

City of Albany

Emergency Operations Plan

May 2018



LETTER OF PROMULGATION

May 2018

To: Officials and Employees of the City of Albany

The preservation of life and property is an inherent responsibility of all levels of government. As disasters occur in devastating form at any time, the City of Albany must provide safeguards, which will save lives and minimize property damage through planning, preparedness measures and training. Sound emergency plans carried out by knowledgeable and well-trained personnel can and will minimize losses.

The City of Albany Emergency Operations Plan establishes an Emergency Management Organization and assigns functions and tasks consistent with California's Standardized Emergency Management System and the National Incident Management System. It provides for the integration and coordination of planning efforts of multiple jurisdictions within the City.

This plan was developed for each City of Albany department and local special districts with emergency services responsibilities within the City. The content is based upon guidance approved and provided by the California Office of Emergency Services and the Federal Emergency Management Agency. The intent of the Emergency Operations Plan is to provide direction on how to respond to an emergency from the onset, through an extended response and into the recovery process.

Once adopted, this plan is an extension of the County of Alameda's Emergency Operations Plan and the California Emergency Plan. It will be reviewed and tested periodically and revised as necessary to meet changing conditions.

The Albany City Council gives its full support to this Emergency Operations Plan and urges all public employees and individuals to prepare for times of emergency before they occur.

Peggy McQuaid, Mayor
City of Albany

Table of Contents

LETTER OF PROMULGATION	2
APPROVAL AND IMPLEMENTATION	6
Foreword	6
Plan Approval and Implementation	6
Plan Activation	6
Plan Modifications	6
RECORD OF CHANGES	7
RECORD OF CONCURRENCE	8
RECORD OF DISTRIBUTION	9
BASIC PLAN	10
SECTION 1.0 PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS	10
1.1 Purpose	10
1.1.1 Planning Organization and Format.....	10
1.2 Scope	11
1.2.1 California Emergency Functions.....	11
1.2.2 Federal Emergency Support Functions.....	12
1.3 Situation Overview	14
1.3.1 Hazard Analysis Summary.....	16
1.3.2 Capability Assessment.....	16
1.3.3 Mitigation Overview.....	16
1.3.4 Assumptions.....	16
SECTION 2.0 CONCEPT OF OPERATIONS	18
2.1 Goals, Priorities and Strategies	18
2.1.1 Operational Goals.....	18
2.1.2 Operational Priorities.....	18
2.1.3 Operational Strategies.....	18
2.2 Standardized Emergency Management System	19
2.2.1 Standardized Emergency Management System Organization Levels.....	19
2.2.2 Standardized Emergency Management System Functions.....	20
2.2.3 Standardized Emergency Management System Components.....	22
2.2.4 National Incident Management System.....	24
2.2.5 Mutual Aid.....	25
2.2.6 Mutual Aid Coordination.....	25
2.3 Sequence of Events During Disasters	27
2.3.1 Before Impact.....	28
2.3.2 Immediate Impact.....	28
2.3.3 Sustained Operations.....	30
2.3.4 Transition to Recovery.....	30
2.3.5 Proclaiming an Emergency.....	31
2.4 Continuity of Government Operations	34
2.4.1 Continuity of Government.....	35
2.4.2 Preservation of Vital Records.....	37
2.4.3 City of Albany Emergency Operations Policy Statement.....	38

2.4.4 Disaster Service Workers	38
2.5 Continuity of Operations	39
2.5.1 Orders of Succession	39
SECTION 3.0 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES	40
3.1 Emergency Management Response Levels	40
3.1.1 National Emergency	41
3.2 City Department/Allied Agency Emergency Operations Center Organization Assignments.....	41
3.2.1 Director of Emergency Services	43
3.3 Role of Private Sector	43
3.3.1 Albany Residents	43
3.3.2 Populations with Access and Functional Needs.....	43
3.3.3 At-Risk Individuals.....	44
3.3.4 Businesses	44
3.3.5 Volunteer Organizations.....	45
3.3.6 Public-Private Partnerships	45
SECTION 4.0 DIRECTION, CONTROL AND COORDINATION.....	47
4.1 Direction and Control	47
4.2 Coordination	47
SECTION 5.0 INFORMATION COLLECTION AND DISSEMINATION	48
5.1 Action Planning.....	48
5.1.1 Planning Requirements.....	48
5.2 Emergency Operations Center Reporting	48
5.3 Emergency Operations Center Reporting Systems	48
5.4 Emergency Public Information	49
SECTION 6.0 COMMUNICATIONS.....	50
6.1 Warning Responsibility	50
6.2 Warning and Alert Mechanisms	50
6.3 Warning Conditions	50
SECTION 7.0 DOCUMENTATION, ADMINISTRATION, FINANCE AND LOGISTICS	51
7.1 Documentation.....	51
7.2 Finance.....	51
7.3 Expenditure Tracking.....	51
7.3.1 Eligible Expenses	51
7.3.2 Recordkeeping Requirements.....	51
7.4 Resource Management.....	52
7.4.1 Resource Priorities	52
7.4.2 Resource Requests	52
SECTION 8.0 PREPAREDNESS, TRAINING, EXERCISES AND AFTER ACTION REPORTING	54
8.1 Preparedness Planning.....	54
8.1.1 Community Preparedness and Awareness	54
8.1.2 Preparedness Actions	54
8.2 Readiness Training.....	55
8.3 Exercise and Evaluation.....	55
8.4 After Action Reporting	55

SECTION 9.0 PLAN DEVELOPMENT AND MAINTENANCE 57
 9.1 Plan Development and Maintenance Responsibility 57
 9.2 Review and Updating 57

SECTION 10.0 AUTHORITIES AND REFERENCES..... 58
 10.1 Authorities 58
 10.2 References..... 58

SECTION 11.0 GLOSSARY AND ACRONYMS..... 59
 11.1 Glossary of Terms..... 59

Appendix BP-1 Sample Proclamations 67

APPROVAL AND IMPLEMENTATION

Foreword

The City of Albany Emergency Operations Plan addresses the City's planned response to extraordinary emergency situations associated with natural disasters, technological incidents and national security emergencies in or affecting the City of Albany. This plan does not apply to normal day-to-day emergencies or the established departmental procedures used to cope with such emergencies. Rather, this plan focuses on operational concepts and would be implemented relative to large-scale disasters, which can pose major threats to life, property and the environment requiring unusual emergency responses.

This plan accomplishes the following:

- Establishes the Emergency Management Organization required to mitigate any significant emergency or disaster affecting the City of Albany.
- Identifies the roles and responsibilities required to protect the health and safety of Albany residents, public and private property and the environmental effects of natural, technological and human-caused emergencies and disasters.
- Establishes the operational concepts associated with a field response to emergencies, the City of Albany Emergency Operations Center activities and the recovery process.

Plan Approval and Implementation

Upon concurrence of the City Council, the plan will be officially adopted and promulgated. The approval date will be included on the title page. The plan will be distributed to those City departments, supporting allied agencies and community organizations having assigned primary functions or responsibilities within the Emergency Operations Plan as necessary.

Plan Activation

The City of Albany Emergency Operations Plan may be activated by the Director of Emergency Services or designated alternates under any of the following circumstances:

- On the order of the Director of Emergency Services as designated by the City of Albany Municipal Code Chapter 2-16 Emergency Organization and Functions.
- Upon proclamation by the Governor that a STATE OF EMERGENCY exists in an area of the state.
- Automatically on the proclamation of a STATE OF WAR EMERGENCY as defined in the California Emergency Services Act (Chapter 7, Division 1, Title 2, California Government Code.)
- Upon declaration by the President, of the existence of a National Emergency.
- Automatically, on receipt of an attack warning or actual attack on the United States, or upon occurrence of a catastrophic disaster that requires immediate government response.

Plan Modifications

Upon the delegation of authority from the Director of Emergency Services, specific modifications can be made to this plan without the signature of the City Council. This Emergency Operations Basic Plan, its Functional Annexes and Attachments supersede all previous versions of the City of Albany Emergency Operations Plan.

RECORD OF CHANGES

(Note: File each revision transmittal letter behind this record page.)

REVISION NUMBER	ENTERED BY	DATE	REVISION NUMBER	ENTERED BY	DATE
1			21		
2			22		
3			23		
4			24		
5			25		
6			26		
7			27		
8			28		
9			29		
10			30		

RECORD OF CONCURRENCE

The following list of signatures documents each City Council Member's concurrence and receipt of the 2018 City of Albany Emergency Operations Plan. As needed, revisions will be submitted to the Albany Fire Department.

Mayor, Peggy McQuaid _____ DATE

Vice Mayor, Rochelle Nason _____ DATE

Council Member, Michael Barnes _____ DATE

Council Member, Nick Pilch _____ DATE

Council Member, Peter Maass _____ DATE

BASIC PLAN

SECTION 1.0 PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

1.1 Purpose

The purpose of the City of Albany Emergency Operations Plan is to provide the basis for a coordinated response before, during and after a disaster incident affecting the City of Albany.

This plan is the principal guide for the City's response to, and management of real or potential emergencies and disasters occurring within its designated geographic boundaries. Specifically, this plan is intended to:

- Facilitate multi-jurisdictional and interagency coordination in emergency operations, particularly between the City, local government, private sector, operational, and state response levels, and appropriate federal agencies-
- Serve as a City plan, a reference document, and when possible, may be used for pre-emergency planning in addition to emergency operations.
- To be utilized in coordination with applicable local, state and federal contingency plans.
- Identify the components of an Emergency Management Organization and establish associated protocols required to effectively respond to, manage and recover from major emergencies and/or disasters.
- Establish the operational concepts and procedures associated with field response to emergencies, and Emergency Operations Center activities.
- Establish the organizational framework of the California Standardized Emergency Management System and the National Incident Management System within the City of Albany.

Allied agencies, special districts, private enterprise, and volunteer organizations having roles and responsibilities established by this plan are encouraged to develop operating protocols and emergency action checklists based on the provisions of this plan.

1.1.1 Planning Organization and Format

The plan is divided into several elements that contain general and specific information relating to City emergency management operations. Those elements are as follows:

Basic Plan

This section provides the structure and organization of the City of Albany Emergency Management Organization, identifies individual roles and responsibilities, describes the concept of emergency operations, and identifies how the City integrates the Standardized Emergency Management System and the National Incident Management System into their emergency management organizations. In addition, this section contains supporting materials to the overall Emergency Operations Plan and its components.

Functional Annexes

The Functional Annexes contain detailed descriptions of the methods that the City of Albany and its departments follow for critical functions during emergency operations. These Functional Annexes describe both the State Emergency Functions and the Federal Emergency Support Functions and are explained in more detail in *Section 1.2 Scope*.

1.2 Scope

The scope of this plan applies to any extraordinary emergency situation associated with any hazard, natural, technological or human caused which may affect the City of Albany that generates situations requiring planned, coordinated responses by multiple agencies or jurisdictions.

The provisions, policies, and procedures of this plan are applicable to all agencies and individuals, public and private, having responsibilities for emergency preparedness, response, recovery, and/or mitigation in the City. The other governmental agencies within the City of Albany maintain their own emergency operations plans and those plans are consistent with the policies and procedures established by this plan.

Incorporating the Federal Emergency Management Agency Comprehensive Preparedness Guide 101 v. 2 and State of California Emergency Plan best practices, in addition to the County's Emergency Operations Plan, this plan is designed to be read, understood and exercised prior to an emergency and establishes the framework for implementation of the Standardized Emergency Management System and National Incident Management System for the City. The City Emergency Operations Plan is intended to facilitate multi-agency and multi-jurisdictional coordination, particularly between the City of Albany and its jurisdictions, as well as special districts, utilities, major businesses, the American Red Cross, community groups, state agencies, and the federal government. Emergency operations in the City of Albany will be coordinated through the structure of the Emergency Operations Center. This plan will be used in coordination with the *State Emergency Plan and the National Response Framework*.

This plan is part of a larger framework that supports emergency management within the State. Through an integrated framework of emergency plans and procedures involving all stakeholders in the emergency management community, the City of Albany together with the County of Alameda, its political subdivisions, the Coastal Region of the State of California Office of Emergency Services and the Federal government will promote effective planning and coordination prior to an emergency, thereby ensuring a more effective response and recovery.

1.2.1 California Emergency Functions

The State Emergency Plan establishes the California Emergency Functions as a key component of California's system for all-hazards emergency management. The California Office of Emergency Services initiated the development of the California Emergency Functions in cooperation with California's emergency management community including federal, state, tribal, and local governments, public/private partners and other stakeholders to ensure effective collaboration during all phases of emergency management. The development of the California Emergency Functions involves organization of the participating stakeholders and gradual development of emergency function components. This development also includes a process to maintain each of the California Emergency Functions as a permanent component of California's emergency management system. The City of Albany will use Alameda County's methods of emergency function utilization for planning purposes and to comply with state/federal grant funding guidance. The California Emergency Functions will be used to interpret the State Emergency Plan and bridge the federal and state guidance in the City of Albany's emergency planning efforts. A comparison of Federal Emergency Support Functions and California Emergency Functions is found in *Figure 1 - Federal Emergency Support Function/State Emergency Functions Comparison*.

Federal Emergency Support Function	California Emergency Function
ESF #1 Transportation	CA-EF #1 Transportation
ESF #2 Communications	CA-EF #2 Communications
ESF #3 Public Works and Engineering	CA-EF #3 Construction and Engineering
ESF #4 Firefighting; ESF #9 Search & Rescue	CA-EF #4 Fire and Rescue
ESF #5 Emergency Management	CA-EF #5 Management
ESF #6 Mass Care	CA-EF #6 Care and Shelter
ESF #7 Resource Support	CA-EF #7 Resources
ESF #8 Public Health & Med Services	CA-EF #8 Public Health and Medical
ESF #9 Search and Rescue	CA-EF #9 Search and Rescue
ESF #10 Oil and HazMat Response	CA-EF #10 Hazardous Materials
ESF #11 Ag and Natural Resources	CA-EF #11 Agriculture
ESF #12 Energy	CA-EF #12 Utilities
ESF #13 Public Safety; ESF #9 Search & Rescue	CA-EF #13 Law Enforcement
ESF #14 National Disaster Recovery Framework	CA-EF #14 Long-Term Recovery
ESF #15 External Affairs	CA-EF #15 Public Information

Figure 1 - Federal ESF/State EF Comparison

1.2.2 Federal Emergency Support Functions

The National Incident Management System identifies through its National Response Framework fifteen (15) Emergency Support Functions. These Emergency Support Functions are listed with a brief description, as they pertain below:

(ESF-1) Transportation – Transportation describes the surface transportation resources (human, technical, information, equipment, facility, materials, and supplies) needed to support government participants, and civilian organizations having the capacity to perform emergency transportation response missions in the event of a public emergency.

(ESF-2) Communications – Ensures the provision of communications support to response efforts following a declared public emergency under the Emergency Operations Plan.

(ESF-3) Public Works and Engineering – Provides technical advice and evaluation, engineering services, contracting for construction management and inspection, contracting for the emergency repair of water and wastewater treatment facilities, potable water and ice, and emergency power support to assist in meeting goals related to lifesaving and life sustaining actions, damage mitigation, and recovery activities following a public emergency.

