

City of Santa Rosa
Emergency Operations Plan
- Part I (Base Plan)

JUNE 2017



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1.0 EXECUTIVE SUMMARY

This Emergency Operations Plan (EOP) outlines how the City of Santa Rosa—its government, stakeholder agencies, community-based organizations (CBO), business community and residents—coordinate their response to major emergencies and disasters. This plan is regularly updated by staff and approved by the City Council.

The EOP identifies operational strategies and plans for managing inherently complex and potentially catastrophic events. City assets, resources, and departments are potentially vulnerable and may become overwhelmed. With this in mind, the EOP is designed to promote flexibility whenever possible and is not intended to limit the use of good judgment and common sense.

The City of Santa Rosa has officially adopted and integrated the following emergency management, response, and coordination systems:

- Incident Command System (ICS)
- Standardized Emergency Management System (SEMS)
- National Incident Management System (NIMS)

This EOP addresses the four phases of emergency management:

- Preparedness
- Response
- Recovery
- Mitigation

The City has adopted a “Whole Community” approach in which the inclusion and integration of community partners, neighbors, and other stakeholders are actively promoted in all phases of emergency management. Through these collaborative efforts, the City will be better prepared to meet the needs of its residents and daytime populace alike, especially those with disabilities and others with access and functional needs.

The City’s Emergency Operations Center (EOC) provides a centralized location where emergency management coordination and decision making can be supported during a critical incident, major emergency, or disaster. When activated, the EOC provides support for a number of critical tasks related to communications, coordination, resource management, and executive leadership.

If the City of Santa Rosa determines the effects of an emergency are, or may become, beyond the capability of local resources, a local emergency can be proclaimed. A local proclamation of emergency allows the City Manager and the Director of Emergency Services to take measures necessary to protect and preserve public health and safety, and supports requests for state and federal assistance. A proclamation also provides City staff with additional powers and authorities to increase the speed and effectiveness of City response activities.

Continuity of Operations/Government (COOP/COG) is an essential function of emergency management and is vital during an emergency/disaster situation. Lines of succession are provided for key City staff positions—full details can be found in the “City of Santa Rosa’s Continuity of Operations Plan.”

Attachments to this EOP include a summary of authorities and references, a sample proclamation of local emergency, a summary of the hazards facing the City, selected acronyms, and a glossary.

2.0 CITY DEPARTMENT RESPONSIBILITIES

Table 1 (below) details City department responsibilities for EOC functions. **Additional detail is provided in Section 12 (Roles and Responsibilities).**

Table 1: City Department Emergency Response Function Responsibilities

Function	City Attorney	City Manager	Community Engagement	Finance	Fire	Housing & Community Services	Human Resources	Information Technology	Planning & Economic Development	Police	Recreation & Parks	Transportation & Public Works	Water	City Council & Mayor
Alert & Warning		S			S					P				
Communications					S			P		S				
Situation Analysis		S	S	S	P	S		S	P	P	S	S	S	S
Management	S	P			S					S				
Public Information		P	S		S					S				S
Legal Considerations	P	S												
Fire Suppression					P									
Search & Rescue					P					S			S	
Emergency Medical					P									
Law Enforcement										P				
Movement & Evacuation					S					P		S		
Access Control										P		S		
Care & Shelter						S	S		S		P	S		
Construction & Engineering						S			P		S	P	S	
Supply & Procurement	S	S		P										
Personnel				S			P							
Transportation												P		
Utilities												S	P	
Finance & Administration		S		P										
Damage Assessment					S	S			P		S	S	S	
Debris Clearance		S									S	P	S	
Recovery Planning		P	S	S	S	P	S	S	P	S	S	S	S	S

P = Primary
S = Secondary

3.0 PREFACE

This EOP outlines how the City of Santa Rosa—its government, stakeholder agencies, CBOs, business community and residents—coordinate their response to major emergencies and disasters. This plan also demonstrates how the City complies with and implements the requirement of the California Emergency Services Act, NIMS and the Americans with Disabilities Act (ADA) in order to protect the lives, property, and environment of the residents of Santa Rosa.

The EOP is organized and defined as follows:

- Part I: Basic Plan (also referred to as EOP in this document) presents the planning assumptions, policies, and concept of operations that guide the responsibilities for emergency preparedness, response, recovery and mitigation for the City of Santa Rosa.

There are a number of City plans, procedures and other documents that support or relate to this Basic Plan. These plans provide additional detail and guidance for specific hazards, functions or operations. These include key Hazard Annexes or Functional Annexes:

- Part II: Hazard Annexes
 - Earthquake
 - Storm/Flood
 - Wildfire
 - Terrorism/Active Shooter
- Part III: Functional Annexes
 - Mass Care and Shelter
- Supporting Plans
 - Continuity of Operations Plan (COOP)
 - Emergency Operations Center Manual (includes EOC Position Checklists)
 - Local Hazard Mitigation Plan (LHMP)
 - Recovery Plan
 - Emergency Public Information Plan
 - Department Emergency Plans and other related procedures

**THIS PLAN IS INTENDED TO BE READ AND UNDERSTOOD BY CITY OF SANTA ROSA STAFF
PRIOR TO A MAJOR EMERGENCY OR DISASTER**

4.0 DOCUMENT MANAGEMENT AND DISTRIBUTION

The City Manager, through the efforts of the City's Emergency Preparedness Coordinator (EPC), is responsible for the review, revision, management, and distribution of the EOP. The EOP will be reviewed on a biennial basis but may be modified at any time as a result of a post-incident or post-exercise evaluation, and changes in responsibilities, procedures, laws, or regulations.

This EOP Part I: Basic Plan is subject to periodic formal review and approval by the City Council, whereas Parts II and III (Hazard Annexes and Functional Annexes) are revised as needed and are not subject to formal review. The annexes are considered an extension of this EOP. The EOP will be distributed to City staff, key stakeholder organizations, and will be posted on the City's website for public reference.

5.0 CITY COUNCIL ADOPTION BY RESOLUTION

This shall be the official "Emergency Operations Plan for the City of Santa Rosa" and shall supersede previous plans. Nothing in this plan shall be construed in a manner that limits the use of good judgment and common sense in matters not foreseen or covered by the elements of the plan or any appendices hereto.

6.0 INTRODUCTION

The EOP for the City of Santa Rosa outlines authorities, organizational structures, and procedures used to coordinate activities related to local emergencies or disasters.

The City and surrounding region are susceptible to a number of hazards such as natural disasters and human-caused events, as well as technological failures and pandemics.¹ Accordingly, the EOP uses an "all-hazards" approach to ensure the City is able to prepare for, respond to, recover from, and mitigate (to the extent possible) all potential hazards and critical incidents.

The City of Santa Rosa is committed to the preservation of life, property and the environment.

6.1 PURPOSE

The primary purpose of the EOP is to:

- 1) Provide the framework, concepts and policies that will ensure the effective management and coordination of the City's response to major emergencies and disasters.
- 2) Identify roles and responsibilities for City departments as they pertain to preparedness, response, recovery, and mitigation activities.
- 3) Codify the City's understanding and adoption of state and federal policies and guidance² through which operational coordination, mutual aid, and other requests for support will be integrated.
- 4) Serve as a foundational document for supporting City plans, as well as support emergency plans of other governments, CBOs, and others (e.g., private businesses, etc.).
- 5) Comply with state and federal laws and regulations such as the California Emergency Services Act³.

¹ The primary document that provides an assessment of local risk are the LHMP.

² For example: This EOP is based on the functional elements of SEMS. SEMS is established by State Law (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations).

³ California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).

6.2 SCOPE

The EOP serves as the foundational document for the City's emergency management activities. While all City resources may be called upon as needed, specific departmental responsibilities are outlined in the EOP Basic Plan and associated annexes. To ensure the City is adequately prepared, all City departments are required to actively participate in preparedness and planning activities to include the development and review of departmental plans, policies, procedures, resource information and contact information as necessary to fulfill their assigned roles and obligations.

The EOP embraces the Federal Emergency Management Agency's (FEMA) "Whole Community" approach to emergency management and, in addition to City resources, recognizes the roles of special districts, NGOs, CBOs, faith-based organizations (FBO), private-sector businesses, educational organizations, and other stakeholders. Additionally, the EOP is intended to reflect the wide variety of support that may be required by residents, visitors, and businesses, including people with disabilities and others with access or functional needs. Consideration for people with disabilities, access or functional needs will be given in all aspects of City emergency planning.

6.3 LIMITATIONS

While many of the elements outlined in the EOP are designed for flexibility and can be used as needed to address a number of emergency and non-emergency events, some activities require special activation or a formal disaster proclamation by the City Council. Similarly, the EOP is not meant to outline procedures for routine incidents or minor emergencies which are adequately addressed through existing processes.

The EOP identifies operational strategies and plans for managing inherently complex and potentially catastrophic events. City assets, resources, and departments are potentially vulnerable and may become overwhelmed. Deviations from the organizational and response structures outlined in the EOP may be required, based upon evolving needs and available resources. With this in mind, the EOP is designed to promote flexibility whenever possible and is not intended to limit the use of good judgment and common sense in matters not foreseen or adequately addressed by elements of the EOP and its associated annexes, appendices, or plans.

6.4 SITUATION

Emergency management is based on an understanding of community risk. The City has undergone multiple hazard analysis processes per FEMA's "Comprehensive Preparedness Guide 201 (CPG 201)." This current best practice places risk into three categories: natural, technological (accidental), and human-caused (deliberate).

A summary of major hazards and threats can be found in Attachment 3 (Hazard Analysis) of this EOP. Detailed information regarding Santa Rosa's geography, demographics, and potential hazards are contained in the City's LHMP.

6.5 PLANNING ASSUMPTIONS

The following assumptions were used during the development of the EOP and are recommended for the readers' own plans:

- The City of Santa Rosa is susceptible to hazards and risks that may result in critical incidents.
- Critical incidents include natural, technological, or human-caused emergencies and disasters.
- Emergencies may occur at any time with little or no warning and may exceed capabilities of local, state, federal, and tribal governments, and the private sector in the affected areas.
- All City departments will participate in planning and preparedness activities as required.
- City personnel will be adequately trained to perform the roles in which they are assigned.
- The City's EOC will be partially or fully activated to support operations during critical incidents.
- City personnel may be unable or unavailable to report to work or as assigned.

- Non-essential City operations may be reduced or cancelled in order to prioritize resources.
- The City will commit its resources to a reasonable degree before requesting mutual aid assistance.
- Emergencies may result in casualties, fatalities and displace people from their homes.
- Communications equipment and infrastructure may be damaged or disrupted.
- Transportation infrastructure may be disrupted and access to critical facilities may be blocked.
- Critical infrastructure and utilities (natural gas, water, and electricity) may be severely impacted.
- Residents, businesses, and other entities may need to be self-sufficient for one week or more.
- Additional planning, resources, and support will be needed to support people with disabilities and others with access and functional needs.

