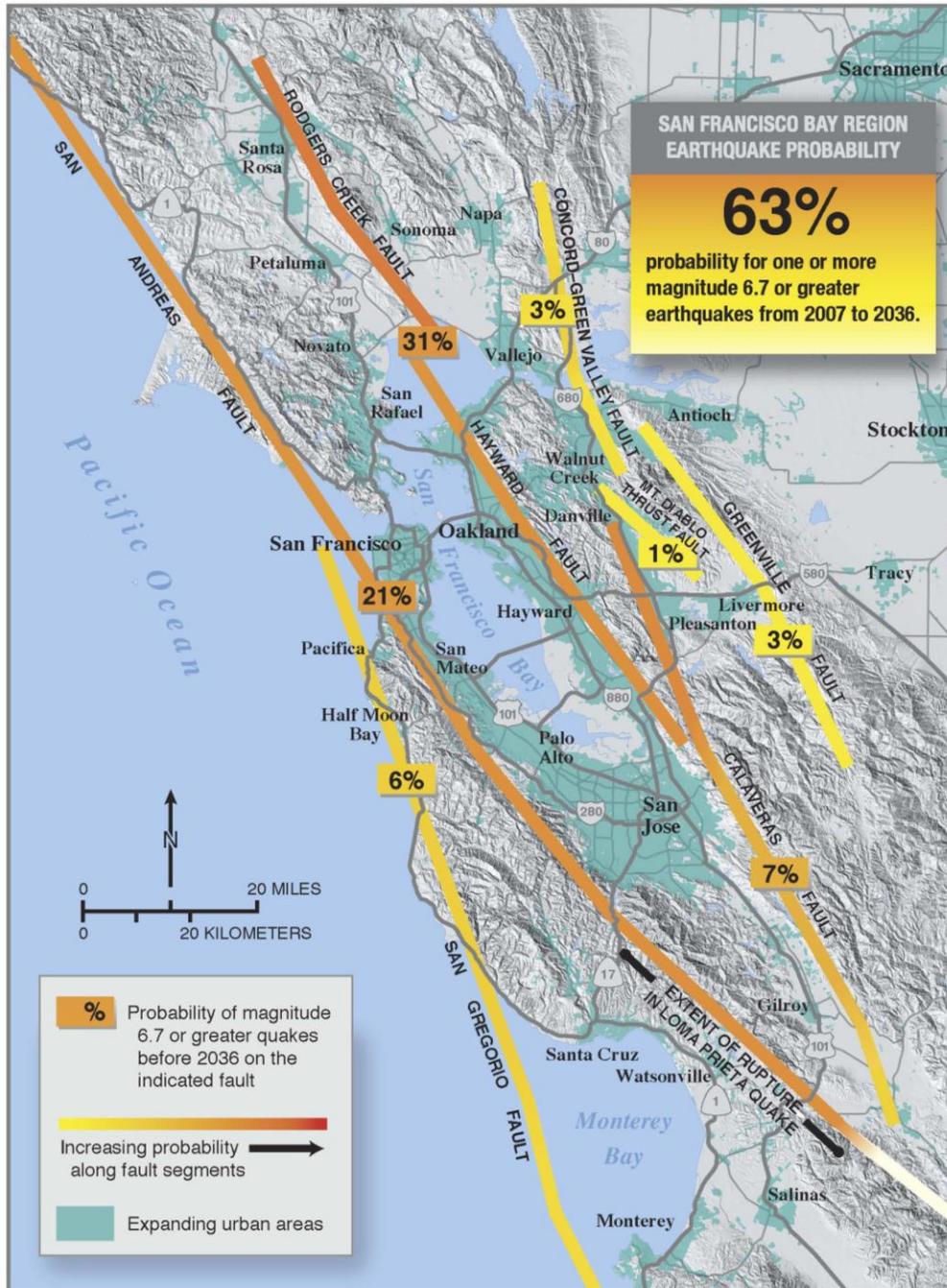
#### *Secondary hazards*

A primary concern following a 6.7 or greater earthquake is the eruption of secondary hazards that may elevate casualty levels and property destruction. In addition to the prominent aforementioned fault zones, there are four smaller faults within Contra Costa County that may generate enough movement after a Hayward or San Andreas earthquake to further complicate response.

1. ***Calaveras Fault*** is located at the south central area of Contra Costa County, running alongside Interstate 680.
2. ***Concord-Green Valley Fault*** runs northwest through the City of Concord, exiting into the Carquinez Straits along Interstate 680.

3. **Greenville Fault** enters Contra Costa County from the Livermore area, traveling northwest, east of the Town of Danville.
4. **Mt. Diablo Thrust Fault** is located beneath Mt. Diablo's southwest flank, situated south of the town of Clayton and northeast of Danville. The mountain grows from three to five millimeters each year.