(ESF-4) Firefighting – Supports the response and suppression of fires resulting from, or occurring coincidentally with, a public emergency in an extraordinary situation.

(ESF-5) Emergency Management – Collects, analyzes, processes, and disseminates information about a potential or actual public emergency to facilitate the overall activities in providing assistance.

(ESF-6) Mass Care, Housing, and Human Services – Coordinates efforts to provide mass care needs to victims of a public emergency. These services could include, but are not limited to, providing shelter, food, and emergency first aid assistance to those impacted by a public emergency.

(ESF-7) Resource Support – Provides logistical/resources support following a public emergency and establish lines of communication between the primary and supporting agencies.

(ESF-8) Public Health and Medical Services – Provides coordinated assistance and resources to respond to public health and medical care needs following a public emergency.

(ESF-9) Urban Search and Rescue – Deploys components of Law, Fire, and Emergency Medical Services to provide specialized lifesaving assistance in the event of a public emergency involving structural collapse or other cave in. Operational activities include conducting physical search and rescue in collapsed buildings; providing emergency medical care to trapped victims; assessment and control of gas and electricity and hazardous materials; and evaluating and stabilizing damaged structures.

(ESF-10) Oil and Hazardous Materials Response – Within the context of this ESF, the term “hazardous materials” is defined broadly to include oil; hazardous substances under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended; pollutants and contaminants defined under Section 101 (33) of CERCLA; and certain chemical, biological, and radiological material, including weapons of mass destruction. The purpose of Emergency Support Function-10 is to provide a coordinated response to actual or potential discharges and/or releases of oil, chemical, biological, radiological, or other hazardous substances.

(ESF-11) Agriculture and Natural Resources – The purpose of this ESF is to identify Nutritional services, determine impact of the emergency on agricultural production, animal health, and natural resource protection and restoration.

(ESF-12) Energy – Helps restore energy systems following a public emergency.

(ESF-13) Public Safety and Security – Provides for the safety of citizens and security of property during public emergencies. It operates under the Standardized Emergency Management System with procedures for the command, control, and coordination of law enforcement personnel to support emergency operations.

(ESF-14) National Disaster Recovery Framework - Provides guidance on the community outreach function to expedite the government’s ability to help citizens recover from the effects of a public emergency. Provides guidance on Public Assistance in a public emergency and establishes a consistent framework for coordinating with volunteer organizations supporting a response.

(ESF-15) External Affairs – Provides guidance on the media relations and serves as a direct link to media outlets, community leaders, and residents. Works in close coordination with other program elements to develop and deliver critical information during and immediately following a public emergency. This Emergency Support Function will coordinate and collaborate with media,

community, and public information personnel jurisdictions to support communities and provide the media and public with needed and useful information.

Each element of the Emergency Management Organization is responsible for assuring the preparation and maintenance of appropriate response plans and current Standard Operating Procedures resource lists and checklists that detail how assigned responsibilities will be performed to support implementation of this plan and to ensure successful response during a major disaster.

Elements to be addressed in Standard Operating Procedures are:

- Arrangements for the provision of direction and control within the department/agency.
- Specific emergency authorities that may be assumed by a designated successor during emergency situations.
- Circumstances under which successor emergency authorities would become effective, and when they would be terminated.
- Current internal personnel notification/recall rosters and procedures to implement them. This should include a 24-hour communication system with the capability to notify and call-out personnel designated by the agency for emergency response.
- Designation and establishment of a work/control/dispatch center or Department Operations Center to manage organizational resources and response personnel and, to maintain contact with the Emergency Operations Center during emergencies.
- Designation of a representative to report to the Emergency Operations Center during an emergency to advise decision makers and coordinate the agency's response efforts with other responding entities.
- Reporting of appropriate information (casualties, damage observations, evacuation status, shelter status, chemical exposure, etc.) to the Emergency Operations Center during an emergency.
- Support of cleanup and recovery operations during disasters.
- Training of assigned response staff to perform emergency functions.

It is the City's intent to fulfill the policies described herein, within the capabilities and resources available at the time of an emergency or disaster event.

1.3 Situation Overview

This chapter describes a number of potential hazards that could affect the City of Albany, which would warrant the activation of the Emergency Management Organization. The map **Figure 2 – Base Map of Albany**, details the base City of Albany street map.

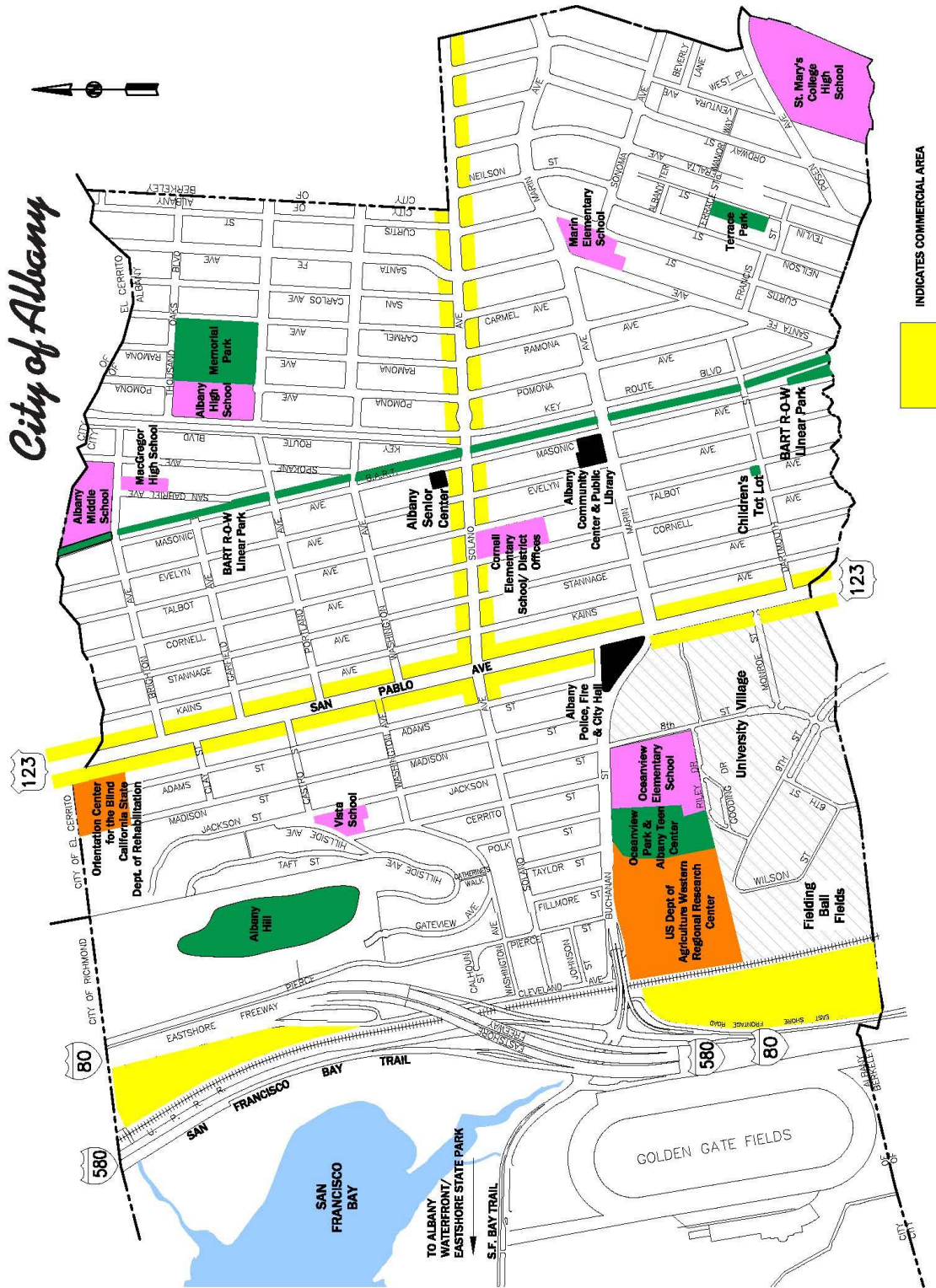


Figure 2 - Base Map of Albany

1.3.1 Hazard Analysis Summary

In 2010, the Association of Bay Area Governments together with the County of Alameda's Office of Emergency Services and a consortium of community stakeholders worked to complete the County of Alameda Hazard Mitigation Plan, which included the City of Albany. The purpose of this analysis was to identify and discuss the natural and human caused threats confronting the communities and the mitigation efforts that have taken place or are underway that might address those threats. For more in-depth details, please refer to the County of Alameda Hazard Mitigation plan within the Office of Emergency Services.

The City is vulnerable to a wide range of threats. An all-hazards threat perspective must include a complete range of threats including emerging and increasing technological factors. It is important to consider past events for future planning, with the consideration that the location and scope of hazards changes over the years.

Although an attempt has been made to identify all major hazards and their respective impacts, it must be remembered that we live in a time of emerging threats, and nature, coupled with humankind's ongoing development and tendencies toward violence ensures that the material contained within this document will surely require modification.

1.3.2 Capability Assessment

A capability assessment provides part of the foundation for determining the type of emergency management, preparedness, and mitigation strategy. The assessment process also identifies gaps or weaknesses that may need to be addressed through preparedness planning goals and actions deemed practical considering the jurisdiction's capabilities to implement them. Finally, the capability assessment highlights the positive measures that are in place or underway for continued support and enhancement of the jurisdiction's preparedness and response efforts.

As an established organization, the Albany Emergency Organization has the capabilities to perform the necessary emergency response duties outlined in this Emergency Operations Plan.

1.3.3 Mitigation Overview

The City of Albany has taken a number of mitigation measures for each identified hazard to minimize the impact that is likely to result from an emergency. The City of Albany has identified internally a number of mitigation efforts to reduce the likelihood that a defined hazard will impact their community. As the cost of damage from natural disasters continues to increase nationwide, the City of Albany recognizes the importance of identifying effective ways to reduce their vulnerability to disastrous events.

For detailed information on the City of Albany's mitigation strategies, please refer to their draft Annex completed under the ABAG contract, this information is available through the City of Albany Fire Department.

1.3.4 Assumptions

Certain assumptions were used during the development of this plan. These assumptions translate into basic principles associated with conducting emergency management operations in preparation for, response to, and recovery from major emergencies. "Assumptions" provide context, requirements, and situational realities that must be addressed in plan development and emergency operations.

- Emergencies or disasters may occur at any time, day or night, in populated as well as remote areas of the City of Albany.
- Major emergencies and disasters will require a multi-agency, multi-jurisdictional response. For this reason, it is essential that the Standardized Emergency Management System and, in many cases, a Unified Command, be implemented immediately by responding agencies and expanded as the situation dictates.
- The City of Albany is primarily responsible for emergency actions within the City boundaries and will commit all available resources to save lives, minimize injury to persons and minimize property damage.
- Large-scale emergencies and/or disasters may overburden local resources and necessitate mutual aid from neighboring jurisdictions.
- Large-scale emergencies and/or disasters and the complex organizational structure required to respond to them pose significant challenges in terms of warning and notification, logistics, and agency coordination.
- Major emergencies and/or disasters may generate widespread media and public interest. The media must be considered a partner in large-scale emergencies and/or disasters; this relationship can provide considerable assistance in emergency public information and warning.
- Large-scale emergencies and disasters may pose serious long-term threats to public health, property, the environment, and the local economy. While responding to significant disasters and/or emergencies, all strategic decisions must consider each of these consequences.
- Disasters and/or emergencies may require an extended commitment of personnel and other resources from involved agencies and jurisdictions.
- The Emergency Management Organization is familiar with this plan and with the Standardized Emergency Management System and the National Incident Management System.

SECTION 2.0 CONCEPT OF OPERATIONS

2.1 Goals, Priorities and Strategies

During the response phase, emergency managers set goals, prioritize actions and outline operational strategies. This plan provides a broad overview of those goals, priorities and strategies, and describes what should occur during each step, when and at whose direction.

2.1.1 Operational Goals

During the response phase, the agencies that are charged with responsibilities in this plan should focus on the following five goals:

- Mitigate hazards.
- Meet basic human needs.
- Address needs of the People with Access and Functional Needs.
- Restore essential services.
- Support community and economic recovery.

2.1.2 Operational Priorities

Operational priorities govern resource allocation and the response strategies for the City of Albany and its political subdivisions during an emergency. Below are operational priorities addressed in this plan:

- **Save Lives** – The preservation of life is the top priority of emergency managers and first responders and takes precedence over all other considerations.
- **Protect Health and Safety** – Measures should be taken to mitigate the impact of the emergency on public health and safety.
- **Protect Property** – All feasible efforts must be made to protect public and private property and resources, including critical infrastructure, from damage during and after an emergency.
- **Preserve the Environment** – All possible efforts must be made to preserve the environment and protect it from damage during an emergency.

2.1.3 Operational Strategies

To meet the operational goals, emergency responders should consider the following strategies:

- **Mitigate Hazards** – As soon as practical, suppress, reduce or eliminate hazards and/or risks to persons and property during the disaster response. Lessen the actual or potential effects and/or consequences of future emergencies.
- **Meet Basic Human Needs** – All possible efforts must be made to supply resources to meet basic human needs, including food, water, shelter, medical treatment and security during the emergency. Afterwards provisions will be made for temporary housing, general needs assistance, and support for re-establishing employment after the emergency passes.
- **Address Needs of People with Access and Functional Needs** – People with access and functional needs are more vulnerable to harm during and after an emergency. The needs of people with access and functional needs must be considered and addressed.
- **Restore Essential Services** – Power, water, sanitation, transportation and other essential services must be restored as rapidly as possible to assist communities in returning to normal daily activities.

- **Support Community and Economic Recovery** – All members of the community must collaborate to ensure that recovery operations are conducted efficiently, effectively and equitably, promoting expeditious recovery of the affected areas.

2.2 Standardized Emergency Management System

The Standardized Emergency Management System is the cornerstone of California’s emergency response system and the fundamental structure for the response phase of emergency management. The Standardized Emergency Management System is required by the California Emergency Services Act for managing multiagency and multijurisdictional responses to emergencies in California. The system unifies all elements of California’s emergency management community into a single integrated system and standardizes key elements. The Standardized Emergency Management System incorporates the use of the Incident Command System, California Disaster and Civil Defense Master Mutual Aid Agreement, the Operational Area concept and multiagency or inter-agency coordination. State agencies are required to use the Standardized Emergency Management System and local government entities must use the Standardized Emergency Management System in order to be eligible for any reimbursement of response-related costs under the state’s disaster assistance programs.

2.2.1 Standardized Emergency Management System Organization Levels

There are five Standardized Emergency Management System organizational levels, as illustrated in *Figure 3 - Standardized Emergency Management System Organization Levels*.

Field – The Field Level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat.

Local Government (City of Albany) – The Local Government Level includes cities, counties and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use the Standardized Emergency Management System when their Emergency Operations Center is activated or a local emergency is declared or proclaimed in order to be eligible for state reimbursement of response-related costs.