7.0 CONCEPT OF OPERATIONS

In accordance with state and federal laws, the City of Santa Rosa has officially adopted and integrated the following emergency management, response, and coordination systems:

- Incident Command System (ICS)⁴
- Standardized Emergency Management System (SEMS)⁵
- National Incident Management System (NIMS)⁶

Together, these operational systems outline how critical incidents, emergencies, and disasters will be coordinated in the field, at the local level, and up through the county, region, state, and federal levels.

7.1 FIELD-LEVEL COORDINATION: ICS

As mandated by both SEMS and NIMS, the City utilizes ICS to manage response activities in the field and in the EOC. ICS provides for common terminology, processes, and position titles, while allowing the delegation of functions (or tasks) to subordinate positions in order to promote proper span of control and unity of command. ICS is applicable to any size incident and is designed to be expandable as the needs of an incident expand or contract.

7.2 LOCAL, REGIONAL AND STATE-LEVEL COORDINATION: SEMS

As the cornerstone of California's emergency response system, SEMS integrates the concepts and principles of both NIMS and ICS. Jurisdictions within the State are required to adopt its use. SEMS unifies all elements of California's emergency management community into a single integrated structure. SEMS ensures that local communities retain the authority and responsibility for managing and coordinating responses within their jurisdictions, while promoting situational awareness and facilitating the prioritization of resource requests.

⁴ More information can be found at <http://training.fema.gov/emiweb/is/icsresource>

⁵ State authority is to be found, in part, in California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code). California State and local jurisdictions use SEMS as outlined in California Code of Regulations (Title 19, Divisions 2, Chapter 1) and the California Government Code (§8607).

⁶ Federal authority is found in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121) and in Homeland Security Presidential Directive ([HSPD 5](#), "Management of Domestic Incidents" and [HSPD 8](#), "National Preparedness." The emergency management system used nationally is NIMS.

The five SEMS coordination levels expand outward from the impacted area at the field level, with each successive level representing a larger geographic area. The five coordination levels include: Field Response, Local Government, Operational Area, Regional, and State.

7.2.1 Field Response

Field response includes on-scene activities and coordination, consistent with ICS, and includes the use of an Incident Command Post (ICP). Resource requests and situation reports are routed from the field to the next SEMS organizational level, either through participating response agencies or the local EOC if activated.

7.2.2 Local Government

The City of Santa Rosa, as the local government, retains the responsibility and authority for managing response activities within its jurisdiction. To support these efforts, the City may activate its EOC and Department Operations Centers (DOCs). The EOC provides agency coordination, provides logistical support, establishes common operating procedures, identifies overarching priorities, and prioritizes available resources. Additionally, the EOC coordinates with the Sonoma County Operational Area (OA)/County EOC.

7.2.3 Operational Area

The OA provides response coordination for all political subdivisions within the county's geographic borders. The OA coordinates response activities within the county's geographic area through the County EOC, if activated. The OA also serves as a link to regional level and all other OAs within the region.

The City of Santa Rosa is part of the Sonoma County OA and coordinates closely with the Sonoma County Office of Emergency Services (OES). The City participates in Sonoma County OA planning and, during a critical incident, coordinates with the OA through either the Sonoma County OES or the Sonoma County EOC, if activated.

Santa Rosa is the largest city by far in the OA and the fifth largest in the San Francisco Bay Area. The City of Santa Rosa has a population of 170,000 and is equivalent to all other eight incorporated cities in the OA combined. As the economic hub for the region, the City hosts Sonoma County's largest concentration of employers and industry. The City also serves as the county seat.

7.2.4 Regional

The State of California is divided into three regions that each maintain Regional Emergency Operations Centers (REOC) to coordinate resource requests, support mutual aid, and promote situational awareness between their respective OAs. The City of Santa Rosa and the Sonoma County OA are within the Coastal Administration Region.

7.2.5 State

When required, California's State Operations Center (SOC) is activated to facilitate state agency response, mobilize mutual aid, and coordinate with other regions, states, and the federal government.

7.3 FEDERAL COORDINATION: NIMS AND NATIONAL RESPONSE FRAMEWORK (NRF)

NIMS provides a comprehensive national framework for incident management applicable at all jurisdictional levels and across all functional disciplines. The majority of NIMS requirements applicable to the City of Santa Rosa, including the adoption of ICS, are satisfied by the adoption of SEMS. Additional elements of NIMS outline coordination between federal agencies and the use of federal assets and resources.

The National Response Framework (NRF) is built upon the premise that incidents are typically handled at the lowest jurisdictional level. The NRF provides the framework for federal interaction with state, local, tribal, private sector and non-governmental entities in the context of domestic incident management to ensure timely and effective federal support.

7.4 MUTUAL AID

The California Mutual Aid System operates within the framework of the California Master Mutual Aid Agreement (MMAA)⁷ and under the authority of the California Emergency Services Act⁸. The system allows for the mobilization of resources to and from emergency response agencies, local governments, OAs, regions, and the state with the intent to provide requesting agencies with adequate resources. Mutual aid is utilized by four primary response disciplines:

- Fire and Rescue
- Law Enforcement
- Coroner
- Emergency Management

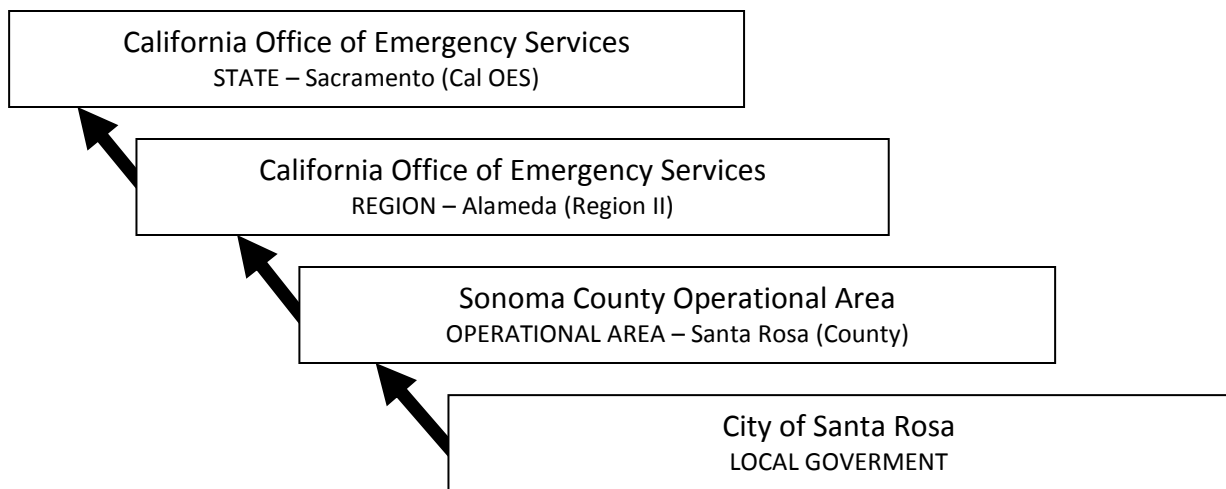
The California Mutual Aid System includes six mutual aid regions in order to facilitate the coordination and flow of mutual aid requests. As part of the Coastal Administration Region, the Sonoma County OA and the City are part of Mutual Aid Region II.

The system includes a number of discipline-specific mutual aid systems that operate through designated mutual aid coordinators at the OA, regional, and state levels. Mutual aid requests are coordinated within their geographic area before unfilled requests are forwarded to the next level. See Figure 1 (Mutual Aid Request Process) below.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system and by emergency management staff at the local government, OA, regional, and state levels.

The City will assume responsibility for the support of mutual aid personnel and their equipment.

Figure 1: Mutual Aid Request Process



⁷ See the California Master Mutual Aid Agreement (Chapter 7 of Division 1 of Title 2 of the Government Code).

⁸ See the California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).

7.5 EMERGENCY MANAGEMENT ORGANIZATION

As defined by Santa Rosa Municipal Code 2-24.060, the City's emergency management organization includes:

- All officers and employees of the City
- All volunteer forces enrolled to aid the City during an emergency (properly registered Emergency Services Volunteers)
- All groups, organizations, and persons who may (by agreement or operation of law) be charged with duties incident to the protection of life and property in the City

7.5.1 Director of Emergency Services

Per Santa Rosa Municipal Code 2-24.040, the City Manager serves as the City's Director of Emergency Services and is provided with additional authorities in the event of a proclaimed "local emergency." During an emergency when the EOC is activated, the City Manager manages and directs all aspects of the City's emergency response and recovery operations and may delegate authority and tasks to staff. In the absence of the City Manager, designated staff may assume that role per the City's COOP/COG Plan.

7.5.2 Assistant Director of Emergency Services

Santa Rosa Municipal Code also establishes the position of the Assistant Director of Emergency Services reporting to the City Manager. The Emergency Preparedness Coordinator (EPC) serves this function, directing the City's day-to-day preparedness activities including associated planning, training, and exercises. The EPC—with the assistance of department heads—assists in developing emergency plans, annexes, operating procedures and other powers and duties as assigned.

To achieve this mandate, the EPC leads or coordinates planning, intelligence, and coordination, not only internally but also with allied agencies such as the Sonoma County OES, the private sector, and the community to promote, coordinate, and advance the four phases of emergency management: preparedness, response, recovery, and mitigation.

7.5.3 City Employees

One of the greatest resources the City of Santa Rosa possesses is its employees. California Government Code designates that all public employees are Disaster Services Workers (DSWs).⁹ Any employee of the City of Santa Rosa may be assigned to perform activities which promote the protection of public health and safety or the preservation of lives and property. Such assignments may require service at locations, times, and under conditions that are significantly different than the normal work assignment and may continue into the recovery phase of the emergency.

As Disaster Service Workers, the City has established the following two policies for its employees:

- In the event of a no-notice emergency such as an earthquake during regular business hours, City employees are directed to remain at their workplace until released by the City Manager. Department heads may exercise discretion and release employees on a case-by-case basis in extraordinary circumstances.
- In the specific instance that an earthquake of magnitude 5.5 or greater occurs during non-business hours *and telephone service is disrupted*, and if not contacted by mass media or alerting systems, non-public safety City employees are directed to report to work at their next scheduled shift. Employees are directed to check local radio stations, secure their homes, and prepare to report for work.

⁹ Per California Government Code (Section 3100), "It is hereby declared that the protection of the health and safety and preservation of the lives and property of the people of the state from the effects of natural, manmade, or war-caused emergencies which result in conditions of disaster or in extreme peril to life, property, and resources is of paramount state importance requiring the responsible efforts of public and private agencies and individual citizens. In furtherance of the exercise of the police power of the state in protection of its citizens and resources, all public employees are hereby declared to be disaster service workers subject to such disaster service activities as may be assigned to them by their superiors or by law."