Figure K: US Geological Survey's Earthquake Probability for the Bay Area



Earthquakes can act as triggers for a variety of additional hazards that have its own corresponding set of concerns:

**Figure L: Anticipated Secondary Hazard Chart**

Secondary Hazard	Effect	Anticipated Damage
Hazardous Materials	Pipeline breakage	Possible fire and/or explosion
		Underground environmental concerns - leak into waterways
	Refinery facility damage	Hazardous material release, fire and/or explosion
	Overturn rail cars	Passenger cars - loss of life or injury passenger
Freight - loss of products or potential hazardous materials spill		
Utility unavailability	Water	Use alternate fire fighting methods
		Reduced life support, treatment for the sick and injured
		Lack of hydration
	Electrical power	Broken or out of service transmission lines
		Damage to substations may cause outages
	Natural gas facilities	Breaks in mains and service connections
		Risk of fire at various rupture sites
	Sanitation/sewage	Overflow of untreated sewage in street gutters
		Excessive collection of explosive gas in sewer main
		House sewer connections may break and plug
Communications	Telephonic and cellular systems overloaded	911 system may be overloaded
		No or limited phone line availability
	Repeaters destroyed	Limited radio transmissions
Transportation	Bridge and/or overpass collapse	Difficult to transport rescue equipment to affected areas
	Pavement damage	Excessive traffic
	Debris in streets	Hinder response time for life safety
Dam Failure	Structure damage	Inundation
		Issue a warning to the public and initiate evacuations
		Downstream watercourse

### Critical Facility Damage

There is one hospital located within the City of San Pablo, Doctors Medical Center. Doctors Medical Center is a full service non-profit community hospital that serves all West Contra Costa residents. The hospital is located approximately a mile west of the bisection of the Hayward Fault and

Interstate 80 and just off San Pablo Avenue, the busiest street in the City. The older construction of the hospital can compromise the structural integrity of the facility immediately following a major earthquake. Structure damage and road blockages could present problems transporting patients to or from the hospital.

Local alternate medical facilities include the West County Health Center, Doctors Medical Center Outpatient Center/Alliance Medical Group in the San Pablo Towne Centre and Brookside Community Center.

## Expected Structure Damage

Depending on the location of the earthquake, we can predict what types of damage might occur to certain types of structures.

**Single-family homes** might suffer some structural damage and loss of contents. Wood frame homes could sustain light damage.

**Mobile homes** would be subject to shifting off their foundation supports. Attached awnings, porches and skirting could be subject to separation along with utilities possibly being sheared off.

**Multiple-Family dwellings** may suffer mild first floor damage and some utility damage.

**Tilt-Up structures** are usually large warehouses. Expect heavy damage. Their lightweight roof construction makes them subject to collapse.

## Community Needs

In the event of an earthquake, life safety is the top priority. Emergency response will also include providing shelter to displaced citizens and restoring basic needs and services.

Evacuation and/or sheltering in place may also be required depending on the situation. Evacuations are primarily coordinated by the police department. The American Red Cross will be notified if a shelter site is needed, to act as a lead for shelter operations. Shelter in place notifications will be made through various alert and warning systems, largely through Contra Costa County's Community Warning System.

## Threat Assessment 2 – Hazardous Materials

Hazardous materials are any substance or combination of substances that may pose a risk to human health and safety or the environment. Hazardous material incidents can happen anywhere, however there are certain areas that are at a higher risk.

Contra Costa County has over 1800 businesses that contribute to the County being a significant refiner of hydrocarbon based products. There are four refineries, one major chemical plant and several other chemical plants in Contra Costa County. The City of San Pablo is located in the industrial corridor of West Contra Costa County. Hazardous materials response is provided to the City of San Pablo by Contra Costa Health Services, Hazardous Materials Incident Response Team

with mutual aid from Richmond Fire Department and San Ramon Valley Fire Protection District. Response protocols are outlined in the Contra Costa County Hazardous Materials Area Plan.

A hazardous situation in the City of San Pablo would likely involve either transportation of hazards by underground pipelines, railroad, or truck; storage of hazardous materials at a local refinery or business; or illegal dumping of chemical waste. Unexpected releases can cause many injuries and deaths as well as large-scale evacuations or sheltering in place.

An extensive community warning system made up of public safety sirens, communication terminals and other tools allows for quick dissemination of information on hazardous materials incidents. The alert and notification features are linked by a radio frequency network, and are designed to function when telephone systems fail. The system is tested on the first Wednesday of each month.

There is also an annual Shelter in Place Drill coordinated by the Contra Costa CAER Group that is held in conjunction with the monthly siren testing to promote and reinforce shelter in place procedures.

### **Threat Assessment 3 – Wildfires**

The City of San Pablo contracts fire services with the Contra Costa County Fire Protection District. Contra Costa County Fire is a full service agency, providing fire and emergency medical services to nine cities and the unincorporated areas. They serve a population of 600,000 across a 304 square-mile area with 30 fire stations. Station 70 is the only fire station in the City of San Pablo, located at 13928 San Pablo Avenue.

Dry seasons and flammable brush contribute to the threat of wildfires. Drought throughout the State increases concern for fire agencies, particularly between the months of June and October. Dense tree and vegetative cover along freeways and from local regional parks are susceptible to igniting during dry summers. Based on weather conditions, fire may infiltrate into San Pablo's 4,500 residential units and 300+ businesses. These structures are typically constructed with wood frames and equate for most of the wildfire concern that can affect our city.