Operational Area – An Operational Area is the intermediate level of the state’s emergency management organization, which encompasses a county’s boundaries, and all political subdivisions located within that county, including special districts. The Operational Area facilitates and/or coordinates information, resources and decisions regarding priorities among local governments within the Operational Area. The Operational Area serves as the coordination and communication link between the Local Government Level and Regional Level. State, federal and tribal jurisdictions in the Operational Area may have statutory authorities for response similar to that at the local level.

Region – The Regional Level manages and coordinates information and resources among Operational Areas within the mutual aid region and also between the Operational Area and the



Figure 3 - Standardized Emergency Management System Organization Levels

State Level. The Regional Level also coordinates overall state agency support for emergency response activities within the region. California is divided into three Administrative Regions – Inland, Coastal and Southern – which are further divided into six mutual aid regions. The Regional Level operates out of the Regional Emergency Operations Center. *See Figure 6 – California Mutual Aid Regions.*

State – The State Level of the Standardized Emergency Management System prioritizes tasks and coordinates state resources in response to the requests from the Regional Level and coordinates mutual aid among the mutual aid regions and between the Regional Level and State Level. The State Level also serves as the coordination and communication link between the state and the federal emergency response system. The State Level requests assistance from other state governments through the Emergency Management Assistance Compact and similar interstate compacts/agreements and coordinates with the Federal Emergency Management Agency when federal assistance is requested. The State Level operates out of the State Operations Center.

At the **Federal Level**, the National Response Framework identifies the methods and means for federal resources to provide support to the state and local government. Federal resources would be accessed via the Standardized Emergency Management System process through the mutual aid region and State Operations Center.

2.2.2 Standardized Emergency Management System Functions

Standardized Emergency Management System requires that every emergency response involving multiple jurisdictions or multiple agencies include the five functions identified in *Figure 4 - Standardized Emergency Management System Functions*. These functions must be applied at each level of the Standardized Emergency Management System organization.

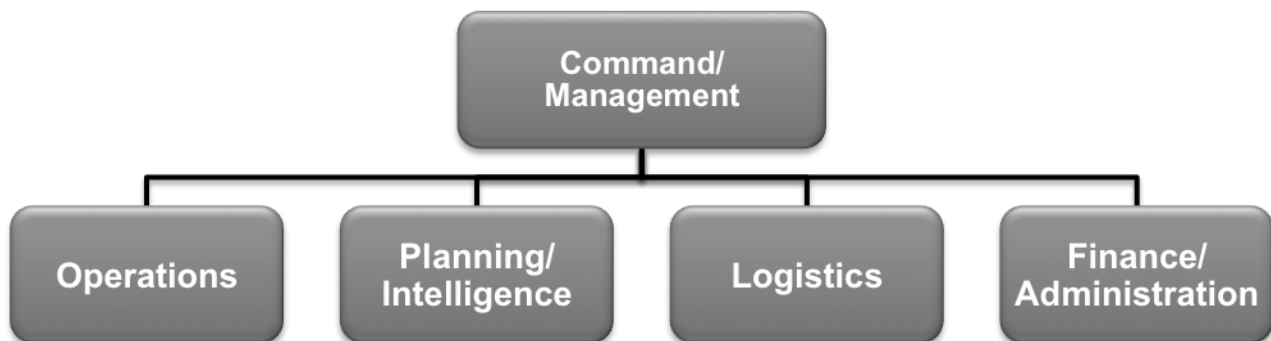


Figure 4 - Standardized Emergency Management System Functions

Command/Management: Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the Standardized Emergency Management System Emergency Operations Center levels. Command and Management are further discussed below:

- **Command:** A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in the organization. In the Incident Command System the Incident Commander, with appropriate policy direction and authority from the responding agency, sets the objectives to be accomplished and approves

the strategy and tactics to be used to meet those objectives. The Incident Commander must respond to higher authority. Depending upon the incident's size and scope, the higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the Department Operations Center or the Emergency Operations Center, when activated.

- **Management:** The Emergency Operations Center serves as a central location from which multiple agencies or organizations coordinate information collection and evaluation, priority setting and resource management. Within the Emergency Operations Center, the Management function:
 - Facilitates multiagency coordination and executive decision making in support of the incident response
 - Implements the policies established by the governing bodies
 - Facilitates the activities of the Multiagency Coordination Group
- **Operations:** Responsible for coordinating and supporting all jurisdictional operations supporting the response to the emergency through implementation of the organizational level's Action Plans. At the Field Level, the Operations Section is responsible for the coordinated tactical response directly applicable to, or in support of the objectives in accordance with the Incident Action Plan. In the Emergency Operations Center, the Operations Section Coordinator/Chief manages functional coordinators who share information and decisions about discipline-specific operations.
- **Logistics:** Responsible for providing facilities, services, personnel, equipment and materials in support of the emergency. Unified ordering takes place through the Logistics Section Ordering Managers to ensure controls and accountability over resource requests. As needed, Unit Coordinators are appointed to address the needs for communications, food, medical, supplies, facilities and ground support.
- **Planning/Intelligence:** Responsible for the collection, evaluation and dissemination of operational information related to the incident for the preparation and documentation of the Incident Action Plan at the Field Level or the Action Plan at an Emergency Operations Center. Planning/Intelligence also maintains information on the current and forecasted situation and on the status of resources assigned to the emergency or the Emergency Operations Center. As needed, Unit Coordinators are appointed to collect and analyze data, prepare situation reports, develop action plans, set Geographic Information Systems priorities, compile and maintain documentation, conduct advance planning, manage technical specialists and coordinate demobilization.
- **Finance/Administration:** Responsible for all financial and cost analysis aspects of the emergency and for any administrative aspects not handled by the other functions. As needed, Unit Leaders are appointed to record time for incident or Emergency Operations Center personnel and hired equipment, coordinate procurement activities, process claims and track costs.

The field and Emergency Operations Center functions are further illustrated in *Figure 5 - Comparison of Field and Emergency Operations Center Standardized Emergency Management System Functions*.

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

Figure 5 - Comparison of Field and EOC Standardized Emergency Management System Functions

2.2.3 Standardized Emergency Management System Components

- **Management by Objectives** -The Management by Objectives feature of the Incident Command System, as applied to Standardized Emergency Management System, means that each Standardized Emergency Management System Level establishes for a given Operational Period, measurable and attainable objectives to be achieved. An objective is an aim or end of an action to be performed. Each objective may have one or more strategies and performance actions needed to achieve the objective.
- **Operational Period** -The Operational Period is the length of time set by command at the Field Response Level and by management at other levels to achieve a given set of objectives. The period may vary in length from a few hours to days and will be determined by the situation.
- **Action Plans** - Action planning should be used at all Standardized Emergency Management System Levels. There are two types of action plans in the Standardized Emergency Management System: Incident Action Plans and Emergency Operations Center Action Plans. Incident Action Plans are used at the Field Response Level. The Incident Action Plan can be either written or verbal although for documentation purposes the written Incident Action Plan is preferable. The Incident Action Plan contains objectives reflecting the overall incident strategy, specific tactical actions and supporting information for the next

Operational Period. Incident Action Plans are an essential and required element in achieving objectives under the Incident Command System.

- **Emergency Operations Center Action Plans** are crafted at Local Government, Operational Area, Region, and State Emergency Operations Center Levels. The use of Emergency Operations Center Action Plans provides designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. Emergency Operations Center Action Plans not only provide direction, but also serve to provide a basis for measuring achievement of objectives and overall system performance. Action Plans can be extremely effective tools during all phases of a disaster.
- **Organizational Flexibility – A Modular Organization** - The intent of this Standardized Emergency Management System feature is that at each Standardized Emergency Management System Level, only those functional elements that are required to meet current objectives need to be activated. All elements of the organization can be arranged in various ways within or under the five Standardized Emergency Management System essential functions. The functions of any non-activated element are the responsibility of the next highest element in the organization. Each activated element must have a person in charge; however, one supervisor may be in charge of more than one functional element.
- **Organizational Unity and Hierarchy of Command** - Organizational unity means that every individual within an organization has a designated supervisor. Hierarchy of command/ management means that all functional elements within each activated Standardized Emergency Management System Level are linked together to form a single overall organization with appropriate span of control limits.
- **Span of Control** - Maintaining a reasonable span of control is the responsibility of every supervisor at all Standardized Emergency Management System Levels. The optimum span of control is one to five, meaning that one supervisor has direct supervisory authority over five positions or resources. The recommended span of control for supervisory personnel at the Field Response Level and all Emergency Operations Center Levels should be in the one-to-three to one-to-seven ratio. A larger span of control may be acceptable when the supervised positions or resources are all performing a similar activity.
- **Personnel Accountability** - An important feature to all Standardized Emergency Management System Levels is personnel accountability. This is accomplished through the Organizational Unity and Hierarchy of Command or Management features, along with the use of check-in forms, position logs and various status forms. The intent is to ensure that there are proper safeguards in place so all personnel at any Standardized Emergency Management System Level can be accounted for at any time.
- **Common Terminology** - In the Standardized Emergency Management System, common terminology is applied to: functional elements, position titles, facility designations, and resources. The purpose of having common terminology is to rapidly enable multi-agency, multi-jurisdiction organizations and resources to work together effectively. This will vary from level to level in terms of directing, controlling, coordinating, and resource inventorying. Procedures for effective resources management must be geared to the function and the level at which the function is performed.
- **Integrated Communications** - This feature of the Standardized Emergency Management System relates to: hardware systems, planning for system selection and linking, and the procedures and processes for transferring information. At the Field Response Level, integrated communications are used on any emergency. At and between all Standardized Emergency Management System Levels, there must be a dedicated effort to ensure that communications systems, planning and information flow are accomplished in an effective

manner. The specifics of how this is accomplished at Emergency Operations Center Levels may be different than at the Field Response Level.

More on the Standardized Emergency Management System Regulations and Standardized Emergency Management System Guidelines can be found on the California Office of Emergency Services Website.

2.2.4 National Incident Management System

The terrorist attacks of September 11, 2001, illustrated the need for all levels of government, the private sector, and nongovernmental agencies to prepare for, protect against, respond to, and recover from a wide spectrum of events that exceed the capabilities of any single entity. These events require a unified and coordinated national approach to planning and to domestic incident management. To address this need, the President signed a series of Homeland Security Presidential Directives (HSPDs) that were intended to develop a common approach to preparedness and response. Two HSPDs that are of particular importance to emergency planners:

- HSPD-5, Management of Domestic Incidents: identifies steps for improved coordination in response to incidents. It requires the Department of Homeland Security to coordinate with other federal departments and/or agencies and state, local, and tribal governments to establish a National Response Framework and a National Incident Management System.
- HSPD-8, National Preparedness: describes the way federal departments and agencies will prepare. It requires DHS to coordinate with other federal departments and agencies—and with state, local, and tribal governments to develop a National Preparedness Goal.

Together, the National Incident Management System, National Response Framework, and the National Preparedness Goal define what needs to be done to prevent, protect against, respond to, and recover from a major event; and how well it needs to be done. These efforts align federal, state, local, and tribal entities; the private sector; and nongovernmental agencies to provide an effective and efficient national structure for preparedness, incident management, and emergency response.

The National Incident Management System structure provides a consistent framework for incident management at all jurisdictional levels, regardless of the cause, size, or complexity of the incident. Building on the Incident Command System and the National Incident Management System provides the nation's first responders and authorities with the same foundation for incident management for terrorist attacks, natural disasters, and all other emergencies. The National Incident Management System structure requires the institutionalization of the Incident Command System and its use to manage all domestic incidents.

The National Incident Management System structure integrates existing best practices into a consistent, nationwide approach to domestic incident management that is applicable at all jurisdictional levels and across functional disciplines. Six major components make up the National Incident Management System system's approach:

- Command and Management.
- Preparedness.
- Resource Management.
- Communications and Information Management.
- Supporting Technologies.
- Ongoing Management and Maintenance.

2.2.5 Mutual Aid

California's emergency assistance is based on a statewide mutual aid system designed to ensure that additional resources are provided to the state's political subdivisions whenever their own resources are overwhelmed or inadequate. The basis for this system is the *California Disaster and Civil Defense Master Mutual Aid Agreement*, which is entered into by and between the State of California, its various departments and agencies and the various political subdivisions, municipal corporations and public agencies to assist each other by providing resources during an emergency. The agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. Under specific conditions, federal and state monies may be appropriated to reimburse public agencies that aid other jurisdictions. If other agreements, memoranda and contracts are used to provide assistance for consideration, the terms of those documents may affect disaster assistance eligibility and local entities may only be reimbursed if funds are available. This plan promotes the establishment of emergency assistance agreements between public and private sector agencies at all levels.

There are four approved, formal Mutual Aid Systems in California. Those systems are:

- Fire and Rescue.
- Law Enforcement.
- Coroner.
- Emergency Management (resources not covered by the other three systems).

Other informal mutual aid involves, but is not limited to the interchange of:

- Public Information.
- Medical and Health.
- Communications.
- Transportation Services.
- Facilities.
- Hazardous Materials Mutual Aid System.
- Volunteer and Private agencies.

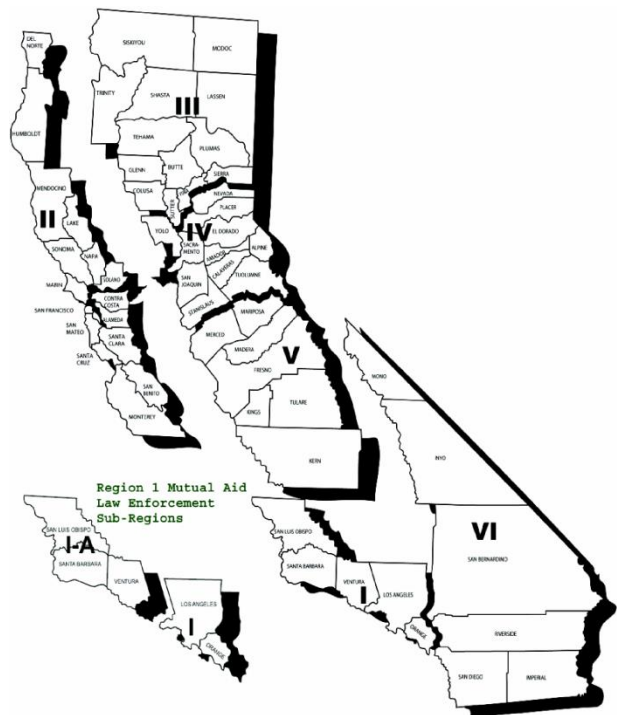


Figure 6 – California Mutual Aid Regions

California is divided into six mutual aid regions, which are subdivisions of the state emergency services organization established to facilitate the coordination of mutual aid and other emergency operations within an area of the State consisting of two or more Operational Areas. A map of the Regions are shown in *Figure 5 – California Mutual Aid Regions*, which details the Mutual Aid Regions. The City of Albany is located in Mutual Aid Region II.