8.0 EMERGENCY MANAGEMENT PHASES

8.1 PREPAREDNESS

The preparedness phase of emergency management includes activities undertaken prior to an emergency in order to improve the City's ability to coordinate, respond, and recover from a critical incident. These activities focus on maintaining or improving capabilities that will be used in the response or recovery phases. The City's preparedness activities emphasize emergency planning, training, and exercises as well as public education and outreach. The City conducts drills and exercises regularly in order to validate ongoing activities, identify areas for improvement, and prioritize or justify future effort and funding.

8.1.1 Planning

Emergency planning includes a wide variety of plans at the strategic, operational, and tactical levels. Strategic plans include the EOP and many of its associated hazard-specific or functional annexes, while operational and tactical planning includes more detailed information such as standard operating procedures (SOP), checklists, personnel assignments, notification rosters, resource lists, and forms.

All City departments are required to participate in the development of relevant strategic and operational plans while ensuring that internal tactical planning is sufficient to meet the needs of their outlined roles and assigned objectives. This includes the development of department-specific SOPs required to meet the objectives outlined for each department.

8.1.2 Training

Training is an essential component of preparedness and greatly impacts the City's ability to respond to, and recover from, a critical incident. The City works with City departments and other stakeholders to provide training for staff.

The City actively manages training activities and allocates funding in relation to fluctuating needs, personnel turnover, and course availability. In addition, the City consistently prioritizes training that promotes staff understanding and familiarity with the following concepts:

- ICS
- SEMS
- NIMS
- California Disaster Service Worker (DSW)
- EOC functions

The City also partners with residents through its Citizens Organized to Prepare for Emergencies (COPE) program, Volunteer Fire Corps program, local businesses, CBOs and other entities to develop and provide training and public safety public education.

8.1.3 Exercises

Exercises are the primary tool for assessing preparedness activities and identifying areas for improvement while allowing all levels of personnel to simulate their response and recovery roles in a learning environment. The City follows the best practices of the Homeland Security Exercise and Evaluation Program (HSEEP), including the building block concept of seminars, small-scale tabletop exercises, functional exercises, and full-scale exercises.

8.1.4 Public Awareness and Education

The City and its partners actively promote public awareness and education in order to strengthen overall preparedness and community resilience. By providing community education, outreach, training, and coordination, the City increases the ability of community members and organizations to adequately prepare for and meet their own needs. In promoting self-reliance and individual preparedness, the City reduces the overall burden on limited resources and competing needs that emerge during critical incidents.

8.2 RESPONSE

The response phase includes any actions taken immediately before, during, or directly after a critical incident in order to minimize the potential or existing impacts of the incident.

8.2.1 Pre-Event Response

Some incidents may provide sufficient warning to allow for pre-event or precautionary measures. Depending upon the probability and likelihood of significant impacts, pre-event response activities may include:

- Public Warning
- Evacuations
- Resource Mobilization
- Staging
- Mutual Aid Requests
- Proclamation of a Local Emergency

8.2.2 Emergency Response

Emergency response activities are actions taken during, or in the immediate aftermath, of a critical incident to reduce actual impacts. While these activities are most often associated with traditional response agencies including law enforcement, fire protection, EMS, utilities, and public works, the size and complexity of an incident may require robust support from additional governmental agencies, NGOs, and other partners.

When coordinating emergency response activities and addressing competing needs and objectives, the City has established the following broad response priorities:

- 1) Support Life Safety
- 2) Protect Property and Infrastructure
- 3) Reduce Impacts to the Environment

Emergency response may also include activities related to short-term recovery and often overlaps with long-term recovery operations.

8.3 RECOVERY

The recovery phase includes short- and long-term activities focused on returning the community to pre-incident conditions. In some instances when a state or federal disaster declaration has been made, recovery activities include the critical task of identifying, documenting, and quantifying response and recovery costs eligible for reimbursement.

8.3.1 Short-term Recovery

Short-term recovery operations begin during the response phase and may include activities such as the restoration of essential services, rapid debris removal, and the reestablishment of City services.

8.3.2 Long-term Recovery

Long-term recovery operations are often required to address extensive damage to infrastructure. Activities include the restoration and reconstruction of public facilities and disaster response cost recovery. Long-term recovery operations are addressed in the City's Recovery Operations Plan (ROP).

8.3.3 Damage Assessment

Damage assessment activities involve identifying, recording, compiling, and analyzing damage information in order to determine the type of recovery assistance needed. Following major disasters, a process known as a Preliminary Damage Assessment (PDA) is used to determine preliminary eligibility for certain state and federal financial assistance and reimbursement programs.

8.3.4 Disaster Assistance Programs

If the disaster is significant enough to warrant a gubernatorial and a presidential federal disaster declaration, additional state and federal assistance may become available.¹⁰ If determined to be eligible, the City and its residents may be able to participate in state and federal disaster assistance programs for the following:

- **Individuals** - may be eligible for loans and grants for housing assistance programs (for homeowners and renters), and uninsured disaster-related necessities (including personal property, medical, dental, and transportation expenses). Other Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) programs including crisis counseling, disaster unemployment assistance, and legal services, may be available.
- **Businesses** - may be eligible for low-interest loans to assist with uninsured physical damage through the U.S. Small Business Administration (SBA).
- **Government** - assistance may be available through state assistance under the California Disaster Assistance Act (CDAA), as well as several federal programs including the FEMA Public Assistance (PA) Grant Program and the Hazard Mitigation Grant Program (HMGP).
- **Non-profit Organizations** - assistance may be available through the state CDAA, as well as several federal programs including FEMA PA Grant Program for eligible non-profit organizations.

8.3.5 Recovery Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs. Various state and federal assistance programs require different types of documentation for eligible costs and in addition to structural damage, may include staff time, equipment, and materials used in response to the incident. To support the maximum recovery of eligible reimbursement, City departments and agencies must identify and support internal mechanisms for tracking and documenting appropriate costs.

8.3.6 After Action Report

As part of the recovery phase, and in accordance with SEMS, the State of California requires any city and/or county proclaiming a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an after action report (AAR) to the California Office of Emergency Services (Cal OES) within 90 days of the close of the incident period.

8.4 MITIGATION

The mitigation phase includes actions and measures taken to reduce or eliminate the degree of long-term risk from natural and technological hazards. Whereas preparedness activities increase the City's ability to respond to the impacts of a hazard, mitigation activities reduce the potential for those impacts in the future, thereby reducing overall risk.

The City participates in local and regional mitigation activities such as the development of risk assessments and mitigation plans. The City's LHMP contains detailed hazard assessments and potential mitigation strategies. The City's Comprehensive Plan (General Plan) also includes mitigation approaches and elements.

8.5 WHOLE COMMUNITY APPROACH

The City's ability to respond and recover from significant emergencies and major disasters is highly dependent upon planning for the unique needs and specific requirements of the City's residents and non-

¹⁰ Note: a local disaster proclamation does not automatically warrant the provision of state or federal assistance. The City will have to qualify for these additional resources. Most disasters do not rise to this level of significance and often insurance is the only resource available.

resident commuters and visitors. To further identify and meet these needs, the City has adopted a “Whole Community” approach in which the inclusion and integration of community partners, neighbors, and other stakeholders are actively promoted in all phases of emergency management. Through these collaborative efforts, the City will become more resilient and better prepared to meet the needs of its residents and daytime populace alike, especially those with disabilities and others with access and functional needs.

8.5.1 Residents

Residents of Santa Rosa play a fundamental role in emergency management by ensuring that they are prepared for emergencies and disasters. In most disasters, City residents will be the first to respond—family members caring for one another, neighbor helping neighbor. In a major disaster, residents may not have access to City services for days. Individual preparedness will ensure that the City’s limited resources can go where they are most needed.

The City recommends that all residents prepare for disaster by taking first aid and CPR training, maintaining disaster supplies of food and water, and safekeeping personal documentation (e.g., personal identification and individual medical records). These actions will better prepare residents to evacuate or shelter-in-place for up to a week. Those families or residents with disabilities and others with access and functional needs may require additional personal planning before, during, and after an emergency to accommodate their need for assistance with communication, maintaining health and medical supplies, independence, support and safety, or transportation.

8.5.2 Citizens Organized to Prepare for Emergencies (COPE)

The COPE program encourages family, neighborhood, and community preparedness for emergencies such as earthquake, fire, flood and other major events by training individuals and families to be self-sufficient after an emergency. COPE also educates participants to have food, water, tools and medical supplies to help family and neighbors survive even if electricity, gas, water, phones and other utilities are disrupted.

8.5.3 People with Disabilities

People with disabilities may require additional planning and support to ensure they receive equal access and services as required under the Stafford Act¹¹ as well as other state and federal legislation such as the ADA of 1990¹². Covered disabilities are not always apparent and may include impairments of mobility, vision, and hearing as well as some cognitive disorders and mental illnesses.

The City has a diverse population which includes a wide variety of people with disabilities. To meet the needs of these individuals, the City is committed to supporting efforts and activities designed to improve and develop capabilities in support of people with disabilities, including but not limited to:

- Notification and warning procedures (ex. non-verbal communications for the deaf and hard of hearing community)
- Evacuation, transportation, and sheltering considerations (ex. use of appropriate vehicles and transportation for those with mobility issues or special equipment)
- Accommodations for service animals (ex. shelter or mass care settings when safety of others can be developed)
- Accessibility to information (ex. use of existing community and social networks to extend communications beyond social and traditional media systems)

The City requires vendors and third party vendors providing services in an emergency to comply with Title II of the ADA. In addition, the City looks to integrate people with disabilities and their advocates directly into preparedness activities such as plan development and review. These efforts have included targeted outreach to publicize the development of this EOP and solicit input and participation in the subsequent development and review of associated operational annexes and appendices.

¹¹ See Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121)

¹² See Americans with Disabilities Act of 1990 (Public Law 101-336, 104 Stat. 328 [1990])

8.5.4 Individuals with Access and Functional Needs

In addition to people with disabilities, the City recognizes that supplementary or adjusted support may also be needed to support those persons with access and functional needs. Access and functional needs are not necessarily related to a specific condition, diagnosis, or impairment and are based upon functional areas such as:

- Maintaining independence
- Effective communication
- Transportation
- Supervision
- Medical care

Individuals with access and functional needs may not have access to support networks outside of their immediate communities or be able to self-evacuate. As a result, they may have additional needs before, during, and after an incident. Those with functional needs often include children, the elderly, tourists, and other segments of the population, including:

- People with disabilities
- People living in institutionalized settings
- People from diverse cultures
- People with limited English proficiency
- People without transportation
- People who are economically disadvantaged

The City participates in the Sonoma County Emergency Management and Access and Functional Needs Engagement project to ensure its plans, policies, and resources are developed in the full context of the Whole Community.