### **Threat Assessment 4 – Civil Unrest**

The spontaneous disruption of normal, orderly conduct and activities in urban areas, or outbreak of rioting or violence that is of a large nature, is referred to as civil unrest. Civil unrest can be spurred by specific events, such as a large sporting event, criminal trials, or can be the result of long-term disfavor with authority.

Civil unrest can grow to large proportions and overwhelm on-duty police and safety forces. Contra Costa County, with signed agreements from local Chiefs of Police, has formed a county-wide mutual aid mobile field force. Members of signatory police agencies have assigned personnel that are equipped and trained to handle situations of civil unrest and securing essential facilities and services when necessary.

The City of San Pablo does not have a prior history of major civil unrest but remains vulnerable to potential situations as long as the population outnumbers law enforcement personnel.

## Threat Assessment 5 – Flooding

San Pablo is 50 feet above sea level. Five of Contra Costa County’s 27 dams pose a potential threat to the City of San Pablo: Briones Reservoir, Lake Anza, North Reservoir, San Pablo Reservoir and Schapiro Reservoir. East Bay Municipal Utility District personnel closely monitor and visually inspect these locations on a regular basis but the possibility of a reservoir failure due to natural disaster such as a major seismic event does exist.

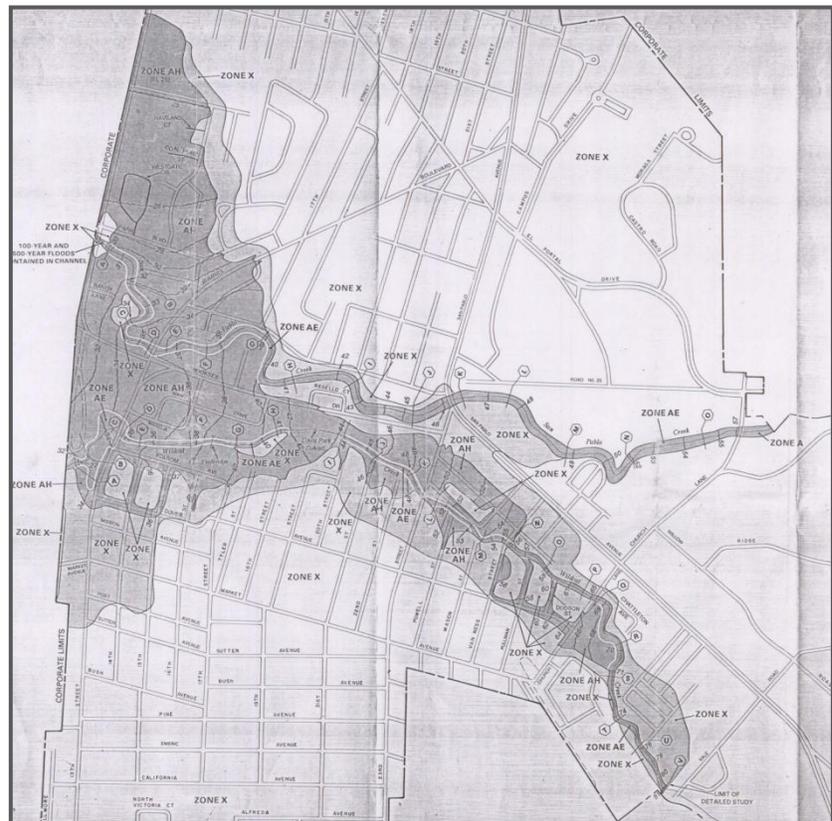
Seasonal rainstorms create periodic concerns with public drainage back-ups, creek runoffs and localized flooding. Currently, the City of San Pablo has three extensive flood prone areas. They are:

- **Rheem Creek** is a 3 mile (5km) long urban stream rising from Rolling Hills Cemetery through Rollingwood, the campus of Contra Costa Community College, behind Bayview Elementary School to Giant Highway.
- **Wildcat Creek** flows over 10 miles through Wildcat Canyon situated between Berkeley Hills and the San Pablo Ridge. The creek originates at Tilden Regional Park passing through Alvarado Park, City Hall and Davis Park.
- **San Pablo Creek** is a 41 square mile creek draining the canyon between the San Pablo Ridge and the Sobrante Ridge. The creek runs southeast to northwest from the City of Orinda to the San Pablo Bay. Much of its course is paralleled to Wildcat Creek.

**Figure M: 2004 FEMA Flood Insurance Map of San Pablo**

All three creeks empty into the San Pablo Bay. These areas are depicted in Zone AE and Zone AH on the FEMA Flood Insurance Map from 2004. Updated maps can also be obtained from FEMA’s Map Service Center online.

The City of San Pablo Public Works Department provides access to sand and bags at Davis Park for San Pablo residents when rainstorms are forecasted.



## Threat Assessment 6 – Public Health Emergency

Public health services are provided to the City of San Pablo by Contra Costa Health Services. Contra Costa Health Services is the lead agency in planning, educating, alerting and providing guidance for public health concerns in Contra Costa County. This includes communicable diseases, pandemic influenza and bioterrorism.