2.2.6 Mutual Aid Coordination

Formal mutual aid requests will follow specified procedures and are processed through pre-identified mutual aid coordinators. Mutual aid requests will follow discipline-specific chains (i.e. fire, law enforcement, emergency manager, etc.) from one level of government to the next. The mutual aid coordinator receives the mutual aid request and coordinates the provision of resources from within the coordinator's geographic area of responsibility. In the event resources are

unavailable at one level of government, the request is forwarded to the next higher level of government to be filled.

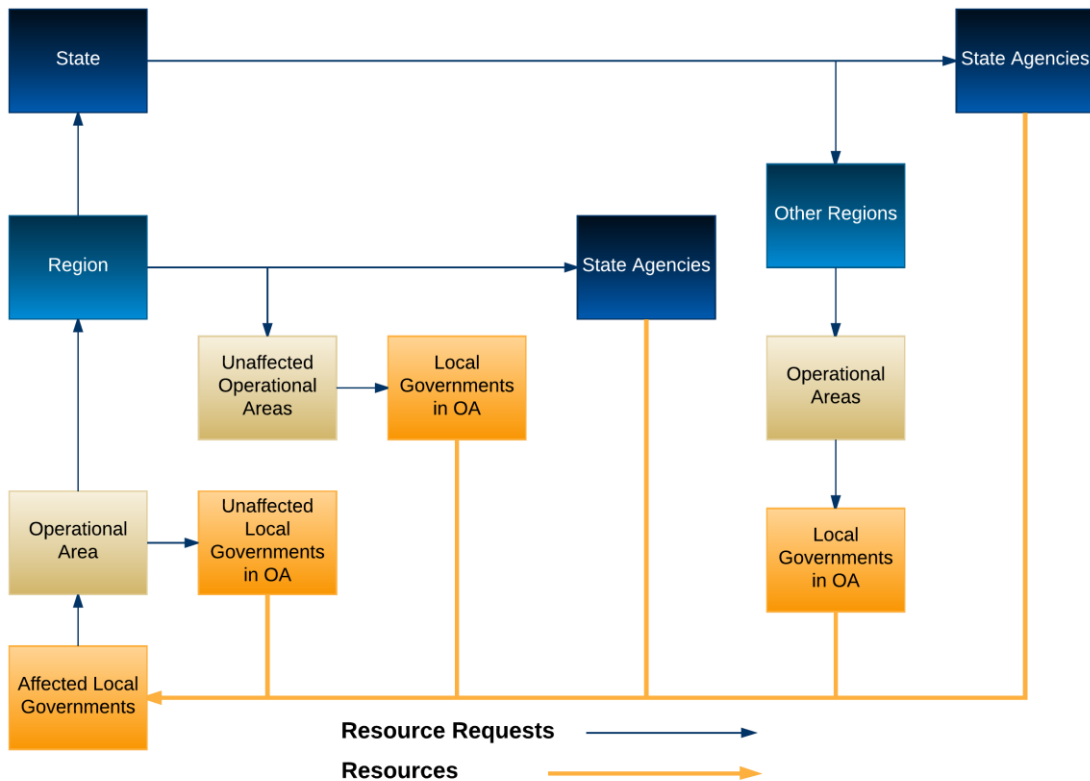


Figure 7 - Discipline-Specific Mutual Aid Systems

Field Level Requests: Requests for Master Mutual Aid Agreement resources originate from the Field Level and are managed by the Incident Commander. If the Incident Commander is unable to obtain the resource through existing local channels, the request is elevated to the next successive government level until obtained or cancelled.

Local Government Request: Local jurisdictions are responsible for the protection of life and property within the municipal geographic boundaries. The local jurisdiction where the incident occurred should assess its resource inventory and existing local agreements to determine if the requested resource is available. When locally committed resources are exhausted and mutual aid is needed, the local official will request assistance from the Operational Area Mutual Aid Coordinator.

Operational Area Requests: The Operational Area is a composite of its political subdivisions, (i.e. municipalities, contract cities, special districts and county agencies). The Operational Area Mutual Aid Coordinator assesses the availability of resources within the Operational Area and fulfills the resource request based upon that assessment. In the event resources are unavailable at the Operational Area level, the request is forwarded to the responsible Region Mutual Aid Coordinator to be filled.

sequence describes deployment of response teams, activation of emergency management organizations and coordination among the various levels of government. The emergency proclamation sequence outlines the steps to gain expanded emergency authorities needed to mitigate the problem. It also summarizes the steps for requesting state and federal disaster assistance.

2.3.1 Before Impact

Routine Monitoring for Alerts, Watches and Warnings: Emergency officials constantly monitor events and the environment to identify specific threats that may affect their jurisdiction and increase awareness level of emergency personnel and the community when a threat is approaching or imminent.

Increased Readiness: Sufficient warning provides the opportunity for response agencies to increase readiness, which are actions designed to increase an agency's ability to effectively respond once the emergency occurs. This includes, but is not limited to:

- Briefing government officials.
- Reviewing plans and procedures.
- Preparing and disseminating information to the community.
- Updating resource lists.
- Testing systems such as warning and communications systems.
- Activating Emergency Operations Centers even if precautionary.

Pre-Impact: When a disaster is foreseen as highly likely, action is taken to save lives and protect property. During this phase, warning systems are activated, resources are mobilized and evacuation begins.

2.3.2 Immediate Impact

During this phase, emphasis is placed on control of the situation, saving lives and minimizing the effects of the disaster. Below is a partial list of actions to be taken:

Alert and Notification: Local response agencies are alerted about an incident by the public through 9-1-1, another response agency, or other method. First responders are then notified of the incident. Upon an alert, response agencies notify response personnel.

Resource Mobilization: Response agencies activate personnel and mobilize to support the incident response. As the event escalates and expands, additional resources are activated and mobilized to support the response. Activation and mobilization continue for the duration of the emergency, as additional resources are needed to support the response. This includes resources from within the County, or, when resources are exhausted, from surrounding unaffected jurisdictions.

Incident Response: Immediate response is accomplished within the City by local responders. First responders arrive at the incident and function within their established field level plans and procedures. The responding agencies will manage all incidents in accordance with the Incident Command System organizational structures, doctrine and procedures.

Establishing Incident Command: Incident Command is established to direct, order, and/or control resources by virtue of some explicit legal agency or delegated authority. Initial actions are coordinated through the on-scene Incident Commander. The Incident Commander develops an initial Incident Action Plan, which sets priorities for the incident, assigns resources and includes a

common communications plan. If multiple jurisdictions or agencies are involved, the first responders will establish a Unified Incident Command Post to facilitate multijurisdictional and multiagency policy decisions. The Incident Commander may implement an Area Command to oversee multiple incidents that are handled by separate Incident Command System organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged.

Activation of the Multiagency Coordination System: Responding agencies will coordinate and support emergency management and incident response objectives through the development and use of integrated Multiagency Coordination Systems and Multiagency Coordination System Groups. This includes developing and maintaining connectivity capability between the Incident Command Post, local 9-1-1 Centers, local Emergency Operations Centers, Regional Emergency Operations Center, the State Operations Center and federal Emergency Operations Center and National Response Framework organizational elements.

Local Emergency Operations Center Activation (EOC): Local jurisdictions activate their local Emergency Operations Center based on the magnitude or need for more coordinated management of the emergency. When activated, local EOCs help form a common operating picture of the incident by collecting, analyzing and disseminating emergency information. The local Emergency Operations Center can also improve the effectiveness of the response by reducing the amount of external coordination of resources by the Incident Commander by providing a single point of contact to support multiagency coordination. When activated the local Emergency Operations Center notifies the Operational Area lead that the local Emergency Operations Center has been activated.

Communications between field and the Emergency Operations Center: When a jurisdiction Emergency Operations Center is activated, communications and coordination are established between the Incident Commander and the Department Operations Center to the Emergency Operations Center, or between the Incident Commander and the Emergency Operations Center.

Operational Area Emergency Operations Center Activation: If one or more Local EOCs are activated, or if the event requires resources outside the affected jurisdiction, the Operational Area Emergency Operations Center activates. The Operational Area Emergency Operations Center also activates if a Local Emergency is proclaimed by the affected local government. The Operational Area Emergency Operations Center then coordinates resource requests from the affected jurisdiction to an unaffected jurisdiction, or if resources are not available within the Operational Area, forwards the resource request to the Regional Emergency Operations Center and mutual aid coordinators.

Regional Emergency Operations Center Activation: Whenever an Operational Area Emergency Operations Center is activated the California Office of Emergency Services Regional Administrator will activate the Regional Emergency Operations Center within the affected region and notifies the California Office of Emergency Services Headquarters. The Regional Emergency Operations Center will then coordinate resource requests from the affected Operational Area to unaffected Operational Areas within the affected region, or, if resources are not available within the affected region, resource requests are forwarded to the State Operations Center for coordination.

State Level Field Teams: The State may deploy Field On-Site Observation Teams to provide situation reports on the disaster to the Regional Emergency Operations Center in coordination with the responsible Unified Command.

State Operations Center Activation: The State Operations Center is activated when the Regional Emergency Operations Center activates in order to:

- Continuously monitor the situation and provide situation reports to brief state officials as appropriate.
- Process resource requests between the affected regions, unaffected regions and state agency Department Operation Centers.
- Process requests for federal assistance and coordinate with Federal Incident Management Assistance Teams when established.
- Coordinate interstate resource requests as part of the Emergency Management Assistance Compact or Interstate Disaster and Civil Defense Compact.
- The State Operations Center may also be activated independently of a Regional Emergency Operations Center to continuously monitor emergency conditions.

Joint Information Center Activation: Where multiple agencies are providing public information, the lead agencies will work together to analyze the information available and provide a consistent message to the public and the media. Where practical, the agencies will activate a Joint Information Center to facilitate the dissemination of consistent information.

Department Operations Center Activation: Each state agency may activate a Department Operations Center to manage information and resources assigned to the incident. If a Department Operations Center is activated, an agency representative or liaison may be deployed to facilitate information flow between the two facilities.

Federal Emergency Management Agency Regional Response Coordination Center Activation: The Federal Emergency Management Agency Regional Response Coordination Center may deploy a liaison or Incident Management Assistance Team to the State Operations Center to monitor the situation and provide situational awareness to federal officials.

2.3.3 Sustained Operations

As the emergency situation continues, further emergency assistance is provided to victims of the disaster and efforts are made to reduce the likelihood of secondary damage. If the situation demands, mutual aid is provided, as well as activities such as search and rescue, shelter and care, and identification of victims.

2.3.4 Transition to Recovery

As the initial and sustained operational priorities are met, emergency management officials consider the recovery phase needs. Short-term recovery activities include returning vital life support systems to minimum operating standards. Long-term activity is designed to return to normal activities. Recovery planning should include reviews of ways to avert or mitigate future emergencies. During the recovery phase, damage is assessed, Local Assistance Centers and/or Disaster Recovery Centers are opened and hazard mitigation surveys are performed.

Local Assistance Centers: Local Assistance Centers are opened by local governments to assist communities by providing a centralized location for services and resource referrals for unmet needs following a disaster or significant emergency. The Local Assistance Center is normally staffed and supported by local, state and federal agencies, as well as non-profit and voluntary organizations. The Local Assistance Center provides a single facility at which individuals, families and businesses can access available disaster assistance programs and services. As more federal resources arrive, a federal Disaster Recovery Centers may be collocated with the state/local Local Assistance Centers.

Joint Field Office: The State coordinates with the Federal Emergency Management Agency as necessary to activate a Joint Field Office to coordinate federal support for the emergency. The State will appoint a State Coordinating Officer to serve as the state point of contact. A Federal Coordinating Officer is appointed upon a Presidential Declaration of an Emergency or Major Disaster.

Demobilization: As resources are no longer needed to support the response, or the response activities cease, resources are demobilized. Demobilization includes provisions to address and validate the safe return of resources to their original location and include processes for resource tracking and ensuring applicable reimbursement. Where applicable, the demobilization should include compliance with mutual aid and assistance provisions. For more information on the Recovery effort before, during and after a disaster, refer to the **Recovery Annex**.

2.3.5 Proclaiming an Emergency

The California Emergency Services Act provides for three types of emergency proclamations in California: (1) Local Emergency, (2) State of Emergency, and (3) State of War Emergency.

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

- **Local Emergency Proclamation:** A Local Emergency may be recommended by the Director of Emergency Services as specified by City of Albany Municipal Code Chapter 2-16 Emergency Organization and Functions. A Local Emergency proclaimed by these individuals must be ratified by the Albany City Council within seven (7) days.

The governing body must review the need to continue the proclamation at least every thirty (30) days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant. A Proclamation is normally made when there is an actual incident, threat of disaster, or extreme peril to the safety of persons and property within the City of Albany, caused by natural, technological or human-caused situations.

The Proclamation of a Local Emergency provides the governing body with the legal authority to:

- Request the Governor proclaim a State of Emergency, if necessary.
- Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew within designated boundaries.
- Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements.
- Request state agencies and other jurisdictions to provide mutual aid.
- Require the emergency services of any local official or employee.
- Requisition necessary personnel and materials from any local department or agency.
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use.

- Impose penalties for violation of lawful orders.
- Conduct emergency operations without incurring legal liability for performance, or failure of performance. (Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities.)
- **Request for a California Office of Emergency Services Director's Concurrence:** Local governments can request cost reimbursement from the State for certain disaster-related repair costs under the California Disaster Assistance Act following the Proclamation of a Local Emergency. The Director's concurrence with the local proclamation is required for this reimbursement. This step is not required if a Governor's Proclamation of a State of Emergency is received for the same event.
- **Request for the Governor to Proclaim a State of Emergency:** When emergency conditions exceed or have the potential to exceed, local resources and capabilities, local government may request the Governor Proclaim a State of Emergency. The formal request may be included in the original emergency proclamation or as a separate document. The request must be received within ten (10) days of the event. In addition to providing access to reimbursement for eligible disaster related response and recovery expenditures, a Governor's proclamation can facilitate other actions, such as waiver of state regulations impacting response or recovery operations.
- **Initial Damage Estimate (IDE):** The request for a Director's Concurrence or a Governor's Proclamation should include a copy of the proclamation document and an IDE that estimates the severity and extent of the damage caused by the emergency. An IDE may not be immediately required for sudden emergencies with widespread impacts, emergencies of significant magnitude, or during fast moving emergencies where immediate response assistance is necessary.
- **Analysis of Request:** The California Office of Emergency Services Region reviews the request, the IDE, and a recommendation is made to the Governor through the Director of the California Office of Emergency Services.
- **Proclamation of a State Emergency:** The Governor proclaims a State of Emergency based on the formal request from the local governing body and the recommendation of the California Office of Emergency Services. If conditions and time warrant, the Governor drafts and signs a formal State of Emergency Proclamation. The Governor has expanded emergency powers during a proclaimed State of Emergency. The Governor:
 - Has the right to exercise police power as deemed necessary, vested in the State Constitution and the laws of California within the designated area.
 - Is vested with the power to use and commandeer public and private property and personnel, to ensure all resources within California are available and dedicated to the emergency when requested.
 - Can direct all state agencies to utilize and employ personnel, equipment and facilities for the performance of any and all activities designed to prevent or alleviate actual and threatened damage due to the emergency and can direct them to provide supplemental services and equipment to political subdivisions to restore any services in order to provide for the health and safety of the residents of the affected area.
 - May make, amend, or rescind orders and regulations during an emergency and temporarily suspend any non-safety-related statutes, ordinances, regulations, or rules that impose restrictions on the emergency response activities.