When the City EOC is activated, the position of Access and Functional Needs Liaison may be established in the Management Section. The EOC Public Information unit will provide messaging in multiple formats and coordinate messaging with community stakeholder organizations. The City may utilize paratransit resources to conduct evacuations if needed.

8.5.5 Considerations for Pets and Other Animals

As a result of deficiencies in emergency planning uncovered in the aftermath of Hurricane Katrina, the federal government passed the Pets Evacuation and Transportation Standards (PETS) Act in 2006 as an amendment to the Stafford Act. Recognizing the unwillingness of many displaced individuals to take advantage of evacuation or shelter resources without accommodating for their pets or companion animals, the PETS Act directs that state and local preparedness plans address the needs of individuals with pets and companion animals during a disaster or emergency.

The City works to include considerations for the needs of pets and companion animals in plans as appropriate. Furthermore, although not required under the PETS Act, additional resources for the evacuation of larger animals and livestock, such as horses, may be available through coordination and requests through the County.

8.5.6 Private Sector

The City of Santa Rosa is home to a diverse and vibrant business community including traditional retail, entertainment, technology, and agriculture sectors as well as many nationally recognized companies. Representing tens of thousands of employees, the business community swells the City's daytime population and serves as a foundation for economic prosperity.

The City actively engages with the private sector to better understand their needs, identify resources, and develop partnerships. Many of the City's private sector partners proactively address preparedness planning internally as a way to minimize business disruptions, to support the wellbeing of their employees

and also offer their resources and technical capabilities to the larger community. The City acknowledges this valuable support and will continue collaborative efforts with the private sector as an integral component of the City's overarching emergency management program.

Much of the City's critical infrastructure is owned or maintained by businesses and must be protected during a response to ensure a quick and complete recovery from an emergency. This includes communications, utilities, medical care facilities, transportation, and food supplies. These businesses provide valuable resources before, during and after an emergency and play a critical role in meeting the needs of those impacted by an emergency. The City recommends that all businesses develop comprehensive emergency plans that include employee injury and illness prevention programs, business resumption and continuity of operations elements.

9.0 ALERT AND WARNING

9.1 EMERGENCY ALERT SYSTEM (EAS)

The EAS is a public warning system that may be used by federal, state, and local authorities to provide emergency information and notification to citizens. This system allows use of existing media (radio, TV) resources to communicate to residents in the event of a widespread emergency situation. Activation of the EAS can be requested by the EPC, Police Chief, Fire Chief, and City Manager.

9.2 SOCOALERT

SoCoAlert is a Sonoma County-wide community alert and notification system. This system allows the City of Santa Rosa to quickly provide critical information and instructions to subscribers using registered cell phones, emails, or landline phones through a reverse 9-1-1 function. Designated and trained City staff are authorized to activate this system. Registration can be completed at <http://socoalert.com>.

9.3 INTEGRATED PUBLIC ALERT AND WARNING SYSTEM (IPAWS)

The Integrated Public Alert and Warning System (IPAWS) is a modernization and integration of the nation's alert and warning infrastructure. IPAWS provides public safety officials with an effective way to alert and warn the public about serious emergencies using the EAS, Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface. Activation may be requested through the Sonoma County OA.

9.4 ADDITIONAL EMERGENCY INFORMATION SYSTEMS

A number of additional emergency information systems or pathways are available to the City, including:

- City of Santa Rosa Emergency Information website: <http://srcity.org/emergency>
- City of Santa Rosa Emergency Information Line
- Local Media
- Social Media:
 - Twitter: @SantaRosaFD
 - Facebook: City of Santa Rosa Fire Department

The City also has various means to (1) notify, recall, and mobilize staff (including those off-duty) and (2) communicate and coordinate with such staff and other government and NGO partners.

10.0 EMERGENCY OPERATIONS CENTER (EOC)

The City of Santa Rosa EOC provides a centralized location where emergency management coordination and decision making can be supported during a critical incident, major emergency, or disaster. When activated, the EOC provides support for a number of critical tasks related to communications, coordination, resource management, and executive leadership.

10.1 PRIMARY AND ALTERNATE EOC LOCATIONS

The primary EOC for the City of Santa Rosa is located at the Utilities Field Operations building, 35 Stony Point Road. If the primary EOC is threatened, inoperable, or inaccessible, an alternate EOC may be established at another facility including the Finley Community Center at 2060 West College Avenue.

10.2 EOC ACTIVATION AND DEACTIVATION

The EOC facility and equipment are maintained and used regularly by the City EPC and other City EOC staff and may be used for coordination and monitoring activities at any time without the need for a formal activation ("steady state"). However, depending upon the need and circumstances, an official EOC activation may be appropriate to support a number of activities, including:

- Field response
- Pre-planned events
- Local Proclamation of Emergency
- Governor's Proclamation of Emergency
- Presidential Declaration of a National Emergency
- State of War

Detailed EOC activation and notification criteria and procedures are contained in the City of Santa Rosa's EOC Manual.

10.2.1 EOC Activation Authority

The EOC may be activated by the following City officials:

- City Manager
- Deputy City Manager
- Fire Chief
- Police Chief
- Other City department heads in consultation with the EPC

10.2.2 EOC Activation Levels

EOC activation levels are scalable based on the nature of the incident and the evolving needs of the City. Activation may include full or partial staffing as required. Activation and staffing levels are established by the EOC Director. When the City's EOC is activated, the Sonoma County OA and other partners will be notified (as practicable).

The City may also establish DOCs for specific departments (e.g., Transportation/Public Works, Water, etc.), as required to support field operations and coordinate other functions within their respective departments.

Similarly, the deactivation of the EOC will be scaled based on the decreasing needs of the City. Appropriate EOC functions and roles will be demobilized as the situation permits.

10.3 EOC COMMUNICATION AND COORDINATION

The EOC has the capability to communicate and coordinate with a broad array of internal (field personnel, incident commanders, DOCs) and external stakeholders (response partners, critical infrastructure and key resources, outside agencies). For example, the City's EOC is outfitted with equipment to support communications with City staff and partners via amateur band radio.

10.3.1 Notification and Mobilization

When necessary, the City will notify needed emergency response personnel using available communications systems (information technology systems, two way radios, etc.) and in accordance with applicable response plans (EOC Manual, department emergency plans, and so forth).

10.3.2 Internal Communications and Coordination

Coordination with field elements from the EOC may be coordinated through relevant DOCs or directly with an Incident Commander.

Additionally, the City of Santa Rosa EOC will communicate and coordinate with the Sonoma County OA EOC and other cities within the Sonoma County OA. Each city, including Santa Rosa, will provide situational awareness and relevant resource status to the Sonoma County OA EOC, and in turn the Sonoma County OA EOC will push aggregated county-wide information back to each city.

In some cases, mutual aid for disciplines with other established mutual aid systems (such as law enforcement) will use such systems while in other cases (commonly known as single-point ordering), the requests will go from the City of Santa Rosa EOC Logistics section to the Sonoma County OA EOC.

10.3.3 External Communications and Coordination

The City EOC will also coordinate with outside agencies such as special districts, public utilities, volunteer organizations and/or private agencies. These agencies will communicate directly with the City and may provide a representative to the City EOC, as outlined in the City of Santa Rosa's EOC manual. The level of involvement of special districts, public utilities, volunteer organizations, and private agencies will vary considerably depending upon the type of incident.

EOC staff will make use of existing voice and data systems as available. In the event of failure, volunteers from the Auxiliary Emergency Communications Service (AECS) will provide voice and data capabilities as possible. Other potential alternative systems include satellite telephone.

10.4 COORDINATION WITH THE FIELD RESPONSE LEVEL

In a major emergency, the City EOC may be activated to coordinate and support the overall response while field responders use ICS. The Incident Commander will initially be the most senior officer of the first responding agency. Responding agencies will determine the most appropriate agency and officer to assume Incident Command. Field coordination occurs under the leadership of the Incident Commander at the ICP.

Incident Commanders for transportation/public works, water, fire, and police may communicate with their respective DOC, which in turn will coordinate with the City EOC. Incident Commanders may also report directly to the City EOC, usually to their counterpart in the Operations Section. When the City EOC is directly overseeing Incident Command teams, the EOC is operating in a centralized coordination and support mode.

Unified Command is an application of the NIMS/ICS and may be established at the field response level when more than one agency has incident jurisdiction or when incidents cross jurisdictional boundaries. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP. In the Unified Command, entities develop a common set of objectives and strategies which provides the basis for a single Incident Action Plan (IAP).

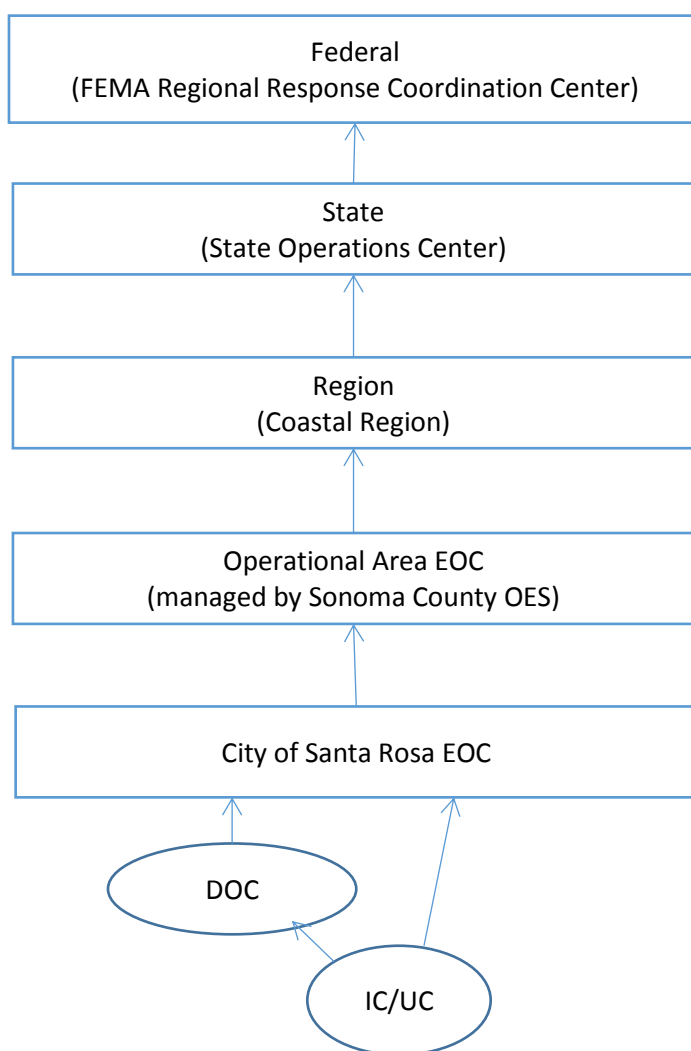
10.5 COORDINATION WITH THE SONOMA COUNTY OPERATIONAL AREA

Coordination and communications should be established between the activated City of Santa Rosa EOC and the Sonoma County OA EOC. For the Sonoma County Operational Area, the common communications links to the City EOC are telephone, fax, cellular phone, email, Low Band Regional Inner City System (LBRICS) radio, amateur band radio, and in-person representatives.