During a public health emergency, state, local, and private stocks of medical supplies could be depleted quickly. A public health emergency or a large-scale natural disaster could require rapid access to large quantities of pharmaceuticals and medical supplies through a strategic national stockpile (SNS). Contra Costa County's Operational Area SNS Management Plan is developed and maintained by Contra Costa Health Services.

Each local hospital has a plan in place to respond to a large-scale public health emergency and have utilized available grant funding to increase medical supplies. This, together with the National Stockpile capabilities will help in a large-scale public health emergency.

The City of San Pablo and Contra Costa County does not have a history of large-scale public health emergencies. The recent exception being the worldwide spread of the novel virus, H1N1 (commonly referred to as swine flu). As of July 15, 2009, a total of 317 H1N1 cases were identified and reported by the Contra Costa Public Health Laboratory to the California Department of Public Health. Though most of the H1N1 cases in Contra Costa and the state have been mild or moderate, all flu viruses can be deadly. Contra Costa Public Health continues to investigate selected reports of cases of flu-like symptoms and testing will be done on cases involving hospitalization or fatalities.

## Threat Assessment 7 – School Emergencies

The public school system in San Pablo is overseen by West Contra Costa Unified School District. There are five elementary schools, one middle school and one alternative high school in San Pablo with approximately 4,100 students as of June 2009 enrollment. St. Paul School is the only private elementary school serving children in kindergarten through 8<sup>th</sup> grade with an enrollment of approximately 550 students. The school year commences in late August and ends in early June with extended breaks in the winter and spring.

The Contra Costa Community College District is responsible for the management of three community college campuses, one of which is located in San Pablo. Contra Costa Community College sits on 77 acres, staffs its own police force and can have up to 4500 students and staff on campus during the Spring and Fall school semesters. Campus attendance varies during the week and limited classes on Saturdays. Many students and staff, particularly in the evening hours, are part-time and may be unfamiliar with the campus which can pose a dilemma during an emergency.

From September to June, there can be upwards of 8,000 students attending educational institutions in San Pablo between 8:00AM and 2:30PM from Monday to Friday. There are a multitude of potential emergency situations that can occur on school grounds, such as a bomb explosion, fire, active shooter, lockdown, etc. In addition to this manual, each school site has an Emergency Operations Plan outlining procedures for handling emergencies on campus. They also have their own notification system to alert the district, parents and first responders of urgent matters.

## Threat Assessment 8 – Terrorism

Terrorism, as defined by the Federal Bureau of Investigation (FBI) is "the unlawful use of force against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in the furtherance of political or social objectives". The act of terrorism could involve biological agents, nuclear technology, incendiary devices, chemicals, or explosives.

The Homeland Security Advisory System, established from Homeland Security Presidential Directive-3, developed five Threat Conditions, each identified by a description and corresponding color. From lowest to highest, the levels and colors are:

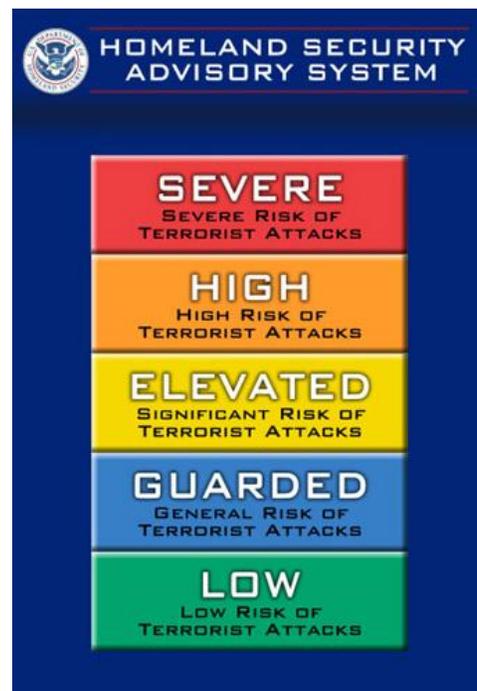
Low = Green;  
Guarded = Blue;  
Elevated = Yellow;  
High = Orange;  
Severe = Red.

The higher the Threat Condition, the greater the risks of a terrorist attack. Risk includes both the probability of an attack occurring and its potential gravity.

At each Threat Condition, Federal departments and agencies would implement a corresponding set of "Protective Measures" to further reduce vulnerability or increase response capability during a period of heightened alert.

At all Threat Conditions, we must remain vigilant, prepared, and ready to deter terrorist attacks. The City of San Pablo does not have a history of terrorist incidents or major terrorist targets; however, the City has noteworthy locations that remain high risk targets.

**Figure N: Homeland Security Advisory System Threat Conditions**



# Plan Maintenance & Training

## Emergency Operations Plan Maintenance

The City of San Pablo's Comprehensive Emergency Management Plan is designed for update and additions. The responsibility of maintaining the document is assigned to the City Manager.

The San Pablo Disaster Council will conduct a thorough review of the plan annually. Updates shall be distributed every year as needed or when there are significant changes. The Sections of the Plan addressing procedures can be easily updated with minor modifications when there are changes to the City organization, systems and/or new functional positions are added. It does not need to be updated every time procedures change.