- **Governor’s Proclamation without a Local Request:** A request from the local governing body is not always necessary for the Governor to proclaim a State of Emergency. The Governor can proclaim a State of Emergency if the safety of persons and property in California are threatened by conditions of extreme peril or if the emergency conditions are beyond the emergency response capability and capabilities of the local authorities. This situation is, however, unusual.
- **Proclamation of a State of War Emergency:** In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever California or the nation is attacked by an enemy of the United States, or upon receipt by California of a warning from the federal government indicating that such an enemy attack is probable or imminent. The powers of the Governor granted under a State of War Emergency are commensurate with those granted under a State of Emergency.
- **State Request for a Presidential Declaration:** When it is clear that State capabilities will be exceeded, the Governor can request federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the President to provide financial and other assistance to state and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following Presidential emergency or major disaster declarations.
- **Preliminary Damage Assessment:** Upon submission of the request, the Federal Emergency Management Agency coordinates with the State to conduct a Preliminary Damage Assessment and determine if the incident is of sufficient severity to require federal assistance under the Stafford Act. This process could take a few days to a week depending on the magnitude of the incident. The Federal Emergency Management Agency uses the results of the Preliminary Damage Assessment to determine if the situation is beyond the combined capabilities of state and local resources and to verify the need for supplemental federal assistance. The Preliminary Damage Assessment also identifies any unmet needs that may require immediate attention. The Preliminary Damage Assessment may not be required if immediate response assistance is necessary.
- **Federal Analysis of the State’s Request:** The Federal Emergency Management Agency Regional Administrator assesses the situation and the request, then makes a recommendation to the President through the Federal Department of Homeland Security on a course of action. The decision to approve the request is based on such factors as the amount and type of damage, the potential needs of the affected jurisdiction and the State, availability of state and local government resources, the extent and type of insurance in effect, recent disaster history and the State’s hazard mitigation history.
- **Federal Declarations without a Preliminary Damage Assessment:** If the incident is so severe that the damage is overwhelming and immediately apparent, the President may declare a major disaster immediately without waiting for the Preliminary Damage Assessment process described above.
- **Declaration of Emergency or Major Disaster:** The President of the United States can declare an Emergency or Major Disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC §5121 et seq.), thereby providing federal government resources to

support the States' response and recovery activities. While Presidential Declarations under the Stafford Act release federal resources and funding to support response and recovery, federal agencies may also provide assistance under other authorities or agreements that do not require a Presidential Declaration.

The sequence of activities occurring for the emergency response and the proclamation process is illustrated in *Figure 9 – Response Phase Sequence of Events*.

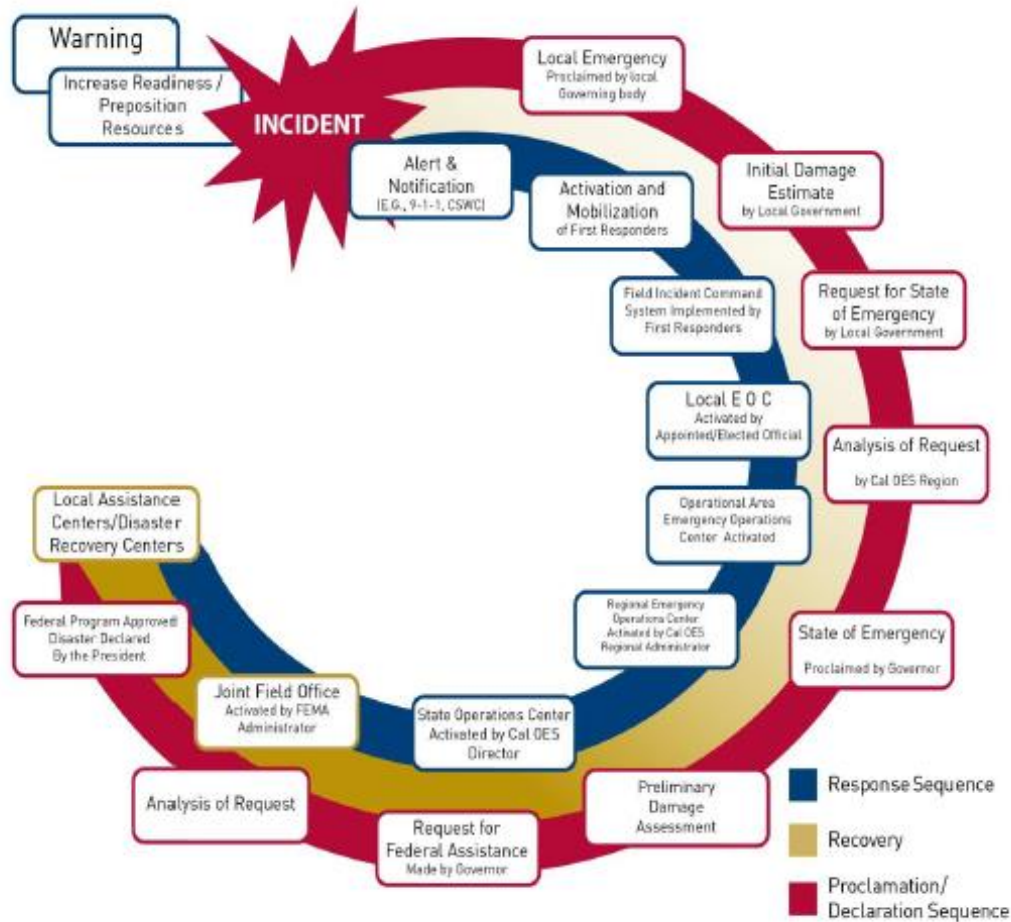


Figure 9 - Response Phase Sequence of Events

2.4 Continuity of Government Operations

A major disaster could result in great loss of life and property, including the death or injury of key government officials, the partial or complete destruction of established seats of government, and/or the destruction of public and private records essential to continued operations of government and industry.

In the aftermath of a major disaster, during the reconstruction period, law and order must be preserved and, so far as possible, government services must be maintained. The civil government can best complete these services. To this end, it is particularly essential that the local units of government continue to function.

Applicable portions of the California Government Code and the State Constitution provide authority for the continuity and preservation of state and local government.

2.4.1 Continuity of Government

Albany City Council

To provide for the continuation of the Council during an emergency, the Council may appoint standby members or make necessary appointments at the time of the emergency for an official quorum.

City Officials

Depending on the extent of the emergency, the normal City organization may be partially or completely replaced by an emergency organization, and City Officials may or may not be fully occupied with their emergency roles.

Alternate Facilities

The City Council and the City Administration together with the Fire Department have identified alternate facilities to coordinate emergency response, those are as follows:

City Council Chambers

If the City Council Chambers in the City Hall building are unusable the Temporary Seat of Government will be located at:

Albany Community Center, EOC Room
1249 Marin Ave.^[1]_[2]
Albany, CA 94706

Emergency Operations Center

The City Emergency Operations Center is located in the City Administration Complex and is adjacent to both the Fire and Police Departments. This facility has access to emergency power, landline telephones, radio communications and other important supporting information and resources. If this facility is not functional an alternate Emergency Operations Center location is located at:

Primary

Albany Emergency Operations Center, City Hall Complex
1000 San Pablo Ave
Albany, CA 94706



Primary EOC Location



Albany Community Center
Secondary EOC Room

Secondary

Albany Community Center, Emergency
Operations Center Room
1249 Marin Avenue
Albany, CA 94706

2.4.2 Preservation of Vital Records

Preservation of vital records of the City is critical to conducting emergency operations in the event of a disaster and to restoring the day-to-day operations of the city following a disaster. In addition, certain records contain information that document and protect the rights and interests of individuals and government. These latter records must also be protected and preserved.

In the City of Albany, the City Clerk's Office is responsible for the preservation and protection of vital records. Each department within the City will identify, maintain, and protect its vital records.



Typically, vital records comprise of a small percentage all the records of the city government and meet one or more of the following criteria:

1. Records necessary to conduct emergency operations may include the following categories:
 - Utility system maps (Public Works).
 - Locations of emergency supplies and equipment (Fire, Law, Public Works, Emergency Operations Center).
 - Emergency operations plans and procedures (City Mangers Office, Fire, Emergency Operations Center).
 - Lists of regular and auxiliary personnel (Human Resources).
2. Records required to restore day-to-day city operations include the following categories:
 - Constitutions and charters.
 - Statutes.
 - Ordinances.
 - Resolutions.
 - Court records.
 - Official proceedings.
 - Financial reports.
3. Records necessary for the protection of rights and interests of individuals and government, which may include the following categories:
 - Business license registers.
 - Articles of incorporation.

Currently, vital records for the City of Albany are routinely backed up and stored on a secure server.

2.4.3 City of Albany Emergency Operations Policy Statement

Limitations: Due to the nature of emergency response, the outcome is not easy to predict. Therefore, it should be recognized that this plan is meant to serve as a guideline and that the outcome of the response may be limited by the scope, magnitude and duration of the event.

Suspension of Routine Activities and Availability of Employees: Day-to-day functions that do not contribute directly to the disaster operation may be suspended for the duration of an emergency. Efforts normally required for routine activities may be redirected to accomplish emergency tasks. During an emergency response, City employees not otherwise assigned emergency/disaster related duties will, unless otherwise restricted, be made available to augment the work of their department, or other City departments, if required.

Households of Emergency Response Personnel: City employees may not be at peak efficiency or effectiveness during a disaster if the status of their households are unknown or in doubt. Employees who are assigned disaster response duties are encouraged to make arrangements with other employees, friends, neighbors or relatives to check on their immediate families in the event of a disaster and to communicate that information to the employee through the City of Albany Emergency Operations Center.

Non-Discrimination: All local activities will be carried out in accordance with federal nondiscrimination laws. It is the City's policy that no service will be denied on the basis of race, religion, national origin, age, sex, marital status, veteran status, sexual orientation or the presence of any sensory, mental or physical disability.

Citizen Preparedness: This plan does not substitute government services for individual responsibility. Citizens are expected to be aware of developing events and take appropriate steps to respond in a safe and timely manner. Since the City's resources and personnel may be overwhelmed at the onset of a disaster event, individuals and organizations should be prepared to be self-sufficient following a disaster. The City will make every effort to provide information to the public, via the media and other sources to assist citizens in dealing with the emergency.

2.4.4 Disaster Service Workers

Under California Government Code, Section 3100-3109, all public employees are obligated to serve as Disaster Service Workers. Public employees (civil service) are all persons employed by any county, city, state agency or public district in the State of California. Disaster Service Workers provide services and support during declared emergencies or disasters.

In the event of a major emergency or disaster, City employees may be called upon to perform certain duties in support of emergency management operations, such as: serve in a position in the Emergency Operations Center, support shelter operations, or work at a logistics base in the field.

- City employees may be required to work at any time during a declared emergency and may be assigned to disaster service work.
- Assignments may require service at locations, times and under conditions other than normal work assignments.
- Assignments may include duties within the Emergency Operations Center, in the field or at another designated location.

Under no circumstances will City employees that do not usually have a response role in their day to day responsibilities be asked to perform duties or functions that are hazardous, that they have not been trained to perform or that are beyond their recognized capabilities.

2.5 Continuity of Operations

A critical component of the City emergency management strategy involves ensuring that government operations will continue during and after a major emergency or disaster. The ability to maintain essential government functions, including the continuity of lawfully constituted authority is a responsibility that must be provided for to the greatest extent possible.

2.5.1 Orders of Succession

Lines of succession are provisions for the orderly and predefined transition of leadership during an emergency when the incumbents are unable or unavailable to execute their official duties. The orders specify who is authorized to make decisions or act on behalf of the department and are used for specific purposes during Business Continuity Plan activations, such as:

- Approving emergency policy changes.
- Approving changes in Agency Standard Operating Procedures.
- Empowering designated representatives to participate as members of departmental emergency response teams to act on behalf of the department head.
- Making personnel management decisions.
- Approving commitment of resources.
- Signing contracts.

Pre-identifying orders of succession is critical to ensuring effective leadership during an emergency. In the event an incumbent is incapable or unavailable to fulfill essential duties, successors have been identified to ensure there is no lapse in essential decision-making authority.

Emergency Organization Succession

The Emergency Operations Plan is designed so that anyone can step in and follow the position checklist for any emergency position within the City Emergency Operations Center, including the Director of Emergency Services; however, the municipal code requires that the Order of Succession for the Director of Emergency Service's position be as follows:

1. Director of Emergency Services – City Manager.
2. Assistant Director of Emergency Services – Fire Chief.
3. Police Chief, or other City Administration Departments.
4. Other city employee as determined suitable by the Director.

The City of Albany department level orders of succession are described below and shown in **Figure 10 – City of Albany Orders of Succession**:

- At least two positions deep, where possible, ensuring sufficient depth to ensure the City's ability to manage and direct its essential functions and operations.
- Geographically dispersed, where feasible.
- Described by positions or titles, rather than by names of individuals holding those offices.
- Reviewed by the organization's legal department as changes occur.
- Included as a vital record, with copies accessible and/or available at both the primary operating facility and continuity facilities.

CITY DEPARTMENT	DESIGNATED SUCCESSORS
Building Division	1. Community Development Director
	2. City Planner
City Attorney	1. Lead Counsel
	2.
City Clerk	1. City Clerk
	2. Deputy City Clerk
City Manager	1. City Manager
	2. Assistant City Manager
City Treasurer	1. Treasurer
	2. Community Development Director
Community Development	1. Community Development Director
	2. City Planner
Finance	1. Director
	2. City Accountant
Fire	1. Chief
	2. Fire Captain
Human Resources	1. Director
	2. Finance Director
Planning and Zoning	1. Community Development Director
	2. City Planner
Police	1. Chief
	2. Police Lieutenant
Public Works	1. Director
	2. Senior Engineer
Recreation and Community Services	1. Director
	2. Community Services Manager

Figure 10 – City of Albany Orders of Succession

In the event of a change in leadership status, the Department Head must notify the successors, as well as internal and external stakeholders. In the event departmental leadership becomes unreachable or incapable of performing their authorized legal duties, roles, and responsibilities, the Department head will initiate a notification of the next successor in line.

SECTION 3.0 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 Emergency Management Response Levels

The City of Albany Emergency Operations Plan will be activated when an emergency occurs or threatens to exceed capabilities to adequately respond to and mitigate an incident(s). The scope of an emergency, rather than the type, will largely determine whether the Emergency Operations Plan and Emergency Operations Center will be activated, and to what level.

For planning purposes, the California Office of Emergency Services has established three "levels" of response to emergencies. The City of Albany also employs this system to guide local response to emergencies.

3.1.1 National Emergency

In the event of a declared National Emergency, the City Emergency Operations Center could be activated and all elements of local government organized to respond to the indicated threat. A National Emergency may occur due to a real or potential act of terrorism or other catastrophic event that affects the country, including the City of Albany, Alameda County and surrounding jurisdictions.

For additional information regarding the City of Albany Direction and Control and Emergency Operations Center Functions, refer to the ***EOC Annex***.

3.2 City Department/Allied Agency Emergency Operations Center Organization Assignments

In the event of an Emergency Operations Center activation, each City department and selected allied agencies are assigned specific functions to support emergency management operations. These assignments may involve direct participation within the Emergency Operations Center or provide indirect support. See the Responsibility Matrix on the following page for Primary and Support roles for each City department or organization.

Department Emergency Operations Center Responsibility Matrix

CITY OF ALBANY, CA																						
Emergency Operations Center Functions	Management						Operations						Planning			Logistics			Finance			
	Management Section	EOC Coordination	Liaison	Public Information	Legal	Safety & Security	Operations Section	Law Enforcement Branch	Fire & Rescue Branch	Care & Shelter Branch	Const. & Eng. Branch	Utilities Branch	Planning Section	Situation Status Unit	Action Planning Unit	Documentation Unit	Logistics Section	Service Branch	Support Branch	Finance Section	Cost Recovery Unit	Fiscal Unit
City Manager	P	S	S	P										S	S						S	
City Attorney					P																	
City Clerk		S	P	S																		
City Treasurer																				S	S	S
Environmental Resources			S									S										
Finance																S	S			P	P	P
Fire Department	S	P				S	P		P													
Human Resources	S															S	S	S	S			
Police Department	S	S				P	P	P														
Public Works																S	P	P	P		S	
Recreation and Community Services									P													

P = Primary, S = Support

3.2.1 Director of Emergency Services

As defined by the City of Albany Municipal Code Chapter 2-16 Emergency Organizations and Functions, the City Administrator is the Director of Emergency Services and also serves as the Emergency Operations Center Director. If the Director is unavailable, the Assistant Director of Emergency Services who is appointed by the Director will assume the role. The direct municipal code is below:

2-16.6 Director and Assistant Director of Emergency Services.

The City Administrator shall be the Director of Emergency Services, and has the discretion, in periods of declared disasters, to create and staff the position of Assistant Director of Emergency Services. The Director of Emergency Services may also, at the discretion of the City Council, staff the position of Assistant Director in non-emergency periods to continue to assist the City in emergency preparedness, as well as the recovery and reconstruction efforts following an emergency. (Ord. #95-01, §1)

Within the City of Albany government organization, the City Administrator is responsible to the City Council for the City's Emergency Management program and has the authority to implement the program goals. The City Manager has delegated this responsibility to the Fire Chief. The City has taken the necessary steps and has directed the Fire Chief to perform the overall emergency management program coordination and day-to-day emergency management functions and activities.

3.3 Role of Private Sector

3.3.1 Albany Residents

The residents of Albany are the primary beneficiaries of the City's emergency management system. At the same time, residents play an important role in emergency management by ensuring that they and their families are prepared for disasters. Before an emergency, residents can assist the emergency management effort by taking first aid training, maintaining supplies and being prepared to evacuate or shelter in-place for several days.

Many residents join disaster volunteer programs such as Community Emergency Response Teams and remain ready to volunteer or support emergency response and recovery efforts. During an emergency, residents should monitor emergency communications and carefully follow directions from authorities. By being prepared, residents can better serve their family, their community and reduce demands on first responders.

3.3.2 Populations with Access and Functional Needs

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

Individuals in need of additional response assistance may include those who:

- Have disabilities – temporary and/or life long;
- Live in institutionalized settings;
- Are elderly;

- Are unaccompanied children;
- Are from diverse cultures;
- Have limited English proficiency or are non-English speaking;
- Have sight or hearing losses (impairments);
- Are transportation dis-advantaged; or,
- Other situations that would require assistance.

Lessons learned from recent emergencies concerning people with disabilities and older adults have shown that the existing paradigm of emergency planning, implementation and response must change to meet the needs of these groups during an emergency. These lessons show four areas that are repeatedly identified as most important to people with disabilities and older adults:

- **Communications and Public Information** – Emergency notification systems must be accessible to ensure effective communication for people who are deaf/hard of hearing, blind/low vision, or deaf/blind.
- **Evacuation and Transportation** – Evacuation plans must incorporate disability and older adult transportation providers for identifying and the movement of people with mobility impairments and those with transportation disadvantages.
- **Sheltering** – Care and shelter plans must address the access and functional needs of people with disabilities and older adults to allow for sheltering in general population shelters.
- **Americans with Disabilities Act** - When shelter facilities are activated, the State will work with local officials to ensure they accommodate the provisions of the Americans with Disabilities Act.

3.3.3 At-Risk Individuals

Another perspective is to consider the needs of people who are not in contact with traditional emergency service providers. These people may feel they cannot comfortably or safely access and use the standard resources offered in preparedness, response and recovery. These include, but are not limited to individuals who are:

- Homeless.
- Without transportation.
- Out of hearing range of community alert sirens / systems.
- Without radio or television to know they need to take action.
- Without access to telephones.
- Visiting or temporarily residing in an impacted region.
- Not familiar with available emergency response and recovery resources.
- Limited in their understanding of English.
- Geographically or culturally isolated.

3.3.4 Businesses

Much of Albany'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. These same businesses provide valuable resources before, during and after an emergency, as well as play a critical role in meeting the needs of those impacted by an emergency.

Target Hazards: Some key industries are potential targets for terrorist attacks and must institute measures to prevent attacks and protect their infrastructure and the surrounding community. This requires businesses to coordinate with local, state, and federal governments to ensure that their emergency plans are integrated with government plans.

Hazardous Materials Area Plans: Some industries are required by law or regulation to have emergency operations procedures to address a variety of hazards. The *California Office of Emergency Services Hazardous Materials Program* requires businesses that handle hazardous materials that meet certain quantity or risk thresholds must submit Business Program Plans and Risk Management Plans to the Alameda County Certified Unified Program Agency or Administering Agency. The Administering Agency can then develop Hazardous Materials Area Plans to respond to a release of hazardous material within Alameda County.

Business Emergency Plans: This plan recommends that all businesses develop comprehensive emergency plans that include employee injury and illness prevention programs, business resumption and continuity of operations elements. A comprehensive business emergency plan can assist the business and the community at-large by providing:

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

Business Operations Centers: This plan also promotes the use of business operations centers to enhance public and private coordination. Local governments can effectively coordinate with businesses by establishing a business operations center that is linked to their existing emergency operations center.

3.3.5 Volunteer Organizations

Albany recognizes the value and importance of organizations that perform voluntary services in their community. These organizations have resources, which can augment emergency response and recovery efforts. Some examples of voluntary organizations in Albany are the following:

- American Red Cross.
- Albany Community Emergency Response Teams.
- Albany Rotary.
- Albany Kiwanis
- Mount Diablo-Silverado Boy Scouts of America
- Salvation Army.
- Armature Radio Groups within Alameda County

3.3.6 Public-Private Partnerships

The private sector provides valuable assistance and resources to support emergency response and recovery activities. The goal of the Public-Private Partnership is to advise on:

- Appropriate agreements to provide for quick access to emergency supplies and essential services in order to minimize the need to stockpile such supplies during normal times.
- Logistic measures required to quickly deliver needed supplies and services to affected areas.
- Methods to utilize non-profit and private sector capabilities to increase the surge capacity of local agencies responding to emergencies.
- Methods to promote the integration of the non-profit and private sectors into the emergency services system so that people can be better informed and prepared for emergencies.
- Systems that aid business and economic recovery after an emergency.

SECTION 4.0 DIRECTION, CONTROL AND COORDINATION

4.1 Direction and Control

The City of Albany is responsible for coordinating the resources, strategies and policy for any event in the City that exceeds the capacity of field responders. Tactical control remains the responsibility of field Incident Commanders at all time. The City Manager, working through the mechanisms of the Emergency Operations Center, provides direction and control over the coordination of multi department and multi jurisdictional resources to support the field responders. Policy decisions may be made by the Emergency Operations Center Director that is staffed by the City Manager or designee.

4.2 Coordination

The City of Albany Emergency Operations Center will coordinate resource requests from the field and other jurisdictions within the City. If requests exceed the supply, the Emergency Operations Center will provide resources based on established priorities.

If resources are not available within the City, requests will be made to the Alameda Operational Area Emergency Operations Center. The Alameda Operational Area Emergency Operations Center will coordinate resources obtained from within the operational area. If resources are not available in the operational area, they will request from the Coastal Region Regional Emergency Operations Center located in Walnut Creek, CA. The Regional Emergency Operations Center will coordinate resources obtained from the operational areas throughout the region. If resources are not available in the region, they will request from the State Operations Center located in Mather, CA. If the state cannot supply the resource, they will request from Federal Emergency Management Agency and other federal agencies.

For additional information regarding the City of Albany Direction and Control and Emergency Operations Center Functions, refer to ***EOC Annex***.

SECTION 5.0 INFORMATION COLLECTION AND DISSEMINATION

5.1 Action Planning

The use of Action Plans in the Albany Emergency Operations Center provides a clear and measurable process for identifying objectives and priorities for a given event. Action Planning is an important management tool that involves:

- Process for identifying priorities and objectives for emergency response or recovery efforts.
- Plans which document the priorities and objectives, and the tasks and personnel assignments associated with meeting the objectives.

The Action Planning process should involve the Emergency Operations Center Director and Section Chiefs (one from each Section), along with other Emergency Operations Center staff, as needed, such as agency representatives.

5.1.1 Planning Requirements

The initial Emergency Operations Center Action Plan may be a verbal plan that is developed during the first hour or two following Emergency Operations Center activation. A verbal plan may also be utilized for incidents involving a limited scope, short duration (less than 12 hours) and/or a limited number of response personnel. An Emergency Operations Center Action Plan shall be developed whenever the Emergency Operations Center is activated, either partially or fully. A written Emergency Operations Center Action Plan is required whenever:

- Two or more agencies are involved in the response.
- The incident overlaps more than one operational period.
- All Emergency Operations Center functions are fully staffed.

The Emergency Operations Center Action Plan addresses a specific operational period, which may vary in length from a few hours to days depending on the circumstances. The plan should be regularly reviewed and evaluated throughout the operational period, and revised or updated as warranted.

5.2 Emergency Operations Center Reporting

Information may be sent to City departments, Emergency Operations Center personnel, the Alameda Operational Area and other key agencies using the City's Emergency Operations Center reporting system, OASIS, radio, telephone, email, internet or fax. Regardless of the method of communication, all data should be verified prior to transmission. If unverified data must be transmitted, it should be clearly designated as unconfirmed information. The Albany Emergency Operations Center should transmit the following reports to City departments, the Alameda Operational Area Emergency Operations Center, and Department Operations Centers, if activated.

5.3 Emergency Operations Center Reporting Systems

The State of California currently has an internet-based information reporting system called Cal Emergency Operations Center for use during emergencies. The purpose of Cal Emergency Operations Center is to improve the State's ability to respond to major disasters. The system will increase the level of service and efficiency by improving the State's ability to:

- Respond to, manage and coordinate requests for resources.
- Collect, process, and disseminate information during and after a disaster.

Please Note: At this time the City of Albany will report to the County of Alameda via hard copy forms that are based off of the Cal Emergency Operations Center (Cal EOC) reporting system.

5.4 Emergency Public Information

Emergency Public Information is a priority of utmost importance during emergencies and disasters. City government has a primary responsibility to provide accurate and timely information to the public regarding conditions, threats, and protective measures. To avoid conflicts and confusion, the Emergency Public Information function operates best when centralized and coordinated among all involved jurisdictions, agencies and organizations.

For additional information regarding the City of Albany Emergency Public Information, refer to ***Emergency Public Information Annex***.

SECTION 6.0 COMMUNICATIONS

In coordination with established public safety warning protocols, the activated Emergency Operations Center will manage the dissemination of timely and adequate warnings to threatened populations in the most effective manner possible. Warning information will be issued as quickly as a threat is detected, using the most direct and effective means possible.

6.1 Warning Responsibility

When the Emergency Operations Center is not activated, the City Public Safety Departments will coordinate the dissemination of official alerts and warnings to the general public and allied agencies using available methods. This alert and warning activity will be coordinated through the City Public Information Officer, the dispatch center and other available alert and warning mechanisms available to the City.

6.2 Warning and Alert Mechanisms

Depending upon the threat and time availability, the Emergency Operations Center will initiate alerts and warnings utilizing any of the following methods:

- Activation of the Emergency Alert System.
- Activation of the Emergency Digital Information System.
- Activation of the California Law Enforcement Mutual Aid Radio System.
- Activation of the Telephonic Alert and Warning System (CodeRED).
- Media broadcast alerts.
- Social Media.
- Integrated Public Alert & Warning System.

As in any emergency, the effectiveness of any warning will be dependent upon many factors including:

- Time availability.
- Initial notice of threat.
- Time of day.
- Language barriers.
- Receiving challenges for the hearing and sight impaired.

6.3 Warning Conditions

Typically, warnings will be issued during periods of flash flooding, major hazardous material incidents, public health emergencies, fast moving fires, severe weather conditions, and potential acts of violence. However, warnings may be issued wherever a threat is perceived and the potential for safeguarding public safety is possible through rapid alerting.

For additional information regarding the City of Albany Communications and Warning methods, refer to ***the Communications and Warning Annex***.

SECTION 7.0 DOCUMENTATION, ADMINISTRATION, FINANCE AND LOGISTICS

7.1 Documentation

The Emergency Operations Center Finance/Administration Section will be responsible for maintaining records on damage assessment expenditure, recovery cost expenditures, insurance related documents, personnel overtime, and other costs associated with the emergency. Guidance is provided in their position guides at the Emergency Operations Center.

The Emergency Operations Center Planning Section will maintain copies of documents that are integral to Emergency Operations Center functions, (such as Emergency Operations Center Action Plans, Situation Status logs, position log) that together make up the history and chronology of the emergency events. Guidance is provided in their Planning Section's position guides at the Emergency Operations Center.

7.2 Finance

In the case of a major disaster, the Emergency Operations Center will support county, state and federal entities with cost recovery efforts, if requested and as able. City of Albany citizens may benefit from the Small Business Administration, and the city may benefit from the State and or the Federal Emergency Management Agency Public Assistance Program. The City may assist the citizenry with public service announcement regarding support available as unemployment benefits, worker's compensation, and insurance benefits.

7.3 Expenditure Tracking

The City may be reimbursed from insurance, state and/or federal sources for disaster-related expenses. The purpose of this section is to provide guidance on the record keeping requirements for claiming such expenses.

7.3.1 Eligible Expenses

Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a declared disaster and which service is the responsibility of the applicant agency. Eligible costs are generally considered to be the net costs over and above any increased revenue or subsidy for the emergency service. Ineligible expenses include costs for standby personnel and/or equipment and lost revenue.

7.3.2 Recordkeeping Requirements

State and federal governments require detailed information to support claims for reimbursement. Funding will be approved or denied based upon the information supplied by applicant agencies. Documentation supporting all costs claimed will be required, and all information must relate back to individual original source records. The following guidelines should be followed when documenting disaster-related reimbursable expenses:

- Costs and revenues associated with emergency operations should be segregated from normal operating expenses.
- Separate records should be maintained for each vehicle and piece of heavy equipment used for emergency operations.
- Vehicle and equipment documentation should include the miles and/or hours operated by location and operator.
- Vehicle operating expenses should include fuel, tires, and maintenance.
- Labor costs should be compiled separate from vehicle and/or equipment expenses.

- Equipment documentation should include exactly where the equipment was used and for what; hours and minutes used; and the name of the equipment operator if applicable.
- Revenues and subsidies for emergency operations must be subtracted from any costs claimed.
- Requisitions, purchase orders, and invoices must be maintained for all supplies, materials and equipment expenses claimed.
- Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.
- All non-competitive procurements must be justified.

Expenditure tracking should commence upon notice or obvious occurrence of disasters that require expense of labor, equipment use, materials, and other expenses. The Incident Commander(s), Emergency Operations Center Director, and Emergency Operations Center staff are responsible for maintaining written records of all disaster-related personnel overtime, requests for supplies, equipment and contract personnel, and receipts for emergency purchases of supplies, equipment and other disaster-related expenses. The City may activate a special coding for emergency expenditure tracking which is used for both labor and equipment.

The Finance/Administration Section will compile reports, including total expenditures by category. The Finance/Administration Section Chief will submit a summary report on total costs to the Emergency Operations Center Director as requested. This information will be used for state and federal disaster assistance applications. The expenditure data and documentation is vital to state and federal agencies for requesting financial assistance during and after the disaster.

LOGISTICS

7.4 Resource Management

7.4.1 Resource Priorities

When activated, the City of Albany Emergency Operations Center establishes priorities for resource allocation during the emergency. All City resources are considered part of a pool, which may be allocated by the Emergency Operations Center to fulfill priority missions. Each department retains control of its non-assigned resources until released for an emergency assignment by the Emergency Operations Center.

7.4.2 Resource Requests

Resource Requests will be made through one of the following processes:

- Discipline-specific (usually Fire and Law) mutual aid systems: Requests for resources that are normally within the inventories of the mutual aid system will go from local coordinator to Operational Area Mutual Aid Coordinator to the Regional Mutual Aid Coordinator.
- All other resource requests will be made through the logistics function at each level.

Resource requests from jurisdictions within the City will be coordinated with the Alameda Operational Area Emergency Operations Center to determine if the resource is available internally or other more appropriate sources located within the Operational Area. Emergency Management Mutual Aid Coordinators at each level will keep the Operations Chief informed of the status of resource requests and allocations. Coordinators at each level will communicate and coordinate

with each other to maintain current status on resource requests and allocations within the disaster area.

Resource requests from the Albany Emergency Operations Center to the Alameda County Emergency Operations Center may be verbally requested and then documented. Available resources will be allocated to the requesting local government. If requests for a specific resource exceed the supply, the available resources will be allocated consistent with the priorities established through the action planning process. The Section Chiefs in the Emergency Operations Center are responsible for ensuring that priorities are followed.

Resource requests for equipment, personnel or technical assistance not available to the City should be coordinated with the Alameda County Emergency Operations Center to the Coastal Region Regional Emergency Operations Center. Once the request is coordinated, approved and resources deployed, Planning, in coordination with various Operations Branches, is responsible for tracking the resources.

SECTION 8.0 PREPAREDNESS, TRAINING, EXERCISES AND AFTER ACTION REPORTING

8.1 Preparedness Planning

City government conducts a wide array of emergency planning activities. Planning efforts include development of internal operational documents as well as interagency response plans having multi-jurisdictional participation.

In addition to the planning activities conducted, City departments develop internal preparedness and contingency plans to ensure provision of government services and maintenance of departmental functions during disasters. The Department Operations Plan is an integral supporting component of the master Emergency Operations Plan.

Emergency readiness cannot be conducted within a vacuum. The City is responsible for working with all City departments, special districts and allied agencies that are considered a component of the Albany Emergency Management Organization. Such coordination extends to the following activities:

- Interagency plan development.
- Interagency training coordination.
- Interagency exercise development and presentation.
- Interagency response management.
- Interagency emergency public information activities.

Additionally, the Albany Fire Department acts as the City's key representative and lead agent for day-to-day emergency management activities such as: mitigation, preparedness, response, and recovery. Non-emergency functions include planning, training and exercise development, preparedness presentations, interagency coordination, hazard assessment, and development of preparedness and mitigation strategies; grant administration and support to response agencies.

8.1.1 Community Preparedness and Awareness

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

Public awareness and education prior to an emergency or disaster will directly affect the City of Albany's emergency operations and recovery efforts. For this reason, the City of Albany will make emergency preparedness information from City, County, state and federal sources available to the member jurisdictions and our citizens upon request.

8.1.2 Preparedness Actions

In identifying general preparedness actions, City government works with community based organizations, faith-based organizations, other local governments/special districts, private industry, preparedness groups, and other entities to provide information relating to individual and group preparedness.

Government is limited in its ability to provide endless services and support during times of disaster, so public preparedness is essential for ensuring individual and organizational safety and protection.

8.2 Readiness Training

The Albany Fire Department will notify holders of this plan of training opportunities associated with emergency management and operations. Individual departments and agencies within the City of Albany are responsible for maintaining training records. Jurisdictions and agencies having assigned functions under this plan are encouraged to ensure that assigned personnel are properly trained to carry out these tasks.

The Albany Fire Department will develop and execute a comprehensive training program for emergency management topics on an annual basis. The established training schedule will include applicable courses of instruction and education that cover management subjects. Such instruction shall meet or exceed the Standardized Emergency Management System and The National Incident Management System training requirements.

8.3 Exercise and Evaluation

Elements of this plan will be exercised regularly. The Albany Fire Department will conduct emergency preparedness exercises, in accordance with its annual exercise schedule, following appropriate state and federal guidance. Deficiencies identified during scheduled exercise activities will result in the development of corrective action plans to initiate appropriate corrections.

The planning development and execution of all emergency exercises will involve close coordination between all City departments, allied agencies, special districts, and supporting community and public service organizations.

The primary focus will be to establish a framework for inter-organizational exercise collaboration in coordination with all-hazard response and recovery planning and training activities, conducted within the City of Albany.

Emergency exercise activity will be scheduled as to follow state and federal guidance and program requirements. Exercise activity will follow the *Homeland Security Exercise and Evaluation Program* guidance and may be designed as one or more of the following exercise types:

- Drills.
- Seminars (Workshops).
- Table Top Exercises.
- Functional Exercises.
- Full Scale Exercises.

8.4 After Action Reporting

The Standardized Emergency Management System and National Incident Management System protocols require any city, city and county, or county declaring a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an After-Action Report to Alameda County and California Office of Emergency Services within ninety (90) days of the close of the incident period. The After Action Report will provide, at a minimum, the following:

- Response actions taken.
- Application of the Standardized Emergency Management System.
- Suggested modifications to the Standardized Emergency Management System.
- Necessary modifications to plans and procedures.
- Training needs.
- Recovery activities to date.

The After Action Report will serve as a source for documenting the City of Albany emergency response activities and identifying areas of concern and successes. It will also be utilized to develop a work plan for implementing improvements.

An After Action Report will be a composite document for all the Standardized Emergency Management System levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations. The After Action Report will include an overview of the incident, including attachments, and will also address specific areas of the response, if necessary. It will be coordinated with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the “recovery activities to date” portion of the After Action Report.

The City of Albany Fire Department is responsible for the completion and distribution of the After Action Report to county leadership and department directors as well as ensuring that it is sent to the California Office of Emergency Services through Alameda County within the required ninety (90) day timeframe.

For Albany, the After Action Report’s primary audience will be the City member jurisdictions, Alameda County, the California Office of Emergency Services and city employees, including management. As public documents, they are accessible to anyone who requests a copy and will be made available.

The After Action Report will be written in simple language, well structured, brief and well presented, and geared to the primary audience. Data for the After Action Report will be collected from debrief reports, other documents developed during the disaster response, and discussions with emergency responders. The most up-to-date form, with instructions, can be obtained from the California Office of Emergency Services.

SECTION 9.0 PLAN DEVELOPMENT AND MAINTENANCE

9.1 Plan Development and Maintenance Responsibility

This plan is developed under the authority conveyed to the Albany Fire Department in accordance with the City's Emergency Organization who has the primary responsibility for ensuring that necessary changes and revisions to this plan are prepared, coordinated, published, and distributed.

9.2 Review and Updating

This plan and its supporting documents or annexes, such as Direction and Control or Recovery, will be reviewed annually, with a full document update conducted minimally every two (2) years. Changes to the plan will be published and distributed to all involved departments and organizations. Recommended changes will be received by the Albany Fire Department, reviewed and distributed for comment on a regular basis.

Elements of this plan may also be modified by the Albany Fire Department any time state or federal mandates, operational requirements, or legal statute so require. Once distributed, new editions to this plan shall supplant older versions and render them inoperable.

SECTION 10.0 AUTHORITIES AND REFERENCES

10.1 Authorities

Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended
- Homeland Security Presidential Directive 5, *Management of Domestic Incidents*, February 28, 2003
- Homeland Security Presidential Directive 8, *National Preparedness*, December 17, 2003
- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007

State

- California Emergency Services Act (CA government Code Section 8550 et. seq.)
- California Disaster Assistance Act (CA government Code Section 8680 et. seq.)
- California Code of Regulations Title 19, (Standardized Emergency Management System and California Disaster Assistance Act)
- California Disaster and Civil Defense Master Mutual Aid Agreement

County

- Alameda County Emergency Services Code Chapter 2.118 Civil Defense

City

- City of Albany Emergency Organization and Functions Municipal Code Chapter 2-16

10.2 References

Federal

- National Response Framework (As revised)
- National Incident Management System
- Comprehensive Preparedness Guide 101 v.2

State

- California State Emergency Plan, July 2010 edition
- Standardized Emergency Management System
- California Disaster Assistance Act
- Continuity of Government in California (Article IV, Section 21 of the State Constitution)
- Preservation of Local Government

County

- Alameda County Emergency Operations Plan, December 4, 2012
- Alameda County Hazard Mitigation Plan, 2016

City

- City of Albany Emergency Operations Plan, Draft Document

SECTION 11.0 GLOSSARY AND ACRONYMS

11.1 Glossary of Terms

Action Plan: The plan prepared in the Emergency Operations Center containing the emergency response objectives of that the Standardized Emergency Management System level reflecting overall priorities and supporting activities for a designated period. The plan is shared with supporting agencies.

All Hazards: Refers to a policy or program that is designed to deal with a variety of natural and technological hazards.

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

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

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command/Management: Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the Standardized Emergency Management System Emergency Operations Center levels.

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

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

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

Continuity of Government: Includes measures to ensure continued leadership and preservation of vital records, thereby maintaining a viable system of government supported by law; establish emergency authorities legally vested in government leaders so that they have prescribed powers to act; ensure survivability of mechanisms and systems for direction and control so that actions directed by leaders can be communicated and coordinated; sustain essential emergency services and resources so that critical response and recovery actions can achieve widest possible implementation.

Continuity of Operations Planning: An internal effort within an organization to assure that the capability exists to continue essential business functions across a wide range of potential emergencies, including localized acts of nature, accidents, and technological and/or attack/terrorist-related emergencies. Accordingly, an effective Emergency Management Program not only addresses the four phases of mitigation, preparedness, response and recovery, but also includes COOP planning activities to ensure that ancillary and support functions would continue with little or no interruption.

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

Department Operations Center: A centralized location for a single department or agency where their internal incident management and response takes place.

Disaster: A sudden and extraordinary misfortune; a calamity, which threatens or effects extraordinary loss of life or property.

Disaster Service Worker: All public employees in California are subject to such emergency or disaster activities as may be assigned by their supervisors or by law.

Emergency: A condition of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations 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.

Emergency Alert System: An established system to enable the President, federal, state, and local jurisdiction authorities to disseminate emergency information to the public via the Commercial Broadcast System, (composed of amplitude modulation, frequency modulation television broadcasters, and the cable industry); formerly known as the Emergency Broadcast System.

Emergency Management: The discipline and the profession of applying science, technology, planning, and management to deal with extreme events that can injure or kill large numbers of people, do extensive damage to property and disrupt community life. As a process it involves preparing, mitigating, responding and recovering from an emergency. Critical functional components include planning, training, simulating drills (exercises), and coordinating activities.

Emergency Operations Center: A centralized location where individuals responsible for responding to a large scale emergency can have immediate communication with each other and with emergency management personnel for the purpose of enhancing coordination in exercising direction and control of emergency response and recovery efforts.

Emergency Operations Plan: The Emergency Operations Plan is the document that describes strategies for managing emergency situations.

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

Emergency Response Personnel: The personnel involved with an agency's response to an emergency.

Emergency Resource Directory: A directory containing information on agency or organization personnel emergency certifications and qualifications and vendor and support organization supplies, equipment, etc. that may be needed during an emergency. Supplies and equipment can include such items as potable water tenders, portable toilets, heavy equipment, prepared meals, bulk foodstuffs, cots, rental office trailers, etc. To the extent possible and when appropriate, equipment should be typed by capability according to a common and accepted typing schematic. Emergency resource directories should only include those items likely to be needed by the preparing agency or organization in the performance of their duties and should not attempt to include everything that may be needed in any emergency.

Evacuation: The process of moving persons out of an area affected or potentially affected by a disaster situation.

Federal Coordinating Officer: The individual appointed by the Federal Emergency Management Agency Director (by delegation of authority from the President) to coordinate assistance in a federally declared disaster.

Federal Disaster Area: An area of a state (oftentimes defined by counties) that is declared eligible for federal disaster relief under the Stafford Act. These declarations are made by the President usually as a result of a request made by the Governor of the affected state.

Federal Emergency Management Agency: An agency created in 1979 to provide a single point of accountability for all federal activities related to disaster mitigation, preparedness, response, and recovery. The Federal Emergency Management Agency manages the President's Disaster Relief Fund, and coordinates the disaster assistance activities of all federal agencies in the event of a presidential disaster declaration.

Federal Emergency Response Team: An interagency team, consisting of the lead representative from each federal department or agency assigned primary responsibility for an Emergency Support Function and key members of the Federal Coordinating Officer's staff, formed to assist the Federal Coordinating Officer in carrying out his/her coordination responsibilities. The Emergency Response Team provides a forum for coordinating the overall federal response, reporting on the conduct of specific operations, exchanging information, and resolving issues related to Emergency Support Functions and other response requirements. Emergency Response Team members respond to and meet as requested by the Federal Coordinating Officer. The Emergency Response Team may be expanded by the Federal Coordinating Officer to include designated representatives of other federal departments and agencies as needed.

Full-Scale Exercise: An activity intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. It involves the testing of a major portion of the emergency plan and organizations in a highly stressful environment. It includes the mobilization of personnel and resources to demonstrate coordination and response capabilities. The Emergency Operations Center is activated and field command posts may be established. A full-scale exercise is always formally evaluated.

Functional Annex: A document that supplements the Emergency Operations Plan, which provides further planning information for a specific aspect of emergency management.

Functional Exercise: Activities designed to test or evaluate the capability of individual or multiple emergency management functions. It is more complex than a tabletop exercise in that activities are

usually under time constraints and are followed by an evaluation or critique. It usually takes place in some type of coordination or operating center. The use of outside resources is often simulated. No field units are used.

Governor's Authorized Representative: An individual authorized by the Governor to sign amendments to the Federal-State Agreement and to verify the grant applications from the state and local jurisdictions.

Hazardous Materials Team: A term used to describe a team of highly skilled professionals who specialize in dealing with hazardous material incidents.

Hazard Mitigation Grant Program: A program authorized under Section 404 of the Stafford Act, which provides funding for hazard mitigation projects that are cost effective and complement existing post-disaster mitigation programs and activities by providing funding for beneficial mitigation measures that are not funded through other programs.

Incident: An occurrence or event, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources.

Incident Action Plan: The plan developed at the field response level, which contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written.

Incident Commander: The individual responsible for the command of all functions at the field response level.

Incident Command System (ICS): A nationally used standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the field level component of the Standardized Emergency Management System. It 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 pertinent to an incident.

Individual Assistance: A supplementary federal assistance available under the Stafford Act to individuals, families, and businesses which includes disaster housing assistance, unemployment assistance, grants, loans, legal services, crisis counseling, tax relief, and other services or relief programs.

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

Joint Information System: Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations. The mission of the Joint Information System is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending and executing public information plans and strategies on behalf of the Incident Commander; advising the Incident Commander concerning public affairs issues that could affect

a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Key Resources: Any publicly or privately controlled resources essential to the minimal operations of the economy and government.

Local Government: Local agencies as defined in Government Code §8680.2 and special districts as defined in California Code of Regulations, Title 19, Division 2, Chapter 5, CDAA, §2900(y).

Major Disaster: As defined in federal law, is “ any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other technological or human caused catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance in alleviating the damage, loss, hardship, or suffering caused thereby.”

Master Mutual Aid Agreement: The California Disaster and Civil Defense Master Mutual Aid Agreement made and 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: Activities taken to eliminate or reduce the degree of risk to life and property from hazards, either prior to or following a disaster or emergency.

Mobilization: A process of activating resources including personnel, equipment and supplies. The process would include notification, reporting, and setup to attain full or partial readiness to initiate response and recovery actions.

Multi-agency or inter-agency coordination: The participation of agencies and disciplines involved at any level of the Standardized Emergency Management System organization, working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

Mutual Aid: Voluntary aid and assistance in the event that a disaster should occur, by the interchange of services and facilities, including, but not limited to: fire, police, medical and health, communication, and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation, and reconstruction which would arise in the event of a disaster. Mutual aid is 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 facilitate the coordination of mutual aid and other emergency operations within an area of the state, consisting of two or more county Operational Areas.

National Response Framework: A national level plan developed by the Federal Emergency Management Agency in coordination with 26 federal departments and agencies plus the American Red Cross.

National Warning System: The federal portion of the Civil Defense Warning System, used for the dissemination of warnings and other emergency information from the Federal Emergency Management

Agency National or Regional Warning Centers to Warning Points in each state. Also used by the State Warning Points to disseminate information to local Primary Warning Points. Provides warning information to state and local jurisdictions concerning severe weather, earthquake, flooding, and other activities, which affect public safety.

Operational Area: An intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area. The Operational Area is a special purpose organization created to prepare for and coordinate the response to emergencies within a county area. Each county is designated as an Operational Area. An Operational Area may be used by the County and the political subdivisions for the coordination of emergency activities and to serve as a link in the system of communications and coordination between the State's emergency operating centers and the operating centers of the political subdivisions comprising the Operational Area. The Operational Area augments, but does not replace, any member jurisdiction.

Preliminary Damage Assessment (PDA): The joint local, state, and federal analysis of damage that has occurred during a disaster and which may result in a Presidential Declaration of Disaster. The PDA is documented through surveys, photographs, and other written information.

Preliminary Damage Assessment Team: An ad hoc group that comes together after a disaster whose main purpose is to determine the level of disaster declaration that is warranted. The team usually consists of local, state, and federal representatives to do an initial damage evaluation to sites damaged.

Preparedness: Actions taken in advance of an emergency to develop operational capabilities and facilitate an effective response in the event an emergency occurs. Preparedness measures include continuity of government, emergency communications, emergency operations centers, emergency operations plans, emergency public information materials, public education programs, exercise of plans, mutual aid agreements, stocking of disaster supplies, training of emergency response personnel, and warning systems.

Presidential Declaration: A formal declaration by the President that an emergency or major disaster exists based upon the request for such a declaration by the Governor and with the verification of Federal Emergency Management Agency preliminary damage assessments.

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

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

Political Subdivision: Any city, city and county, county, district, or other local governmental agency or public agency authorized by law.

Public Assistance: A supplementary federal assistance provided under the Stafford Act to state and local jurisdictions, special purpose districts, Native Americans, or eligible private, nonprofit organizations.

Public Assistance Officer: A member of the Federal Emergency Management Agency Regional Director's staff who is responsible for management of the Public Assistance Program.

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

Public Information Officer: A member of the Command Staff (Management Staff at the Standardized Emergency Management System Emergency Operations Center Levels) responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

Recovery: An activity to return vital life support systems to minimum operating standards and long-term activity designed to return life to normal or improved levels, including some form of economic viability. Recovery measures include, but are not limited to: crisis counseling, damage assessment, debris clearance, disaster loans and grants, disaster unemployment assistance, public information, reassessment of emergency plans, reconstruction, temporary housing and business resumption full scale.

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

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

Response: Actions taken immediately before, during, or directly after an emergency occurs, to save lives, minimize damage to property and the environment, and enhance the effectiveness of recovery. Response measures include, but are not limited to, emergency plan activation, emergency alert system activation, emergency instructions to the public, emergency medical assistance, staffing the emergency operations center, public official alerting, reception and care, shelter and evacuation, search and rescue, resource mobilization, and warning systems activation.

Robert T. Stafford Disaster Relief and Emergency Assistance Act: (Public Law 93-288, as amended by Public Law 100-707) - The act authorizes the greatest single source of federal disaster assistance. It authorizes coordination of the activities of federal, state, and volunteer agencies operating under their own authorities in providing disaster assistance, provision of direct federal assistance as necessary, and provision of financial grants to individuals and families. This act is commonly referred to as the Stafford Act.

Safety Officer: A member of the Command Staff (Management Staff at the Standardized Emergency Management System Emergency Operations Center Level) responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel. The Safety Officer may have assistants.

Section: The organizational level having responsibility for a major functional area of incident or Emergency Operations Center Management, (e.g. Operations, Planning, Logistics, Finance/Administration).

Situation Report: Often contains confirmed or verified information regarding the specific details relating to the incident.

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

Special District: A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate and maintain systems, programs, services, or projects (as defined in California Code of Regulations (CCR) Section 2900(s) for purposes of natural disaster assistance; this may include joint powers authority established under Section 6500 et. seq. of the Code.

Standardized Emergency Management System: The consistent set of rules and procedures governing the overall operational control or coordination of emergency operations specified in CCR Title 19, Division 2, §2400 et sec. It identifies at each level of the statewide emergency organization the direction of field forces and the coordination of joint efforts of government and private agencies. The Incident Command System is the field level component of the Standardized Emergency Management System.

State of Emergency: A governmental declaration that may suspend some normal functions of government, alert citizens to change their normal behaviors, or order government agencies to implement emergency operations plans.

Table Top Exercise: A Table Top Exercise is an activity in which officials and key staff or others with emergency responsibilities are gathered together informally to discuss simulated emergency situations. It is designed to elicit constructive discussion by the participants without time constraints. Participants evaluate plans and procedures and resolve questions of coordination and assignment of responsibilities in a non-threatening format under minimum stress.

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

Volunteer: For purposes of the National Incident Management System, a volunteer is any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.101.

Windshield Survey: A quick visual overview of the affected disaster area performed within the first 24 hours after the disaster.

Appendix BP-1 Sample Proclamations

**RESOLUTION PROCLAIMING EXISTENCE OF A LOCAL EMERGENCY
(by City Council)**

WHEREAS, Ordinance No. _____ of the City of Albany empowers the City Council 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

WHEREAS, said City Council has been requested by the Director of Emergency Services* of said City to proclaim the existence of a local emergency therein; and

WHEREAS, said City Council does hereby find:

That conditions of extreme peril to the safety of persons and property have arisen within said City, caused by _____;
(fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes)
commencing on or about _____.m. on the ____ day of _____, 20__); and

That the aforesaid conditions of extreme peril warrant and necessitate the proclamation of the existence of a local emergency;

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

IT IS HEREBY FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the Director of Emergency Services* and the emergency organization of this City shall be those prescribed by state law, by ordinances, and resolutions of this City and approved by the City Council on _____, 20__.

IT IS FURTHER PROCLAIMED AND ORDERED that said local emergency shall be deemed to continue to exist until its termination is proclaimed by the City Council of the City of _____, State of California.**

Dated: _____

CITY COUNCIL

ATTEST: _____

City of Albany

* Use appropriate title, as established by ordinance.

** Section 8630 of the Government Code provides: "...(c) (1) The governing body shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency. However, in no event shall a review take place more than 21 days after the previous review. (2) Notwithstanding paragraph (1), if the governing body meets weekly, it shall review the need for continuing the local emergency at least every 14 days, until the local emergency is terminated. (d) The governing body shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant."

RESOLUTION PROCLAIMING EXISTENCE OF A LOCAL EMERGENCY*
(by Director of Emergency Services)**

WHEREAS, Ordinance No. _____ of the City of Albany empowers the Director of Emergency Services** 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 Albany does hereby find;

That conditions of extreme peril to the safety of persons and property have arisen within said City, caused by _____; and _____;
(fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes)

That the City Council of the City of Albany is not in session (and cannot immediately be called into session);

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout 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 Albany Emergency Operations Plan, as approved by the City Council on _____, 20__.

Dated: _____

By: _____
Director of Emergency Services**
City of Albany

* This form may be used when the director is authorized by ordinance to issue such a proclamation. Section 8630 of the Government Code provides: "...Whenever a local emergency is proclaimed by an official designated by ordinance, the local emergency shall not remain in effect for a period in excess of seven days unless it has been ratified by the governing body ..."

** Use appropriate title, as established by ordinance.

RESOLUTION CONFIRMING EXISTENCE OF A LOCAL EMERGENCY*

WHEREAS, Ordinance No. ____ of the City of Albany empowers the Director of Emergency Services** 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, subject to ratification by the City Council within seven days; and

WHEREAS, conditions of extreme peril to the safety of persons and property have arisen within this City, caused by _____
(fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes)
commencing on or about ____ .m. on the ____ day of _____, 20____, at which time the City Council of the City of Albany was not in session; and

WHEREAS, said City Council does hereby find that the aforesaid conditions of extreme peril did warrant and necessitate the proclamation of the existence of a local emergency; and

WHEREAS, the Director of Emergency Services** of the City of Albany did proclaim the existence of a local emergency within said City on the ____ day of _____, 20____;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that said local emergency shall be deemed to continue to exist until its termination is proclaimed by the City Council of the City of Albany, State of California.***

Dated: _____

CITY COUNCIL
City of Albany

ATTEST: _____

* This form may be used by a City Council to ratify the proclamation of existence of a local emergency, issued by the Director of Emergency Services.

** Use appropriate title, as established by ordinance.

*** Section 8630 of the Government Code provides: "...(c) (1) The governing body shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency. However, in no event shall a review take place more than 30 days after the previous review. (2) Notwithstanding paragraph (1), if the governing body meets weekly, it shall review the need for continuing the local emergency at least every 14 days, until the local emergency is terminated. (d) The governing body shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant."

**RESOLUTION REQUESTING GOVERNOR TO
PROCLAIM A STATE OF EMERGENCY**

WHEREAS, on _____, 20____, the City Council of the City of Albany found that due to _____;
(fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes)
a condition of extreme peril to life and property did exist within said City; and

WHEREAS, in accordance with state law the City Council proclaimed an emergency did exist throughout said City; and

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

NOW, THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that a copy of this resolution be forwarded to the Governor of California with the request that he proclaim the City of Albany to be in a state of emergency; and

IT IS FURTHER ORDERED that a copy of this resolution be forwarded to the Director of the California Office of Emergency Services; and

IT IS FURTHER RESOLVED that _____, (Title)_____,
is thereby designated as the authorized representative for public assistance and _____, (Title)_____, is hereby designated as the authorized representative for individual assistance of the City of Albany for the purpose of receipt, processing, and coordination of all inquiries and requirements necessary to obtain available state and federal assistance.

Dated : _____

CITY COUNCIL

ATTEST: _____

City of Albany

LOCAL RESOLUTION REQUESTING DIRECTOR, CALIFORNIA OFFICE OF EMERGENCY SERVICES' CONCURRENCE IN LOCAL EMERGENCIES*

WHEREAS, on _____, 20____, the City Council of the City of Albany found that due to _____;
(fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes)
a condition of extreme peril to life and property did exist within said City; and

WHEREAS, in accordance with state law the City Council now proclaims an emergency does exist throughout said City;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED AND ORDERED that a copy of this resolution be forwarded to the Director of the California Office of Emergency Services with a request that he find it acceptable in accordance with provisions of the California Disaster Assistance Act; and

IT IS FURTHER RESOLVED that _____, (Title) _____, is hereby designated as the authorized representative of the City of Albany for the purpose of receipt, processing, and coordination of all inquiries and requirements necessary to obtain available state assistance.

Dated: _____

CITY COUNCIL

ATTEST: _____

City of Albany

* Proclamation of local emergency must be made within 10 days of the disaster occurrence in order to qualify for assistance under the California Disaster Assistance Act.

Note: Attach list of damaged Public Facilities showing location and estimated cost of repairs.

RESOLUTION PROCLAIMING TERMINATION OF LOCAL EMERGENCY

WHEREAS, a local emergency existed in the City of Albany in accordance with the resolution thereof by the City Council on the ____ day of _____, 20__,

or

Director of Emergency Services* on the ____ day of _____,
20____, and its ratification by the City Council on the ____ day of _____, 20____,

as a result of conditions of extreme peril to the safety of persons and property caused by _____;
(fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage, or other causes)

WHEREAS, the situation resulting from said conditions of extreme peril is now deemed to be within the control of the normal protective services, personnel, equipment, and facilities of and within said City of _____;

NOW, THEREFORE, the City Council of the City of Albany, State of California, does hereby proclaim the termination of said local emergency.

Dated: _____

CITY COUNCIL
City of Albany

ATTEST: _____

* Use appropriate title, as established by ordinance.