Sonoma County uses an Operational Area Multi Agency Coordination System (MACS) concept when developing response and recovery operations. When and where possible, Sonoma County will include jurisdictional representatives in planning for jurisdictional support.

Figure 2 below shows the different levels of government emergency response during large-scale disasters and how they relate to one another under SEMS (lines of communications and coordination).

Figure 2: SEMS Communications/Coordination



IC/UC = Incident Command or Unified Command at incident site(s)

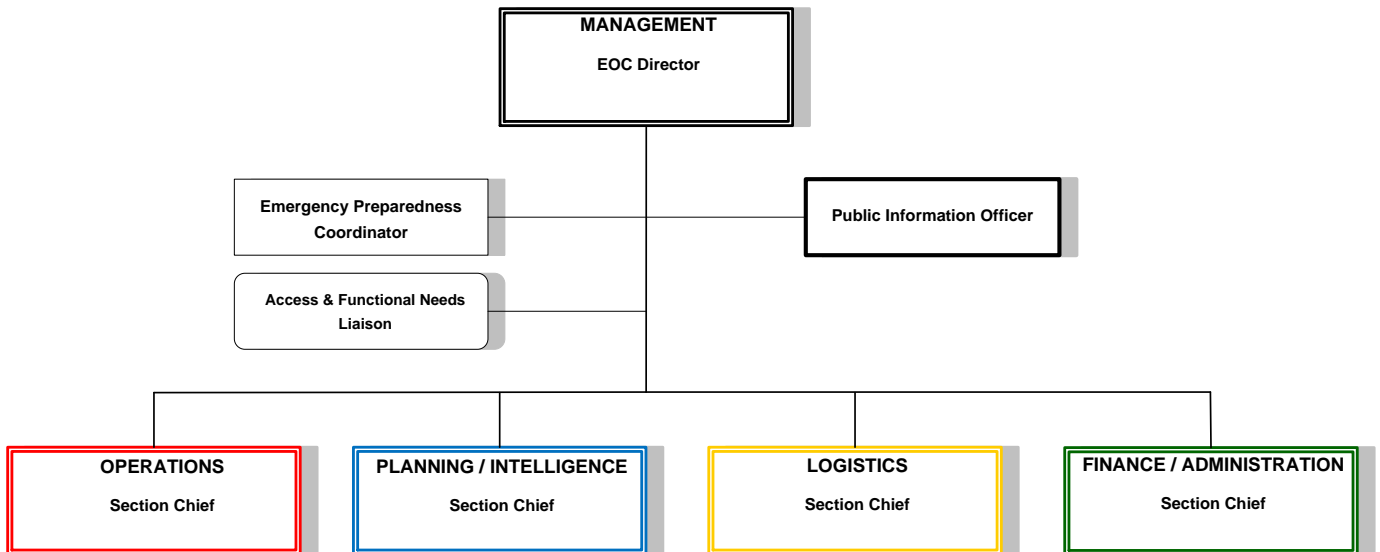
10.6 EOC ORGANIZATION

The EOC is organized by the five major functional areas outlined in SEMS:

- Management
- Planning/Intelligence
- Operations
- Logistics
- Finance/Administration

See the “City of Santa Rosa EOC Manual” for position descriptions. Key EOC positions are outlined in Figure 3 below.

Figure 3: Key EOC Positions



10.7 CITY DEPARTMENT RESPONSIBILITIES FOR EOC STAFFING

Table 2 (below) summarizes City department responsibilities for staffing key EOC functions.

Table 2: City Department EOC Function Responsibilities

Position	City Attorney	City Manager	Community Engagement	Finance	Fire	Housing & Community Services	Human Resources	Information Technology	Planning & Economic Development	Police	Recreation & Parks	Transportation & Public Works	Water
MANAGEMENT SECTION													
EOC Director		P			S					S			
Public Information Officer					P					P			
Emergency Manager					P					S			
Legal Officer	P												
Safety Officer							P						
Access & Functional Needs							P				P	S	
OPERATIONS SECTION													
Operations Section Chief					P					P			
Fire & Rescue					P								
Law Enforcement										P			
Public Works												P	
Water													P
Care & Shelter											P		
PLANNING & INTELLIGENCE SECTION													
Planning & Intel Section Chief									P				
Situation Analysis									P				
Damage Assessment						S			P				
GIS / Mapping								P	S				
Message Center									S	P			
Advance Planning						P			S				
Technical Specialist			S		S			S	S	S		S	S
LOGISTICS SECTION													
Logistics Section Chief											P		
Communications								P					
Supply/Procurement				P									
Transportation												P	
Human Resources							P						
Volunteers			P				S				P		
Facilities												P	
Resource Status											P		
FINANCE & ADMINISTRATION SECTION													
Finance & Admin Section Chief				P									
Payables				P									
Time Keeping / Claims				P			P						
Documentation & Cost				P			P		P				

P = Primary
S = Secondary

11.0 KEY RESPONSE FUNCTIONS

11.1 SAFETY ASSESSMENT

Safety evaluation of buildings, structures and areas affected, including landslides, are conducted by the Planning/Intelligence Section in accordance with procedures outlined in ATC 20-2. Safety evaluation operations consists of rapid, detailed or engineering evaluations conducted by qualified City staff, mutual aid personnel and volunteers working under the direction of the Building Division of the Planning and Economic Development department and the Code Enforcement Division of Housing and Community Services department. Safety evaluation inspections will result in a determination as to the safety of the structure/area for reentry and/or occupancy and will be posted with appropriate red, yellow, or green placards.

Priority areas and structures to be assessed are dams, essential services facilities, critical infrastructure facilities, transportation systems, and residential/commercial structures.

Depending on the nature and severity of the event, the City may request resources from the state and participate in the Post-Disaster Safety Assessment Program (SAP).¹³ The overall management of this program is the responsibility of the Planning & Economic Development Department. Close coordination is required to prioritize and avoid duplication of efforts.

11.2 DAMAGE ASSESSMENT

Damage assessment is conducted following the safety assessment effort. Damage estimates are needed to indicate the severity of the impact and help gauge the scope and quantity of resources that may be needed to stabilize and restore the community. Damage assessment efforts will involve multiple City departments including Planning & Economic Development, Transportation & Public Works, Recreation & Parks, Housing & Community Services, and Water. There are two key initial damage assessment efforts conducted in a major emergency:

11.2.1 Initial Damage Estimate (IDE)

Generally developed in the first 72 hours of an event, the IDE is a rapid evaluation of buildings and infrastructure to provide an approximate estimate of the extent of damages within the impacted area. This includes an approximate number of impacted housing units, commercial properties, as well as impacts on infrastructure such as roads and utilities. The IDE includes an estimate of the monetary damages to public and private infrastructure as well as the City's response costs. The IDE can be developed by conducting windshield surveys, assembling reports from field staff or using a computer model such as FEMA's HAZUS system.

11.2.2 Preliminary Damage Assessment (PDA)

Subsequent to the IDE, the City will prepare a more deliberate and detailed inventory of damaged structures and infrastructure. A FEMA/Cal OES team will then visit to view damages first-hand and validate the City's damage inventory. The State uses the results of the PDA to determine if the situation is beyond the combined capabilities of the State and local resources and to verify the need for supplemental Federal assistance. The PDA also identifies any unmet needs that may require immediate attention. This process could take a few days to a week depending on the severity of the event.¹⁴

11.2.3 Other assessments

Key City departments may also utilize internal damage assessment procedures for infrastructure elements such as TPW's Post-Disaster Evaluations. The American Red Cross may also conduct an independent windshield damage survey to estimate the potential number of residents that may seek their services. Input from other stakeholders will be needed to develop a full damage assessment (ex. school districts).

¹³ See the Cal OES [Safety Assessment Program](#)

¹⁴ See also the [FEMA Damage Assessment Manual](#), 2016

11.3 WATER AND WASTEWATER OPERATIONS

Potable water is a fundamental element of the critical infrastructure serving City residents. It is also the primary source of water for fire suppression. Santa Rosa Water is responsible for assessing damage to the system, prioritizing the supply of available water, and ensuring the safety of the water provided. Key Water response actions for potable water in an emergency include:

- Secure water leaks
- Maintain supply and pressure for fire suppression
- Prioritize supply for critical functions including medical services and mass care & shelter operations
- Monitor storage levels
- Monitor pump status
- Make system repairs
- Provide analytical water sampling testing and certification services
- Develop boil water notices and other safety communications as needed

Similarly, Santa Rosa Water provides wastewater collection and treatment services that are critical to the City's public and environmental health. Santa Rosa Water administers the Laguna Subregional Water Reclamation Facility (Treatment Plant) which serves not only Santa Rosa but also Rohnert Park, Sebastopol, and Cotati. The Treatment Plant is a key element in the protection of critical county environment including the Russian River as well as providing treated wastewater to re-charge the Geysers Geothermal Field – the only large electricity generation facility in Sonoma County. Key Water response actions for wastewater in an emergency include:

- Document overflow locations
- Locate and assess damaged collection system pipe
- Monitor lift stations
- Maintain treatment plant operations
- Manage flow diversions if necessary
- Manage all non-storm water runoff into waterways
- Make system repairs
- Provide analytical wastewater sampling and testing services
- Continue to regulate commercial discharges
- Continue to provide recycled water delivery to the Geysers and other users

11.4 EMERGENCY DEBRIS CLEARANCE

The Transportation and Public Works Department is responsible for the emergency clearance of debris from all public facilities and roadways to allow for emergency vehicle access. This is to be distinguished from the more deliberate debris management effort which will sort, remove and dispose of the debris.

Eligibility and administrative procedures relative to the application for federal grants to assist in defraying costs incurred in performing emergency debris clearance are outlined in the "Sonoma County Operational Area Catastrophic Earthquake Debris Removal Plan (August 2010)" in accordance with the State Disaster Assistance Procedural Manual and the FEMA Public Assistance Program and Policy Guide.¹⁵

¹⁵ The FEMA Public Assistance Guide <https://www.fema.gov/media-library/assets/documents/111781>

11.5 MASS CARE & SHELTER

The City of Santa Rosa is charged with the responsibility to act on behalf of the health, welfare and safety of its residents. In a major emergency or disaster, the City will expand the scope and level of services it provides to its residents. The City may partner with non-governmental and community-based organizations to ensure the best possible resources are quickly provided to those with the greatest need. Such groups include the American Red Cross and the Salvation Army. However, the City retains the primary responsibility for the care of its residents.