Individuals with emergency assignments are to review their procedures and related information before and after activation, whether simulated in drills or as an actual response. Standard Operating Procedures and individual checklists are designed as guidelines to common knowledge, not to act as an all encompassing job assignments and should be revised as needed.

## Emergency Operation Plan Distribution List

The Emergency Operations Plan will be distributed as follows:

- City of San Pablo, City Council
- City of San Pablo, City Manager
- City of San Pablo, City Departments
- City of San Pablo, Emergency Operations Center (and alternate location)
- Contra Costa Fire Protection District, Station 70
- Doctors Medical Center
- San Pablo Library Reference Desk
- West Contra Costa Unified School District
- Contra Costa Community College
- Contra Costa County Office of the Sheriff, Office of Emergency Services
- City of Richmond, Office of Emergency Services
- American Red Cross Bay Area Chapter
- California Emergency Management Agency

## Department Operation Plans

The City departments are responsible for the development and maintenance of department operation plans that secure the continuity of government as it pertains to their department of responsibility. Emergency response will have priority over city operations. Personnel not designated to perform emergency support assignments will be made available to assist with ongoing departmental activity. To continue effective activities in those city departments that continue operation, all city departments will create and maintain Department Operations Plans.

## Training Program

This Plan is consistent with the Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) guidelines. The City's Disaster Preparedness Coordinator will review SEMS/NIMS requirements on an annual basis and provide the Assistant to the City Manager with competency requirements for persons within City Departments. These training programs can be offered within the City or County or can be taken online, if available.

## Exercises

This Plan is a management tool and will not guarantee the operational readiness of our personnel to respond to an emergency. Exercises provide an opportunity to become thoroughly familiar with the procedures, facilities and systems that will be used in emergency situations.

Exercises range from seminars/workshops to full scale demonstrations.

*Seminars/Workshops* are low-stress, informal discussions in a group setting with little or no simulation. It is used to provide information and introduce people to policies, plans and procedures.

*Drills/Tests* are conducted on a regular basis to maintain the readiness of operational procedures, personnel and equipment.

*Tabletop Exercises* provide a convenient and low-cost method designed to evaluate policy, plans and procedures and resolve coordination and responsibilities. Such exercises are a good way to see if policies and procedures exist to handle certain issues.

*Functional Exercises* are designed to test and evaluate the capability of an individual functions. These exercises simulate complex and realistic problems that require rapid and effective responses by trained personnel in a highly stressful environment, generally in an EOC environment.

*Full-Scale Exercises* simulate an actual emergency. They typically involve complete emergency management staff and are designed to evaluate the operational capability of the emergency management system. Full-scale exercises should include multi-agency, multi-jurisdictional and/or multi-organizational activities.

## Authorities

The following laws and regulations provide emergency authorities for conducting and/or supporting emergency operations:

### Federal

- Federal Civil Defense Act of 1950 (Public Law 920, as amended).
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended).
- Army Corps of Engineers Flood Fighting (Public Law 84-99).
- Homeland Presidential Security Directive (HSPD-5), 2004
- Homeland Security Act of 2002

### State

- California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).
- Standardized Emergency Management System (SEMS) Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations) and (California Government Code §8607 et. seq.).
- Hazardous Materials Area Plan Regulations (Chapter 4 of Division 2, Title 19, Article 3, §2720-2728 of the California Code of Regulations) and (California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5)
- California Department of Water Resources Flood Control (California Water Code §128).
- California Disaster and Civil Defense Master Mutual Aid Agreement.
- California Disaster Assistance Act
- 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 EMERGENCY.

### Local

- Contra Costa County Ordinance 97-41, Operational Area Disaster Council, as amended.
- Contra Costa County Resolution 95/309, Establishment of Contra Costa County Operational Area.
- Contra Costa County Code, Title 4 Health and Safety, Chapter 42-2 Disaster Council and Emergency Services.
- San Pablo Municipal Code, Title 2, Chapter 2.36.
- San Pablo Resolution 2007-022.

# Acronyms

In an effort to standardize terminology, commonly used acronyms are outlined below.

Term	Definition
AP	Action Plan or
AAR	After-Action Report
CBO	Community Based Organization
CEMP	Comprehensive Emergency Management Plan
COG	Continuity of Government
CWS	Community Warning System
DOC	Department Operations Center
DSW	Disaster Service Worker
EAS	Emergency Alert System
EDIS	Emergency Digital Information System
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESA	Emergency Services Act
FEMA	Federal Emergency Management Agency
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IDE	Initial Damage Estimate
JIC	Joint Information Center
JIS	Joint Information System
MACS	Multi-Agency Coordination System
MMAA	Master Mutual Aid Agreement
NGO	Non-Governmental Organization
NOAA	National Oceanic and Atmospheric Administration
NIMS	National Incident Management System
OA	Operational Area
OASIS	Operational Area Satellite Information System
OES	Office of Emergency Services
PA	Public Assistance
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PW	Public Works
REOC	Region Emergency Operations Center
RIMS	Response Information Management System

Term	Definition
SEMS	Standardized Emergency Management System
SNS	Strategic National Stockpile
SOP	Standard Operating Procedure
TENS	Telephone Emergency Notification System

## Glossary of Terms

**Action Plan (AP):** See **EOC Action Plan** and **Incident Action Plan**.

**Activation:** 1) Initial activation of an EOC may be accomplished by a designated official of the emergency response agency that implements SEMS as appropriate to accomplish the agency's role in response to the emergency. 2) An event in the sequence of events normally experienced during most emergencies.