Mass care refers to unique services and resources that are needed by large numbers of residents impacted by an emergency or disaster. These include potable water, food, sanitation, clothing, communications, information, household pet care, social services, and behavioral health services.

Shelter refers to the short-term housing services needed for those whose homes have been damaged or for those who cannot return home.

Recreation and Parks is assigned the lead role in coordinating the provision of care and shelter services. A variety of other City staff, volunteers, community organizations and vendors will be engaged to identify needs and deliver resources. Mass Care and Shelter operations must integrate and provide resources for individuals with Access and Functional Needs.¹⁶

Additional policies and procedures are contained in the Mass Care & Shelter Annex to this plan.

¹⁶ See also FEMA's [Guidance Planning for Integration of Functional Needs Support Services in General Population Shelters](#), 2010

12.0 ROLES AND RESPONSIBILITIES

The following lists summarize the primary and significant disaster response roles and responsibilities for each City department and stakeholder organization. To the extent resources are available, departments may provide assistance to other departments.

12.1 CITY ATTORNEY

- Support proclamations of local emergency
- Assess City operations and provide legal counsel as needed

12.2 CITY CLERK

- Facilitate and administer proclamations of local emergency
- Oversee preservation of vital records
- Monitor continuity of government
- Administer loyalty oath to Disaster Service Worker volunteers as needed

12.3 CITY MANAGER'S OFFICE

- Coordinate incident management and response efforts
- Establish response priorities
- Issue mission assignments
- Authorize proclamations of local emergency
- Lead incident action planning
- Direct resources and human capital
- Develop and maintain communication with Mayor and City Councilmembers
- Lead emergency public information
- Manage media and community relations

12.4 COMMUNITY ENGAGEMENT

- Support emergency public information
- Support and facilitate community relations

12.5 FINANCE

- Provide emergency procurement support for life-saving and emergency protective measures
- Provide resource support (facility space, office equipment/supplies, contracting services, etc.)
- Provide parking support to police department for access and traffic control
- Assist in establishing multipurpose staging areas
- Anticipate, obtain, and track resources for city staff, mutual aid resources, and volunteers
- Develop financial mechanisms, procurement vehicles, and contracts to support procurement
- Oversee staff time-keeping
- Oversee compensation and claims
- Provide fiscal oversight and track expenses

12.6 FIRE

- Conduct wildland, rural, and urban firefighting operations
- Conduct EMS operations and liaison with County EMS regarding hospital functions
- Lead mass casualty/fatality management
- Conduct Search and Rescue operations
- Conduct hazardous materials response operations
- Support emergency public warning as needed
- Activate and coordinate EOC operations
- Conduct assessment of facilities with underground storage tanks with fuel
- Conduct assessment of facilities with hazardous materials
- Lead Fire and Rescue Mutual Aid coordination

- Lead Emergency Management Mutual Aid (EMMA) coordination
- Support damage assessment efforts
- Provide incident planning and management support as needed
- Activate volunteers in the Auxiliary Emergency Communications Service (AECS) as needed

12.7 HOUSING & COMMUNITY SERVICES

- Coordinate and provide emergency assistance
- Develop and coordinate interim and long-term disaster housing
- Support damage assessment efforts
- Coordinate social services
- Lead initial planning for long-term recovery
- Assist with coordinating SAP
- Assist with damage assessment efforts

12.8 HUMAN RESOURCES

- Protect, restore, and sustain City staff
- Develop and coordinate human resources including contractors
- Recruit, screen, provide, and track volunteers
- Establish internal City staff communications
- Identify any employee needs (ex. child care, shelter)

12.9 INFORMATION TECHNOLOGY

- Protect, restore, and sustain City cyber and information technology resources
- Oversee communications within the incident management and response structures
- Coordinate with telecommunications service providers
- Restore and repair telecommunications infrastructure
- Provide GIS mapping support as needed

12.10 PLANNING & ECONOMIC DEVELOPMENT

- Manage and conduct post-event city facility safety assessments
- Manage structural safety assessment function and establish structure re-entry standards
- Coordinate and direct SAP resources
- Lead damage assessment efforts

12.11 POLICE

- Conduct law enforcement operations
- Lead evacuation operations
- Conduct emergency public warning as needed
- Provide facility and resource security
- Establish liaison with Coroner
- Lead Law Enforcement Mutual Aid coordination
- Conduct security planning and technical resource assistance
- Impose and enforce curfew as directed
- Provide public safety and security support
- Provide traffic control
- Provide support to access, traffic management, and crowd control at mass care facilities

12.12 RECREATION & PARKS

- Manage emergency shelter operations
- Manage mass care operations
- Manage pet care and shelter operations

- Protect and restore natural/cultural resources and historic properties
- Provide tree clearance from public rights of way
- Support infrastructure restoration

12.13 TRANSPORTATION AND PUBLIC WORKS

- Conduct infrastructure protection and emergency repair
- Conduct infrastructure restoration
- Support evacuation operations including individuals requiring assistance
- Establish and support movement restrictions
- Conduct debris clearance and manage debris operations
- Conduct flood fight operations
- Coordinate restoration/recovery of TPW Electrical Infrastructure
- Lead Public Works Mutual Aid coordination
- Provide engineering services and construction management
- Provide facility repairs and maintenance in support of mass care and emergency shelter operations
- Coordinate with CalTrans regarding state and federal highways
- Restore transportation infrastructure
- Support damage assessment efforts
- Manage City facilities and coordinate use of non-City facilities
- Supervise transit safety and accessibility
- Support transportation function

12.14 WATER

- Coordinate potable water system resources for prioritized public safety operations
- Monitor potable water quality and perform sampling/testing as needed
- Restore/maintain water and wastewater infrastructure
- Restore/maintain wastewater treatment plant operations
- Coordinate with Sonoma County Water Agency regarding aqueduct operations within the City
- Provide potable water in support mass care operations as possible
- Support damage assessment efforts
- Ensure compliance with regulatory permits

12.15 CITY COUNCIL/MAYOR

- Support public information efforts as needed
- Support community engagement
- Attend public meetings as needed
- Review potential or threatened litigation as needed
- Serve as a liaison with other city, county, state and/or federal representatives as needed
- Review and approve the Proclamation of Local Emergency
- Visit impacted areas, shelters, and other temporary facilities
- Review requirements for special legislation and development of policy
- Consider short- and long-term recovery staff recommendations

12.16 PACIFIC GAS & ELECTRIC (PG&E)

- Mitigate safety threats to responders and residents
- Coordinate prioritization of restoration of electrical and gas utility services
- Coordinate Underground Service Alert mark outs

13.0 EMERGENCY PROCLAMATIONS/DECLARATIONS

13.1 LOCAL PROCLAMATION

The State of California Government Code allows a local emergency to be proclaimed by a city council, county, or by an official designated by ordinance adopted by the governing body¹⁷.

If the City of Santa Rosa determines that the effects of an emergency are, or may become, beyond the capability of local resources, a local emergency can be proclaimed. The Santa Rosa City Council has empowered the City Manager as the Director of Emergency Services to issue a proclamation of local emergency when the City Council is not in session. A sample proclamation is included as an attachment to this EOP (Attachment 2). Such a proclamation of local emergency is invalid after seven days, unless ratified by the City Council. Proclamations must be made within 10 days of occurrence to qualify for assistance under the CDAA and must be renewed every 30 days until terminated.

A local proclamation of emergency allows the City Manager and the Director of Emergency Services to take measures necessary to protect and preserve public health and safety, and supports requests for state and federal assistance. A local proclamation clearly communicates to City residents, staff and other stakeholders the severity of the emergency. A proclamation also provides City staff with additional powers and authorities to increase the speed and effectiveness of City response activities.¹⁸

A local proclamation of emergency does not automatically make the City eligible for state or federal disaster assistance. The City may simultaneously proclaim a local emergency and request a gubernatorial (state) or presidential (federal) disaster proclamation/declaration. See Attachment 2 for sample emergency proclamations.

Sonoma County can proclaim an emergency separately from the City. Their proclamation may also make the City eligible for future participation in state or federal disaster response/recovery efforts.

13.2 STATE OF EMERGENCY

After a proclamation of a local emergency, the governing body of the City, having determined that local resources are not sufficient to mitigate the situation, may request by letter or resolution that the Governor proclaim a state of emergency¹⁹ in the area to fully commit state and mutual aid assistance and provide resources to assist the local government.

To support its request for a gubernatorial proclamation, it is essential that the City forward an estimate of damage and financial loss to Cal OES through the Sonoma County OA as quickly as possible. Estimates of loss are an important part of the criteria that Cal OES considers when making a determination to proclaim a state of emergency and request a presidential declaration of emergency or disaster. A copy of the request for a Governor's proclamation, with the following supporting data, must be forwarded to the Sonoma County OA Coordinator for transmission to the Cal OES Director:

- Copy of the local emergency proclamation
- Initial Damage Estimate (IDE) summary that estimates the severity and extent of the damage

The Cal OES prepares a recommendation as to the action that should be taken by the Governor. If the action recommends a Governor's proclamation, Cal OES prepares the proclamation. The Governor may also proclaim a State of Emergency without a local request if the safety of persons and property in the state are threatened by conditions of extreme peril, or emergency conditions are beyond the emergency response capacity and capabilities of local authorities.

¹⁷ See California Government Code (Sections 8630-8634) authorizing local government proclamations and Santa Rosa Municipal Code (Section 2-24.050) authorizing the City Manager or Director of Emergency Services to declare a local proclamation of emergency, if the City Council is not in session.

¹⁸ See [Emergency Proclamations: A Quick Reference Guide for Local Government](#), California OES, 2014

¹⁹ See California Government Code (Sections 8625-8629) authorizing actions and power of the Governor to declare a State of Emergency.

13.3 STATE OF WAR EMERGENCY

In addition to declaring a State of Emergency, the Governor can proclaim a State of War Emergency²⁰ whenever the state or the nation is attacked by an enemy of the United States, or upon receipt by the state of a warning from the federal government indicating that such an enemy attack is probable or imminent. The provisions of the Governor granted under a State of War Emergency are the same as those granted under a State of Emergency.

13.4 PRESIDENTIAL DECLARATION

Following the proclamation of a State of Emergency, and with or without the City's request to do so, the Cal OES Director may recommend that the Governor request a Presidential Declaration²¹ of a major disaster under the authority of Public Law 93-288. The Governor's request to the President is submitted through the FEMA. Supplementary justification data may be required to accompany the state and local proclamations and initial damage estimate. Note: a Presidential Declaration of Major Disaster is required in order to access the bulk of federal disaster assistance programs.