**Affiliated Volunteer:** Individual that is pre-trained with a government or non-government organization and has been trained for a specific role or function in disaster relief, response or recovery during the preparedness phase. (In this plan, the term 'affiliated' will not be attributed to spontaneous unaffiliated volunteers who are processed and then assigned during an incident to a receiving organization.)

**After-Action Report (AAR):** A report that examines response actions, application of SEMS, modifications to plans and procedures, training needs and recovery activities. After action reports are required under SEMS after any emergency that requires a declaration of an emergency. Reports must be submitted within 90 days to Cal EMA.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In the Incident Command System (ICS), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private sector organizations may be included. Additionally, Non-Governmental Organizations (NGOs) may be included to provide support.

**All-Hazards:** Any incident, natural or manmade, that warrants action to protect life, property, environment, public health or safety and minimize disruptions of government, social, or economic activities.

**Association of Bay Area Government:** An association made up of representatives from 9 Bay Area counties with entities from government, utilities, transportation, sanitation, air quality and non-profits. ABAG's mission is to enhance the quality of life in the San Francisco Bay Area by leading the region in advocacy, collaboration, and excellence in planning, research, and member services.

**Base:** The location at which primary Logistics functions for an incident are coordinated and administered. There is only one base per incident. (Incident name or other designator will be added to the term base.) The Incident Command Post may be co-located with the Base.

**California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA):** An agreement entered into by and between the State of California, its various departments and agencies and the various political subdivisions, municipal corporations and public agencies of the State of California to assist each other by providing resources during an emergency. Mutual Aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other in response to any type of disaster or emergency.

**California Emergency Services Act (ESA):** An Act within the California Government Code to insure that preparations within the state will be adequate to deal with natural, manmade, or war caused emergencies which result in conditions of disaster or in extreme peril to life, property and the natural resources of the state and generally to protect the health and safety and preserve the lives and property of the people of the state.

**Camps:** Incident locations where resources may be kept to support incident operations. Camps differ from staging areas in that essential support operations are done at camps, and resources at camps are not always immediately available.

**Catastrophe:** Any natural or manmade incident, including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

**City Council:** the elected governing body responsible for passing laws and making policy that sets the direction of the City government.

**Command:** Command is responsible for the directing, ordering, and/or controlling of resources at the field response level.

**Command Post:** See **Incident Command Post**.

**Command Staff:** The Command Staff at the SEMS Field Level consists of the Information Officer, Safety Officer and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. These officers are also found at the EOC levels in SEMS and they report directly to the EOC Director and comprise the Management Staff. They may have an assistant or assistants, as needed.

**Common Terminology:** Normally used words and phrases-avoids the use of different words/phrases for same concepts, consistency, to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications:** Process of transmission of information through verbal, written, or symbolic means.

**Community-Based Organization (CBO):** An entity with an association that is based on the interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with the government. Such organizations serve a public purpose, not a private benefit. Examples of NGO include faith-based charity organizations and the American Red Cross.

**Continuity of Government (COG):** Activities that address the continuance of constitutional governance. COG planning aims to preserve and/or reconstitute the institution of government and ensure that a department or agency's constitutional, legislative, and/or administrative responsibilities are maintained. This is accomplished through succession of leadership, the pre-delegation of emergency authority and active command and control during response and recovery operations.

**Coordination:** The process of systematically analyzing a situation, developing relevant information and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra- or inter-agency) does not involve dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within the limits established by specific agency delegations, procedures, legal authority, etc. Multiagency or Interagency coordination is found at all SEMS levels.

**Corrective Actions:** Implementing procedures that are based on lessons learned from actual incidents or from training and exercises.

**Cost Unit:** Functional unit within the Finance/Administration Section responsible for tracking costs, analyzing cost data, making cost estimates and recommending cost-saving measures.

**Critical Infrastructure:** Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

**Demobilization:** The orderly, safe and efficient return of an incident resource to its original location and status.

**Department Operations Center (DOC):** An Emergency Operations Center (EOC), specific to a single department or agency. Their focus is on internal agency incident management and response. They are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

**Disaster:** A sudden calamitous emergency event bringing great damage loss or destruction.

**Division:** The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Section Chief. A Division is located within the ICS organization between the Branch and resources in the Operations Section.

**Documentation Unit:** Functional unit within the Planning/Intelligence Section responsible for collecting, distributing, recording and safeguarding all documents relevant to an incident or within an EOC.

**Emergency:** Any incident(s), whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Management Assistance Compact (EMAC):** A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can

request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOC may be organized by major functional disciplines (e.g., fire, law enforcement and medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or some combination thereof.

**Emergency Operations Plan (EOP):** The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

**Emergency Response Agency:** Any organization responding to an emergency, or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center.

**Emergency Response Personnel:** Personnel affiliated with or sponsored by emergency response agencies.

**EOC Action Plan:** The plan developed at SEMS EOC levels, which contains objectives, actions to be taken, assignments and supporting information for the next operational period.

**Essential Facilities:** Police, fire, emergency operations centers, schools, medical facilities and other resources that have a role in an effective and coordinated emergency response.

**Evacuation:** Organized, phased and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

**Federal:** Of or pertaining to the federal government of the United States of America.

**Finance & Administration Section:** The section responsible for all administrative and financial considerations surrounding an incident or EOC activation.

**Function:** Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics and Finance/Administration. The same five functions are also found at all SEMS EOC Levels. At the EOC, the term Management replaces Command. The term function is also used when describing the activity involved, (e.g. the planning function). A sixth function, Intelligence/Investigations, may be established, if required, to meet emergency management needs.

**Group:** Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. See **Division**.

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods. At the SEMS EOC level it is called the EOC Action Plan.

**Incident Command:** Responsible for overall management of the incident and consists of the Incident Commander, either single or unified command and any assigned supporting staff.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Facilities:** Incoming resources may be sent to staging areas, other incident facilities or directly to an incident depending on the circumstances. Staging areas are temporary locations at an incident where personnel and equipment are kept while awaiting tactical assignments.

**Information:** Pieces of raw, unanalyzed data that identifies persons, evidence, events; or illustrates processes that specify the occurrence of an event. May be objective or subjective and is intended for both internal analysis and external (news media) application. Information is the “currency” that produces intelligence.

**Initial Damage Estimate:** The request should include a copy of the proclamation document and an Initial Damage Estimate (IDE) that estimates the severity and extent of the damage caused by the emergency. An IDE may not be required for sudden emergencies with widespread impacts, emergencies of significant magnitude, or during fast moving emergencies where immediate response assistance is necessary.

**Intelligence:** Product of an analytical process that evaluates information collected from diverse sources, integrates the relevant information into a cohesive package and produces a conclusion or estimate. Information must be real, accurate and verified before it becomes intelligence for planning purposes. Intelligence relates to the specific details involving the activities of an incident or EOC and current and expected conditions and how they affect the actions taken to achieve

operational period objectives. Intelligence is an aspect of information. Intelligence is primarily intended for internal use and not for public dissemination.

**Intelligence/Investigations:** Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension and prosecution of criminal activities (or the individual(s) involved) including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

**Interoperability:** Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real-time, when needed and when authorized.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., federal, state, tribal and local boundary lines) or functional (e.g., law enforcement, public health).

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Liaison Officer:** A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for coordinating with representatives from cooperating and assisting agencies or organizations. At SEMS EOC Levels, reports directly to the EOC Director and coordinates the initial entry of Agency Representatives into the Operations Center and also provides guidance and support for them as required.

**Local Government:** According to federal code 30 a county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity.

**Logistics:** Providing resources and other services to support incident management.

**Logistics Section:** The section responsible for providing facilities, services and material support for an incident or EOC activation.

**Management:** Management is responsible for overall emergency policy and coordination at the SEMS EOC levels.

**Management Staff:** See **Command Staff**.

**Marshalling Area:** Defined in the Federal Response Plan as an area used for the complete assemblage of personnel and other resources prior to their being sent directly to the disaster area. Marshalling areas may be established in other states for a catastrophic California earthquake.

**Incident:** An occurrence or event, natural or man-made, that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wild-land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies and other occurrences requiring an emergency response.

**Mitigation:** Provides a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

**Mobilization:** The process and procedures used by all organizations—federal, state, tribal and local—for activating, assembling and transporting all resources that have been requested to respond to or support an incident.

**Mobilization Center:** An off-emergency location where emergency services personnel and equipment may be temporarily located, pending assignment to emergencies, release, or reassignment.

**Multiagency Coordination System(s) (MACS):** Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures and communications. Two of the most commonly used elements are EOC and MAC Groups. These systems assist agencies and organizations responding to an incident.

**Mutual Aid Agreements:** Written or oral agreements between and among agencies/organizations and/or jurisdictions that provide a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

**Mutual Aid Coordinator:** An individual at local government, Operational Area, Region or State Level that is responsible to coordinate the process of requesting, obtaining, processing and using mutual aid resources. Mutual Aid Coordinator duties will vary depending upon the mutual aid system.

**Mutual Aid Region:** A mutual aid region is a subdivision of Cal EMA established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more Operational Areas.

**National:** Of a nationwide character, including the federal, state, tribal and local aspects of governance and policy.

**National Incident Management System (NIMS):** Provides a systematic, proactive approach guiding government agencies at all levels, the private sector and non-governmental organizations to work seamlessly to prevent, protect against, respond to, recover from and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**Objectives:** An objective is an aim or end-of-an-action to be performed. Each objective may have one or more strategies and performance actions needed to achieve the objective.

**Officer: 1)** The ICS title for the personnel responsible for the Command Staff (Management Staff at EOC) positions of Safety, Liaison and Public Information. **2)** One who holds an office or post; especially one elected or appointed to a position of authority or trust in a corporation, government, institution, etc.

**Operational Area (OA):** An intermediate level of the state emergency organization, consisting of a county and all other political subdivisions within the geographical boundaries of the county.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12-24 hours.