13.5 OTHER POWERS

Other local, state, and federal authorities such as public health emergencies or quarantines may grant broad powers to certain government officials to restrict movement or impose other restrictions in proclaimed emergencies.

13.5.1 Curfew

The City Council or whomever the City Council has authorized to restrict the movement of people and property during an emergency is primarily responsible for ordering an evacuation, quarantine, curfew, or other restriction on travel. This authorization may be in the form of an ordinance, resolution, or order that the Council has enacted. Curfews may be initiated as a crime prevention measure depending on the intensity of the disaster and the level of damage sustained.²² The decision to implement a curfew and the duration rests with the City Council, but said curfews should be coordinated through the Sonoma County OA. Curfews may be implemented City-wide, or within specific areas depending on the emergency.

The Chief of Police also has curfew authority: "For the suppression of riot, public tumult, disturbance of the peace, or resistance against the laws or public authorities in the lawful exercise of their functions, the chief of police has the powers conferred upon sheriffs by general law and in all respects is entitled to the same protection." Specifically, "The Sheriff shall prevent and suppress any affrays, breaches of the peace, riots and insurrections which come to his knowledge, and investigate public offenses which have been committed."²³ The Sheriff also has the responsibility for closing areas to the public and consequently to order an evacuation.²⁴ Although the regulation uses the term "Sheriff", the Chief of Police is provided with the same authority.

13.5.2 Fire Marshal

In accordance with the California Code of Regulations Title 24, Part 9 the Fire Code Official/Fire Marshal is authorized to enforce provisions of the Fire Code and to render interpretations of the Fire Code, and to adopt policies, procedures, rules and regulations in order to clarify the application of those code provisions related to structures, processes, premises and safeguards regarding all of the following:

1. The hazard of fire and explosion arising from the storage, handling or use of structures, materials or devices.

²⁰ See California Government Code (Sections 8620-8624) outlining the powers of the Governor under a State of War Emergency

²¹ See Robert T. Stafford Disaster Relief Act (Public Law 93-288) as the statutory authority for most federal disaster response activities.

²² See Legal Guidelines for Controlling Movement of People and Property During an Emergency, California Governor's Office of Emergency Services, 1999

²³ California Government Code Section 26602

²⁴ California Penal Code Sections 409, 409.5, 409.6

2. Conditions hazardous to life, property or public welfare in the occupancy of structures or premises.
3. Fire hazards in the structure or on the premises from occupancy operation.
4. Matters related to the construction, extension, repair, alteration or removal of fire suppression or alarm systems.
5. Conditions affecting the safety of fire fighters and emergency responders during emergency operations.

While the Fire Marshal's authority does not expand in a proclaimed local emergency, their code enforcement efforts may be used to ensure public safety throughout the City with the exception of Single Family Dwellings.

13.5.3 Certified Unified Program Agencies (CUPA)

The City of Santa Rosa Fire Department is the Certified Unified Program Agency (CUPA) for the City of Santa Rosa. As the CUPA, the Fire Department regulates and enforces all laws that provide protection from hazardous waste and hazardous materials on behalf of five State agencies; Department of Toxic Substance Control, Water Board, Cal EPA (Environmental Protection Agency), State Fire Marshal's Office and Office of Emergency Service.

Depending on the nature of the emergency or disaster, the department may gain access to facilities to ensure there are no threats to public safety or the environment.

14.0 CONTINUITY OF GOVERNMENT

The COG is an essential function of emergency management and is vital during an emergency/disaster situation. The COG is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities. All levels of government share a constitutional responsibility to preserve the life and property of their citizens. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unable to serve.²⁵

For more detailed information see the City of Santa Rosa COOP Plan.

14.1 LINES OF SUCCESSION

When a role or function is essential to the City's ability to complete its critical missions, a successor must be named to assume the duties and responsibilities of that role. The COG lines of succession for selected essential City government positions are listed below:

14.1.1 Mayor

- Vice Mayor
- Stand By Officers

14.1.2 City Manager (Director of Emergency Services)

- Deputy City Manager
- Fire Chief
- Chief of Police

14.1.3 Fire Chief

- Deputy Fire Chief
- Division/Duty Chief
- Battalion Chief

14.1.4 Chief of Police

- Captain – Field Services
- Captain – Special Services
- Lieutenant – EOC

The City's COOP details the relevant local and state authorities and processes for lines of succession. The plan also further identifies the lines of succession for City Council members, the Mayor, and all key City staff positions.

14.2 ESSENTIAL FACILITIES: ALTERNATE SEAT OF GOVERNMENT

The primary seat of the City of Santa Rosa local government is:

Santa Rosa City Hall
100 Santa Rosa Avenue
Santa Rosa, CA 95404

Subject to the needs of the City and the situation and conditions present, an alternate site will be selected.

²⁵ California Government Code Sections 8635-8644

14.3 PRESERVATION OF VITAL RECORDS

City leadership will require certain vital records during a disaster. Vital records are the documents required to continue the mission of City departments and agencies during and after a disaster. The records will assist in providing services both to internal City departments and external customers, such as citizens, contractors, other government entities. Example documents may include:

- Public Records
- Computer system back-ups/servers
- Order of succession ordinances or resolutions
- Plans, policies, and procedures for critical processes
- Payroll information
- Contracts and leases
- Legal and financial records
- Insurance documents

Protection of, and access to these and other vital records requires planning and is coordinated by the Santa Rosa City Clerk. Each City department is responsible for identifying vital records, coordinating with the City Clerk, and assigning internal responsibility for their preservation.

ATTACHMENT 1: AUTHORITIES AND REFERENCES

LOCAL AUTHORITIES AND REFERENCES

Per Santa Rosa Municipal Code Section 2-24.070, this EOP is promulgated under the authority of the City Manager and adopted by the City Council.

The following authorities and references are applicable:

- Santa Rosa Municipal Code Chapter 2-24 Emergency Organization and Functions

STATE AUTHORITIES AND REFERENCES

State authority is to be found, in part, in California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code). California state and local jurisdictions use SEMS as outlined in Chapter 1 of Division 2 of Title 19 of the California Code of Regulations and the California Government Code §8607 et sec.

The following authorities and references are also applicable:

- Standardized Emergency Management System Regulations: California Code of Regulations, Title 19, Division 2, Chapter 1
- Disaster Assistance Act Regulations: California Code of Regulations, Title 19, Division 2, Chapter 6
- Local Emergency Prevention Measures for County Health Official: California Health and Safety Code §101040
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Disaster Assistance Act
- Orders and Regulations that may be promulgated by the Governor during a State of Emergency or a State of War Emergency

FEDERAL AUTHORITIES AND REFERENCES

Federal authority is found in the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288), Homeland Security Presidential Directive 5, “Management of Domestic Incidents” and Homeland Security Presidential Directive 8, “National Preparedness”. The emergency management system used nationally is NIMS.

The following authorities and references are applicable:

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 U.S.C. §5121 et seq., as amended)
- Code of Federal Regulations: Title 44, Part 206
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, National Incident Management System, February 28, 2003
- National Response Framework, Second edition, U.S. Department of Homeland Security, July 2014

ATTACHMENT 2: SAMPLE PROCLAMATIONS

Proclamation of Local Emergency by Director of Emergency Services

WHEREAS, Section 2-24-050 of the City of Santa Rosa Municipal Code empowers the Director of Emergency Services (City Manager) to proclaim the existence or threatened existence of a local emergency when said City is affected or likely to be affected by a public calamity and the City Council is not in session, and;

WHEREAS, the Director of Emergency Services of the City of Santa Rosa does hereby find;

That conditions of extreme peril to the safety of persons and property have arisen within the City, caused by _____ which began at _____ a.m./p.m. on
(fire, flood, storm, mudslides, torrential rain, earthquake, drought, or other causes)
the _____ day of _____, 20____, and;

That these conditions are, or are likely to be, beyond the control of the services, personnel, equipment, and facilities of the City; and

That the City Council of the City of Santa Rosa is not in session and cannot immediately be called into session;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout the said city; and

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the emergency organization of this city shall be those prescribed by state law, by ordinances, and resolutions of this City, and by the City of Santa Rosa Emergency Operations Plan, as approved by the City Council on _____.

That this emergency proclamation shall expire in 7 days after issuance unless confirmed and ratified by the governing body of the City of Santa Rosa.

Dated: _____ By: _____
Director of Emergency Services

Print Name

Address

Proclamation Requesting that the Governor Proclaim a State of Emergency and that the Governor Request a Presidential Declaration of a Major Disaster

WHEREAS, the Director of Emergency Services of the City of Santa Rosa (City Manager) found that due to winter storm and flooding, which commenced on the 2nd day of February, 2008, a condition of extreme peril to life and property did exist in the City of Santa Rosa, and

WHEREAS, in accordance with state law and Santa Rosa Municipal Code, the Director of Emergency Services proclaimed the existence of a local emergency throughout said City effective the 3rd day of February, 2008, and

WHEREAS, it has now been found that local resources are unable to cope with the effect of said emergency;

NOW, THEREFORE, BE IT HEREBY PROCLAIMED AND ORDERED that a copy of this proclamation be forwarded through the Director of the Office of Emergency Service to the Governor of California with the request that he proclaim the City of Santa Rosa to be in a state of emergency; and that he authorize assistance under the California Disaster Assistance Act; and further that the Governor request a Presidential Declaration of Major Disaster.

IT IS FURTHER RESOLVED that _____, is designated as the local Hazard Mitigation Coordinator of the City of Santa Rosa for the purpose of assessing damage within said county and consulting with Federal/State survey teams about hazard mitigation actions.

IT IS FURTHER RESOLVED that _____, Director of Public Works, is hereby designated as the authorized representative of the City of Santa Rosa for public assistance and that _____, Director of Housing and Community Services, is hereby designated as the authorized representative of the City of Santa Rosa for individual assistance for the purpose of receipt, processing and coordination of all inquiries and requirements necessary to obtain available state and federal assistance.

SIGNED AND SUBSCRIBED at _____ on this ____ day of _____, 20____.

By: _____

City Manager

Director of Emergency Services

ATTACHMENT 3: HAZARD ANALYSIS

The City of Santa Rosa is vulnerable to a wide range of threats and recognizes that the planning process must address each hazard that threatens the City. There are three broad categories of hazards: (1) natural, (2) technological or man-made, and (3) national security. The natural hazards and technological or man-made hazards include the following:

Natural Hazards

- Earthquakes
- Floods
- Wildland or interface fires
- Landslides
- Extreme weather/storm
- Public health emergency

Technological/Man-made Hazards

- Dam failure
- Hazardous materials
- Mass casualty incident
- Building collapse or explosion
- Train accident
- Airplane crash
- Civil disturbance
- Active shooter/terrorism
- Cyber incident
- Natural gas line and electrical failure

Earthquakes

In 1906, the City of Santa Rosa was devastated by an earthquake on the San Andreas Fault, measuring 8.2 on the Richter scale. In 1969, the City experienced two earthquakes on the Rogers Creek Fault, with a magnitude of 5.6 and 5.7 on the Richter scale, causing significant damage to infrastructure and unreinforced masonry buildings in the downtown area. The California Geological Survey estimates the probability of a 7.0 or larger earthquake at 62% in the next 30 years.

Winter Storms

The City is subjected to winter storms yearly, sometimes severe storms which cause major problems from high winds and heavy rains. Downed trees and power lines resulting in power disruption, localized flooding and some street closures disrupt the normal operations of the City.

Dam Failures

There are six dams located in, or directly impacting the City of Santa Rosa. The failure of any of these dams, while not necessarily a significant threat to human lives, could result in flooding homes and businesses, significantly disrupting the activities of the citizens of Santa Rosa and resulting in extensive damage to structures and infrastructure.

Wildland or Urban Interface Fires

In 1964, a wildland fire originating in Lake County came across Mt. Saint Helena in Lake County, burned thousands of acres and destroyed numerous homes. The fire came into Sonoma County and impacted the City of Santa Rosa. This caused an evacuation of the Rincon Valley area and the then Community Hospital.

Natural Gas Underground Lines and Electrical Power Failure

PG&E provides natural gas and electrical power to and throughout the City of Santa Rosa. The City is served by a high pressure gas main which runs through several areas of the City.

Hazardous Materials

In the past several years, the threat from hazardous materials has increased significantly in the City of Santa Rosa. The threat to the City is further increased by the use, storage and transportation of hazardous materials into, and through the City. Two major highways, 101 and 12, carry hazardous materials tankers and trucks through the City of Santa Rosa.

Detailed natural hazard analysis is available in the City’s LHMP which can be accessed at <http://srcity.org/lhmp>, Table A3-1 outlines notable threats and hazards and the corresponding potential for occurrence and severity.

Table A3-1: Potential Hazards – Frequency and Severity

Hazard	Frequency of Occurrence			Severity of Potential Impacts		
	Infrequent	Sometimes	Frequent	Low	Moderate	High
Dam Failure	■				■	
Earthquake - Magnitude <5		■		■		
Earthquake - Magnitude >5	■				■	■
Wildland Urban Interface Fire	■				■	■
Flood		■		■	■	
Hazardous Materials Release			■	■	■	
Landslide		■		■	■	
Civil Disturbance	■			■		
Extreme Weather	■			■	■	
Aircraft Crash	■				■	
Train Accident	■			■	■	■
Mass Casualty Incident	■				■	■
Building Collapse	■				■	■
Active Shooter/ Terrorist Attack	■				■	■
Significant Cyber Attack/Disruption	■			■	■	■
Pandemic/Public Health		■		■	■	■
Gas and Electrical Failure	■			■	■	■

ATTACHMENT 4: ACRONYMS

AAR	After Action Report
ADA	Americans with Disabilities Act of 1990
AECS	Auxiliary Emergency Communications Services (Amateur Radio)
ARC	American Red Cross
Cal OES	California Governor's Office of Emergency Services
CBO	Community-based Organization
CDAAC	California Disaster Assistance Act
COG	Continuity of Government
COOP	Continuity of Operations Plan
COPE	Citizens Organized to Prepare for Emergencies
CUPA	Certified/Unified Program Agencies
DOC	Department Operations Center
DSW	Disaster Service Worker
EAS	Emergency Alert System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EMS	Emergency Medical Services
EPC	Emergency Preparedness Coordinator
FBO	Faith-based Organization
FEMA	Federal Emergency Management Agency
HMGP	Hazard Mitigation Grant Program
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
ICP	Incident Command Post
ICS	Incident Command System
IPAWS	Integrated Public Alert and Warning System
JFO	Joint Field Office
LBRICS	Low Band Regional Inner City System
LHMP	Local Hazard Mitigation Plan
MACS	Multi Agency Coordination System
NCRIC	Northern California Regional Intelligence Center
NGO	Non-governmental Organizations

NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NOC	National Operations Center
NRF	National Response Framework
OA	Operational Area
OES	Office of Emergency Services
PA	Public Assistance
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PETS	Pets Evacuation and Transportation Standards Act, 2006
PG&E	Pacific Gas & Electric
REOC	Regional Emergency Operations Center
ROP	Recovery Operations Plan
SAP	Safety Assessment Program
SBA	U.S. Small Business Administration
SEMS	Standardized Emergency Management System
SoCoAlert	Sonoma County Alert System
SOC	State Operations Center
SOP	Standard Operating Procedures
UASI	Urban Area Security Initiative
USDA	U.S. Department of Agriculture
WEA	Wireless Emergency Alerts

ATTACHMENT 5: GLOSSARY

Action Plan

A plan prepared in a Disaster Field Office, Emergency Operations Center, Unified Command Center, or Incident Command Post, containing the emergency response objectives of a specific SEMS level reflecting overall priorities and supporting activities for a designated period.

Concept of Operations

A general notion of the methods agencies use to organize their response to disasters (such as mutual aid and SEMS). Disasters typically progress through identifiable phases and certain responses are appropriate during each of these phases.

Disaster Service Worker (DSW)

Any persons registered with a disaster council or Cal OES to provide disaster service without pay. Disaster service workers include public employees, registered volunteers and persons pressed into service during an emergency by persons authorized to command such services.

Emergency (Federal Definition – see also Local Emergency and State of Emergency)

Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion or other catastrophe in any part of the United States which requires federal emergency assistance to supplement state and local efforts to save lives and protect public health and safety or to avert or lessen the threat of a major disaster.

Emergency Management

The provision of overall operational control or coordination of emergency operations at each level of the California emergency organization, whether by the actual direction of field forces or by the coordination of joint efforts of governmental and private agencies.

Emergency Manager

An individual duly appointed by state agencies, counties, cities and counties and cities of the State of California, in accordance with state authority, adopted ordinance, by resolution as provided for by ordinance, or section §26622 of the Government Code.

Emergency Organization

The operational forces deemed necessary to meet the conditions of a local emergency. All officers and employees of this City, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations and persons who may by agreement or operation of law, including persons pressed into service under the provisions of this title, be charged with duties incident to the protection of life and property in this City during such emergency, shall constitute the City Emergency Organization.

Emergency Operations Center (EOC)

A centralized location from which emergency operations can be directed and coordinated.

Federal Assistance (Federal definition)

Aid to disaster victims or state or local governments by federal agencies under the provisions of the Federal Disaster Relief Act (Public Law 93-288) and other statutory authorities of federal agencies.

Hazardous Material Incident

Any release of a material (during its manufacture, use, storage or transportation) which is capable of posing a risk to health, safety and property. Areas at risk include facilities that produce, process, transport or store hazardous material, as well as all sites that treat, store and dispose of hazardous materials.

Incident Command System (ICS)

The nationally used standardized on-scene emergency management concept specifically designed to allow

its user(s) to adopt any integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. The ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure, with responsibility for the management of resources to effectively accomplish stated objectives.

Local Emergency (State definition)

The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, earthquake or other conditions which are, or are likely to be, beyond the control of the services, personnel, equipment and facilities of a political subdivision and require the combined forces of other political subdivisions to combat.

Major Disaster (Federal definition) – see also Emergency

Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion or other catastrophe, which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Federal Disaster Relief Act.

Mass Care

The provision of shelter, water, food, emergency first aid, sanitary facilities, bulk distribution of emergency items, and disaster welfare information.

Master Mutual Aid Agreement

The California Disaster and Civil Defense Master Mutual Aid Agreement entered into by and among the State of California, its various departments and agencies and the various political subdivisions of the State. The agreement provides for support of one jurisdiction by another.

Mitigation

Pre-event planning and other actions which lessen the effects of potential disasters. (See also Comprehensive Emergency Management.)

Mutual Aid

A statewide system, developed under the authority of the California Emergency Services Act, designed to ensure that adequate resources, facilities and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

Mutual Aid Region

A subdivision of the state emergency services organization established to coordinate mutual aid and other emergency operations.

National Incident Management System (NIMS)

Established by Homeland Security Presidential Directive 5, NIMS is the mandated system for all states and subdivisions as well as the federal government to respond to disasters including enemy attack.

Office of Emergency Services (California) (Cal OES)

Part of the Governor's Office, the primary state agency responsible for the coordination and administration of statewide operations to support emergency mitigation, preparedness, response and recovery activities.

Operational Area (OA)

An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the county.

Preliminary Damage Assessment (PDA)

The PDA is used to determine the impact and magnitude of damage caused by the disaster event and resulting unmet needs of the public sector and community as a whole. Joint Cal OES / FEMA PDA teams

will visit the impacted area to verify reported damages and identify any unmet needs.

Public Information Officer (PIO)

An official responsible for releasing information to the public through the news media.

Regional Emergency Operations Center (REOC)

The REOC is the first level facility of the California Office of Emergency Services to manage a disaster. It provides a single consistent emergency support staff operating from a fixed facility, responsive to the needs of the operational areas and coordinates with the State of California Operations Center.

Robert T. Stafford Disaster Relief & Emergency Assistance Act, (Public Law 93-288 as amended)

Gives the President broad powers to supplement the efforts and available resources of state and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from declared emergencies and major disasters.

Safety Evaluation (Assessment)

State-managed program utilizing volunteers and mutual aid resources to provide professional engineers, architects, and certified building inspectors to assist local governments in safety evaluation of their built environment in the aftermath of a disaster. Evaluations are conducted in accordance with Applied Technology Council (ATC) publications 20, 20-1, and 45²⁶.

Shelter

A facility and/or site containing an existing structure or requiring the construction of a temporary structure using non-traditional material (e.g., tents, open air) for the purposes of providing relief and services to affected populations.

Standard Operating Procedures (SOPs)

A set of specific instructions for departments, agencies, and individuals to function in field or EOC positions.

Standardized Emergency Management Systems (SEMS)

The group of principles for coordinating state and local emergency response in California. SEMS provides for a multiple level emergency response organization and is intended to facilitate the flow of emergency information and resources within and between the organization levels.

State Coordinating Officer

The person appointed by the Governor to coordinate and work with the federal coordinating officer.

State of Emergency (State definition)

According to §8558 (b) of the Emergency Service Act, a State of Emergency means: "Other duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property with the State caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions other than conditions resulting from a labor controversy or conditions causing a "state of war emergency", which conditions, by reason of their magnitude are or are likely to be beyond the control of the services, personnel, equipment and facilities of any single county, city and county, or city and require the combined forces of a mutual aid region or regions to combat"

State Operations Center (SOC)

A facility established by Cal OES headquarters in Sacramento to coordinate state operations and the coordination of federal resources in support of the REOC during emergencies.

²⁶ See [Cal OES Safety Assessment Program](#)