**Operations Section:** The section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, it normally includes subordinate branches, divisions, and/or groups. At the SEMS EOC levels the section is responsible for the coordination of operational activities. The Operations Section at an EOC contains branches, groups or units necessary to maintain appropriate span of control.

**Organization:** Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, private sector, and/or non-governmental organizations.

**Planning Section:** The section responsible for the collection, evaluation and dissemination of operational information related to the incident or EOC activities and for the preparation and documentation of the IAP or EOC action plan respectively. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident or EOC activation.

**Political Subdivisions:** Includes any city, city and county, county, tax or assessment district, or other legally authorized local governmental entity with jurisdictional boundaries.

**Preparedness:** A continuous cycle of planning, organizing, training, equipping, exercising, evaluating and taking corrective action in an effort to ensure effective coordination during incident response. Within NIMS, preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification and equipment certification.

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other

information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector:** Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry.

**Protocols:** Sets of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

**Public Information:** Processes, procedures and systems for communicating timely, accurate and accessible information on the incident's cause, size and current situation; resources committed; and other matters of general interest to the public, responders and additional stakeholders (both directly affected and indirectly affected).

**Public Information Officer (PIO):** A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

**Recovery:** The development, coordination and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, non-governmental and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan:** A plan developed to restore the affected area or community.

**Region Emergency Operations Center (REOC):** Facilities found at Cal EMA Administrative Regions. REOC provide centralized coordination of resources among Operational Areas within their respective regions and between the Operational Areas and the State Level.

**Reimbursement:** Provides a mechanism to recoup funds expended for incident-specific activities.

**Resource Management:** Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid agreements and assistance agreements; the use of special federal, state, tribal and local teams; and resource mobilization protocols.

**Resources:** Personnel and major items of equipment, supplies and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and meet basic human needs. Response also includes the execution of EOP and of mitigation activities designed to limit the loss of life, personal injury, property damage and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity and apprehending actual perpetrators and bringing them to justice.

**Response Personnel:** Includes federal, state, territorial, tribal, sub-state regional and local governments, private sector organizations, critical infrastructure owners and operators, NGO and all other organizations and individuals who assume an emergency management role. Also known as an Emergency Responder.

**Safety Officer:** A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for monitoring incident operations and advising the IC on all matters relating to operational safety, including the health and safety of emergency responder personnel. The Safety Officer may have assistants.

**Section:** 1) The organizational level having responsibility for a major functional area of incident or EOC Management, (e.g. Operations, Planning, Logistics, Finance/Administration) and Intelligence/Investigations (if established). The section is organizationally situated between the branch and the Incident Command. 2) A separate part or division as: **a.** A portion of a book, treatise, or writing. **b.** A subdivision of a chapter. **c.** A division of law.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.)

**Special District:** A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate and maintain systems, programs, services, or projects.

**Spontaneous Unaffiliated Volunteers (SUV):** Individuals not initially affiliated with a response or relief agency or pre-registered with an accredited disaster council and willingly provides his/her services without receiving financial compensation; may also be referred to as unaffiliated or convergent volunteer.

**Stafford Act:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act establishes the programs and processes for the federal government to provide disaster and emergency assistance to states, local governments, tribal nations, individuals and qualified private nonprofit organizations. The provisions of the Stafford Act cover all-hazards including natural disasters and terrorist events. Relevant provisions of the Stafford Act include a process for Governors to request federal disaster and emergency assistance from the President. The President may declare a major disaster or emergency.

**Staging Area:** Established on an incident for the temporary location of available resources. A Staging Area can be any location on an incident in which personnel, supplies and equipment can be temporarily housed or parked while awaiting operational assignment.

**Standard Operating Procedure (SOP):** Complete reference document or an operations manual that provides the purpose, authorities, duration and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

**Standardized Emergency Management System (SEMS):** A system required by California Government Code and established by regulations for managing response to multiagency and multijurisdictional emergencies in California. SEMS consists of five organizational levels, which are activated as necessary: Field response, Local Government, Operational Area, Region and State.

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).

**State Operations Center (SOC):** The SOC is operated by the California Emergency Management Agency at the State Level in SEMS. It is responsible for centralized coordination of state resources in support of the three Cal EMA Administrative Regional Emergency Operations Centers (REOCs). It is also responsible for providing updated situation reports to the Governor and legislature.

**Strategic National Stockpile (SNS):** The national repository of medicines, medical equipment and supplies used to replenish local supply in a public health emergency.

**Strategy:** The general plan or direction selected to accomplish incident objectives.

**System:** An integrated combination of people, equipment and processes that work in a coordinated manner to achieve a specific desired output under specific conditions.

**Technical Specialists:** Personnel with special skills that can be used anywhere within the SEMS organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs and they are typically certified in their fields or professions.

**Terrorism:** Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping.

**Threat:** An indication of possible violence, harm, or danger.

**Tools:** Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities and legislative authorities.

**Unified Command:** An ICS application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

**Unit:** The organizational element with functional responsibility for a specific incident planning, logistics, or finance and administration activity.

**Vital Records:** The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions, or to protect the legal and financial rights of the Government and those affected by Government activities.

**Volunteer:** For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed.