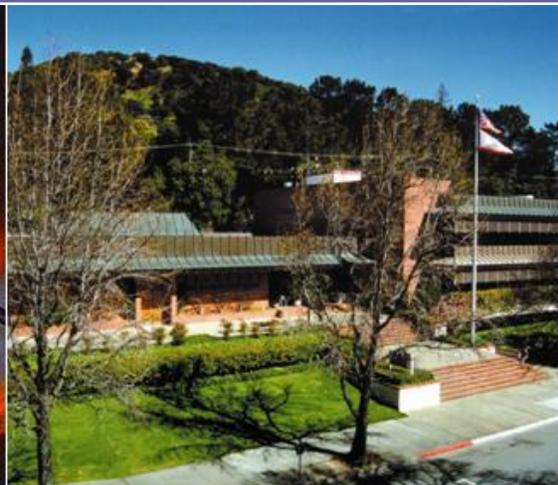


CITY OF SAN RAFAEL CITY COUNCIL GUIDE TO DISASTER OPERATIONS



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This guide is designed to provide the San Rafael City Council with information relating to their roles during disasters and to assist them in the decision-making process.

As an elected official, you have a significant role in the San Rafael emergency response organization and your response to disasters is an important part of the continuity of government. Your actions influence community members as well as employees and directly impact our city's ability to protect lives, property, and the environment.

Your primary role during a disaster is one of policymaker, communicator, liaison, and oversight. You know the needs of the community and you have already established effective channels of communication with your constituents.

The City's Emergency Operations Plan (EOP) clearly spells out how the City and various other agencies, individually and collectively, prepare for, respond to, and recover from disasters. This integrated emergency management system is based on an "all-hazards approach" to dealing with incidents which allow the City to manage disasters no matter the size or complexity.

As with all Disaster Service Workers, your ability to support emergency response efforts will depend directly upon your preparedness at home and at work.

Please take the time to familiarize yourself with this guide.

Any questions regarding the information within this guide can be directed to:

City of San Rafael
City Manager's Office of Emergency Services
Attn: Emergency Services Manager
1039 C Street
San Rafael, CA 94901
415/ 485-3111
oes@cityofsanrafael.org



RESOLUTION 12366

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN RAFAEL APPROVING THE CITY COUNCIL GUIDE TO DISASTER OPERATIONS.

WHEREAS, the City of San Rafael has recently adopted a revised Emergency Operations Plan; and

WHEREAS, the new Emergency Operations Plan updated many of the City's policies and procedures and ensured the City's compliance with State and Federal requirements; and

WHEREAS, a greater explanation and a clearer understanding of the roles and responsibilities of the City Council during disaster operations was needed; and

WHEREAS, the draft City Council Guide to Disaster Operations summarizes the various aspects of disaster operations and provides clarity regarding the City Council's role during disaster response and recovery operations; and

WHEREAS, the draft Guide can be used as a reference tool for City Council members and Standby City Council members and includes information on: Phases of Emergency Management, Emergency Management Systems, Emergency Proclamations, Emergency Management Organization, Resources, and Working with the Media; and

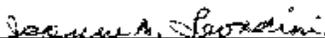
WHEREAS, on September 17, 2007 the City Council reviewed the draft City Council Guide to Disaster Operations in a study session, provided comments, and directed staff to bring it forward for formal approval.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF SAN RAFAEL DOES RESOLVE, DETERMINE AND ORDER AS FOLLOWS:

The City Council approves the City Council Guide to Disaster Operations.

I, Jeanne M. Leoncini, Clerk of the City of San Rafael, hereby certify that the foregoing Resolution was duly and regularly introduced and adopted at a regular meeting of the City Council of the City of San Rafael, held on Monday, the 15th day of October, 2007, by the following vote, to wit:

AYES:	Councilmembers:	Cohen, Heller, Miller, Phillips & Mayor Boro
NOES:	Councilmembers:	None
ABSENT:	Councilmembers:	None


JEANNE M. LEONCINI, City Clerk

COPY

12366

Resolution adopted by San Rafael City Council on October 15, 2007.

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PHASES OF EMERGENCY MANAGEMENT

The phases of emergency management (mitigation & prevention, preparedness, response, and recovery) represent the various elements of a disaster. The phases are dynamic and interconnected. For example, tasks taken to recover from a disaster may have effects on mitigation, preparedness, and response to future occurrences and recovery efforts will begin almost immediately while the initial response efforts are still underway.



MITIGATION & PREVENTION

Mitigation refers to any sustained action taken to reduce or eliminate long-term risk to life and property from a hazard event. Mitigation, also known as prevention (when done before a disaster), encourages long-term reduction of hazard vulnerability. The goal of mitigation is to decrease the need for response as opposed to simply increasing the response capability. Mitigation can protect critical community facilities, reduce exposure to liability, and minimize community disruption.

Examples of current mitigation/prevention in San Rafael are the levee system, flood control pumping stations, the vegetation management program, land use zoning ordinances, and strict adherence to current building codes.

PREPAREDNESS

Preparedness involves activities that are done before a disaster; such as training, planning, community education and exercises. As a civic leader you should encourage others to have plans and emergency supplies for both their home and workplace. Additionally, you should be encouraging them to get involved in their community and promote a neighborhood approach to emergency preparedness. Additionally, you have the opportunity to be a good example by developing a family disaster plan and creating an emergency supplies kit for both your home and your workplace.



San Rafael's Community Preparedness Program

- *Get Ready* – This two-hour course is designed to help the residents of Marin County learn how to protect themselves and their families against all types of hazards. The focus of the course is on how to develop, practice, and maintain emergency plans that reflect what must be done before, during, and after a disaster to protect people and their property.

- *San Rafael CERT* - The Community Emergency Response Team (CERT) Program is a twenty-four hour course which educates people about disaster preparedness for hazards that may impact their neighborhood. This course trains them in basic disaster response skills; such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. San Rafael offers the only CERT program within the County that adheres to the Federal standards for CERT curriculum.

RESPONSE

Disasters and emergencies involve significant risks to life safety and welfare. Natural disasters, such as floods, involve contaminated flood water and debris that can produce a myriad of hazards. Major fires produce smoke, toxic gases, and the possibility of structural collapse. Hazardous materials events usually involve toxic materials that can cause numerous types of health hazards. Terrorism threats can involve chemical, biological, radiological, nuclear, or explosive devices. Major earthquakes can impact virtually every aspect of our society.

San Rafael's priority for response:

1. Saving lives
2. Protecting & restoring critical facilities (systems)
3. Reducing property damage
4. Protecting the environment

Response Time - Residents may think that government is slow to respond. It typically takes the federal government at least 72 hours to respond to a local emergency. Hurricane Katrina has demonstrated that local, state, and federal governments can be overwhelmed and the community's expectations will not match the government's capabilities.

Public Information - Residents may report difficulty getting critical information about the disaster from the news media. Despite our efforts to communicate through the media by issuing regular news releases, local media often choose to edit the information significantly, which can make it inaccurate, or not use it at all in their reports. Our efforts to foster positive working relationships with all facets of the media include media briefings and polling media to see how they want to receive information, so they will use the information in their reports. These positive relationships are critical during times of disasters, as our Public Information Staff works diligently to provide information to our residents.

RECOVERY

Recovery involves all of the cleanup and restoration activities that are necessary to be able to return the area to normal. This involves getting all of the damage repaired, utilities restored, and the debris cleaned up. Recovery is often the hardest phase of the disaster and may continue for an extended time. As soon as it is safe to do so, the City of San Rafael will conduct preliminary damage assessments to determine the level of property damage and the parts of the critical infrastructure that may be damaged.

The City of San Rafael has the primary responsibility for protecting its residents from disasters, and for helping them to recover when disaster strikes. Government agencies at all levels are key partners in this

process, offering resources and programs that will help the City of San Rafael, its residents, and business owners pick up the pieces and return the community back to normal as quickly as possible.

Disaster recovery is rarely an easy process. It is financially, physically, and emotionally exhausting for everyone involved. Confusion and misinformation about relief programs often becomes an enormous source of frustration for the community members who are impacted, and for the local officials who are involved in the response. The constant delivery of information to the public regarding recovery efforts will be necessary.

Residents have their own priorities which may be different than those of the City's. Residents are often unaware of the scope of a disaster and may have unrealistic expectations about what the City of San Rafael can do for them as everyone works to recover.

Disaster Recovery Considerations

- *Debris Removal* - Debris removal on private property is typically not covered by FEMA or San Rafael and is the property owner's responsibility. If you have a constituent who has a significant problem with debris removal, call the Director of Emergency Services. Ways may be found to assist them.
- *Rebuilding* - Residents may want to rebuild their house or business in the flood plain or hazard area. This brings up zoning and local ordinance issues that may need to be addressed by the City Council.
- *Generators and sandbags* – May be available from hardware stores, equipment supply companies, and equipment rental businesses but may run out during disasters. It is best for residents to have enough basic supplies on hand so that they can be on their own for at least 72 hours.

During the recovery phase, San Rafael may be able to provide:

- Drinking water
- Emergency Shelter
- Emergency medical transport/treatment
- Assistance in seeking disaster assistance

But we normally do not provide:

- Batteries
- Flashlights
- Ice
- Generators
- Food (except in shelters and mass feeding sites)
- Transportation

These items can typically be purchased or arranged through retail establishments. If you receive questions from your constituents about these issues, you may want to refer them to the phone book.

One of the most important contributions that City Council members can make is to point constituents in the right direction for the information they need. That might be to a FEMA Teleregistration number, a local assistance center, or there may be a need for volunteers to help with debris removal or other cleanup activities. If you have a constituent who has a special need for items or services, contact the EOC Director or the Director of Emergency Services.

Types of Federal Disaster Assistance

None of FEMA's programs are designed to replace individual losses 100% -- only to bring living conditions back to a "safe and habitable" condition. The majority of federal disaster assistance is conveyed in the form of U.S. Small Business Administration (SBA) Loans, not grants. Public and private entities will complete stacks of paperwork, undergo numerous inspections, and devote hundreds of staff-hours toward reimbursement for disaster-related losses. Despite these complexities, federal disaster relief is all that

many individuals have to rely on to rebuild their lives. This is particularly true for those homeowners without flood insurance – and 30% of disaster related claims occur outside federally designated floodplain areas. Not all federal disaster relief programs are activated for every disaster. Presidential decisions about relief programs are based on the preliminary damage assessment and any subsequent information that may be discovered. Some disaster declarations will provide only Individual Assistance (private) or only Public Assistance (government). Hazard mitigation opportunities are available in most situations. San Rafael's efforts in the damage assessment process will help ensure that residents obtain as many benefits as possible under the law.

Federal disaster assistance available under a major disaster declaration falls into three general categories:

- *Individual Assistance* - aid to individuals, families and business owners.
- *Public Assistance* - aid to public (and certain private non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities.
- *Hazard Mitigation Assistance* - funding for measures designed to reduce future losses to public and private property. In the event of a major disaster declaration, all counties within the declared State are eligible to apply for assistance under the Hazard Mitigation Grant Program.

A brief overview of each of these programs follows.

Individual Assistance

This assistance is directed towards residents, business owners, individuals, and families - In every case, the disaster victim must register for assistance to establish eligibility. FEMA (or the providing agency) will verify eligibility and determine a need before assistance is offered. Individual Assistance includes the following programs.

- *Temporary Housing Assistance* - assures that people whose homes are damaged by disaster have a safe place to live until repairs can be completed. These programs are designed to provide funds for expenses that are not covered by insurance. They are available only to homeowners and renters who are legal residents of the United States and who were displaced by the disaster. Non-legal residents may be eligible for similar types of assistance through the American Red Cross or other non-governmental agencies.
- *Home Repair Assistance* - helps repair a home to a "habitable" condition. The amount of the check is based on structural damage, as determined by a FEMA inspection.
- *Rental Assistance* - provides for rent until affected structure becomes habitable.
- *Mortgage and Rental Assistance (MRA)* - provides a check to pay the rent or mortgage to prevent eviction or foreclosure.
- *Small Business Administration Disaster Loans* - The SBA can provide three types of disaster loans to qualified homeowners and businesses: Home Disaster Loans to homeowners and renters, Business Physical Disaster Loans to business owners to repair or replace disaster-damaged property, and Economic Injury Disaster Loans, which provide capital to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period. For many individuals the SBA disaster loan program is the primary form of disaster assistance.

- *Individual and Family Grants (IFG)* - The IFG provides funds for the necessary expenses and serious needs of disaster victims that cannot be met through insurance or other forms of disaster assistance (including low interest loans from the Small Business Administration). Among the needs that can be met through the IFG Program are housing, personal property, medical, dental, funeral, transportation and required flood insurance premiums.

Other FEMA programs for individuals include Disaster Unemployment Assistance, Legal Services, Tax Relief Considerations and Crisis Counseling.

Public Assistance

FEMA Public Assistance funds the repair, restoration, reconstruction, or replacement of a public facility or portion of the infrastructure that is damaged or destroyed by a disaster. Certain private nonprofit (PNP) organizations may also receive public assistance. Eligible PNP's include educational, utility, emergency, medical, rehabilitation, and temporary or permanent custodial care facilities (including those for the aged and disabled), and other PNP facilities that provide essential services of a governmental nature to the general public.

As soon as practicable after the declaration, the State, assisted by FEMA, conducts briefings for State, local and PNP officials to inform them of the assistance available and how to apply for it. Intent to apply for assistance must be filed with the State within 30 days after the area is designated eligible for assistance.

Projects fall into the following categories: Debris removal, Emergency protective measures, Road systems and bridges, Water control facilities, Public buildings and contents, Public utilities, and Parks and Recreation. FEMA reviews and approves the project applications and obligates the Federal share of the costs (75 percent) to the State. The State then disburses funds to local applicants. The State will cover 75% of the project costs that FEMA does not cover and may elect to cover the full share not covered by FEMA.

For small projects, payment of the Federal share of the estimate is made upon approval of the project and no further accounting to FEMA is required. For large projects, payment is made on the basis of actual costs determined after the project is completed; although interim payments may be made as necessary. Once FEMA obligates funds to the State, further management of the assistance, including disbursement to subgrantees, is the responsibility of the California Governor's Office of Emergency Services.

Hazard Mitigation - Hazard Mitigation refers to sustained measures enacted to reduce or eliminate long-term risk to people and property from natural hazards and their effects. In the long term, mitigation measures reduce personal loss, save lives, and reduce the cost to the nation of responding to and recovering from disasters. Eligible mitigation projects include acquisition or relocation of properties located in high hazard areas; elevation of flood prone structures; seismic and wind retrofitting of existing structures; and protecting existing structures against wildfire.

SAN RAFAEL'S MAJOR DISASTER TIMELINE... (AN EXAMPLE)

1. The disaster occurs and San Rafael resources are overwhelmed.
Emergency responders are committed to numerous incidents and staff is on overtime for days or weeks. The EOC is activated to manage and coordinate the City's response. There are severe impacts to residents; death, injuries, and evacuations. There is major damage to homes, infrastructure, public buildings, schools, water supply, and sanitation systems. Hospitals are inundated with injured. There are large amounts of debris in the streets and numerous shelters are opened.
2. The City Council proclaims a Local Emergency (or ratifies the Director of Emergency Services Proclamation).
A Local Emergency is proclaimed by the City Council, or, when there is an immediate need, the Director of Emergency Services. If the Director proclaims a Local Emergency, the City Council must ratify it within seven days. We subsequently request the Governor for a State Proclamation of Emergency and also the President for a Federal Disaster Declaration. The City Council must ratify within seven days of initial signing.
3. County, State, and Federal resources arrive to support local response and recovery efforts.
These resources will be assigned to damaged areas based on County and Regional priorities for allocation of resources.
4. San Rafael activates Public Information Hotline and posts current emergency information on City's Website.
San Rafael actively works with the media and other agencies to disseminate disaster and recovery information to community members.
5. San Rafael and Marin County officials conduct a Preliminary Damage Assessment (PDA) to determine the disaster's impact on individuals, infrastructure and public facilities.
6. San Rafael will work with other local resources to immediately begin debris removal and restoration of services.
7. State OES compiles PDA information from impacted communities and prepares the Governor's request to FEMA for federal disaster assistance.
We will field questions from the media and residents about "who will pay" and how local needs will be met. We will rely on local resources and assistance from Voluntary and Not-for-profit Organizations to meet the immediate needs.
8. The Governor's Request for a Federal Disaster Declaration is made to the President.
We will escort state and federal legislators on tours of the impacted areas throughout the City. They may possibly advocate on our behalf; but all requests for Federal Disaster Declarations must be made formally, through FEMA.

9. Based on the Governor's request, the President may declare that a major disaster or emergency exists, and activate an array of Federal programs to assist in the response and recovery effort.

Federal disaster area determinations are not automatic, and can take as long as 30 days.

However, in severe incidents (such as catastrophic events like Hurricane Katrina), they usually much quicker. Denied requests may be appealed.

10. (If a Presidential Disaster Declaration is received), FEMA opens a Disaster Field Office (DFO).

FEMA establishes a Disaster Field Office to manage the hundreds of disaster assistance employees assigned to the affected areas. San Rafael and/or the County will hold meetings where FEMA and State staff can discuss the disaster relief effort with local government leaders. FEMA and State Community Relations personnel will traverse every neighborhood to encourage residents to teleregister.

11. San Rafael and/or the County open a Local Assistance Center.

Staffed and supported by local, state and federal agencies, non-profit, and voluntary organizations. The LAC provides a single facility at which individuals, families and businesses can access available disaster assistance programs.

12. San Rafael closes EOC and activates Recovery Operations Center (ROC).

The ROC will be staffed by City employees to assist with disaster recovery operations, planning, public information and finances. The ROC will maintain a public hotline number to answer questions regarding the disaster.

13. San Rafael establishes a Disaster Recovery Working Group

Coordinates information and technical assistance for the disaster recovery efforts. The working group will include members from the City, County, special districts, and community groups to support and coordinate recovery efforts.

14. San Rafael will conduct an After-Action Review

This will be a professional discussion of the event, focused on performance standards, that enables staff to discover for themselves what happened, why it happened, and how to sustain strengths and improve on weaknesses.

EMERGENCY MANAGEMENT SYSTEMS

STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

The Standardized Emergency Management System (SEMS) has been adopted by the City of San Rafael for managing the response to multi-agency and multi-jurisdiction emergencies. Local governments in California are required to use SEMS when their emergency operations center is activated or a local emergency is proclaimed in order to be eligible for state funding of response-related personnel costs.

Fully activated, SEMS consists of five levels: field response, local government (San Rafael), operational Area (countywide), Region, and State. The various levels are activated starting at the Field Level and move up as the size of an incident increases and additional resources are needed.

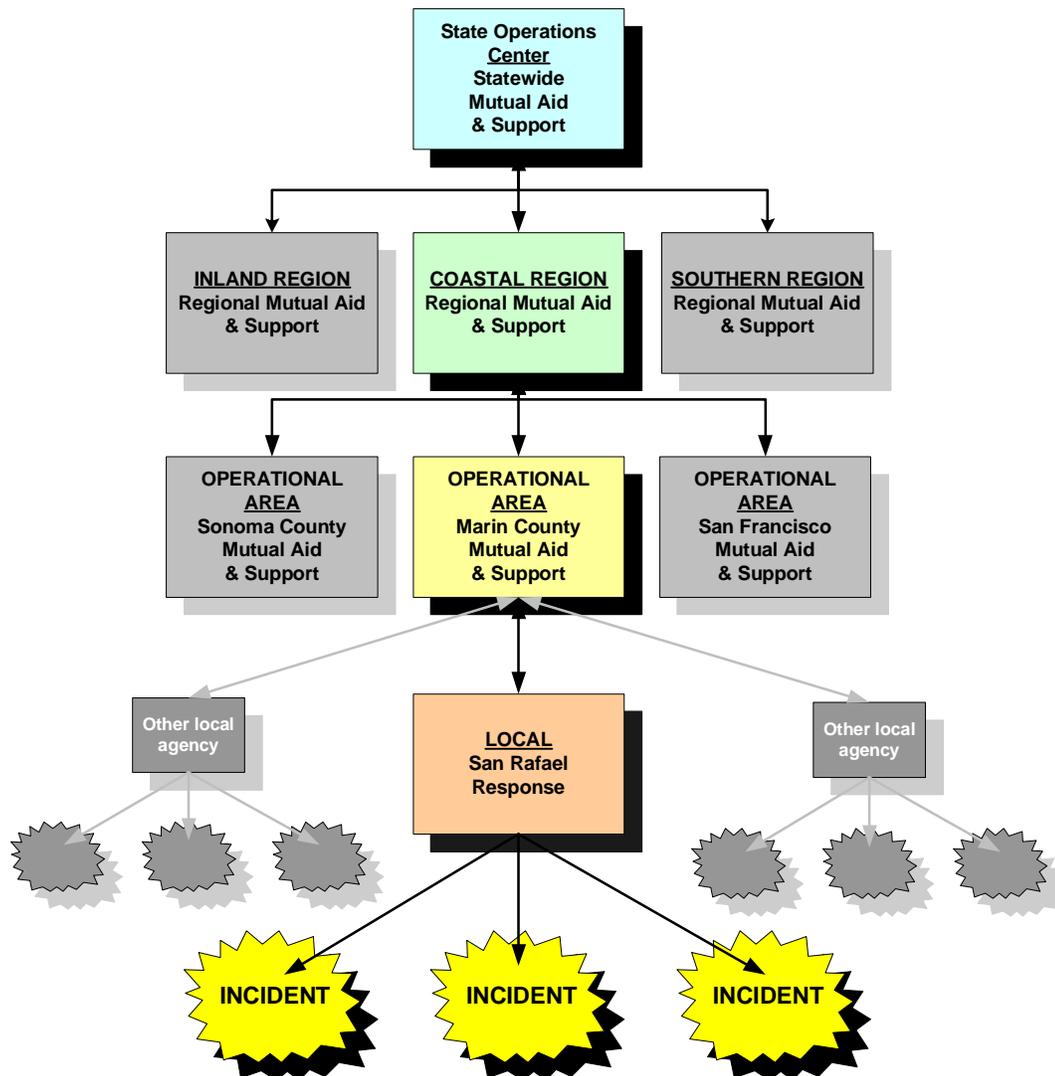
SEMS Levels:

- *Field Response Level* - The field response level is where emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activities in direct response to an incident or threat.
- *Local Government Level* - Local governments include cities, towns, counties, and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction.
- *Operational Area Level* - The operational area is defined as a county and all political subdivisions within the county area. The County of Marin serves in the role as the Operational Area and is responsible for:
 - Coordinating information, resources and priorities among local governments within the Operational Area;
 - Coordinating information, resources and priorities between the regional and local government levels;
 - Coordinating multi-discipline, multi-agency response and recovery efforts county-wide.
- *Regional level* - Because of its size, the State has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide more effective application and coordination of mutual aid and other emergency related activities. State OES has also established three Administrative Regions (Coastal, Inland, and Southern). These Administrative Regions are the means by which State OES maintains day-to-day contact with emergency services organizations at local, county and private sector organizations. San Rafael is a part of the Coastal Region. The regional level is responsible for:
 - Managing and coordinating information and resources among operational areas.
 - Managing and coordinating between the operational areas and the state level.
 - Coordinating overall State agency support for emergency response activities within the region.
- *State Level* - The state level manages state resources in response to the emergency needs of the other levels 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 disaster response system including the Federal Emergency Management Agency (FEMA) and the Department of Homeland Security (DHS).

SEMS Functions

Under SEMS, management of an incident is organized by the following five functions:

- *Management* - Responsible for overall emergency management policy and coordination through the joint efforts of governmental agencies and private organizations. The EOC Director will either activate appropriate sections or perform their functions as needed.
- *Operations* - Responsible for coordinating all jurisdictional operations in support of the emergency response through implementation of the City's EOC Action Plan.
- *Planning/Intelligence* - Responsible for collecting, evaluating and disseminating information; developing the City's EOC Action Plan in coordination with other sections; initiating and preparing the City's Corrective Action / After-Action Report and maintaining documentation.
- *Logistics* - Responsible for coordinating and providing equipment, supplies and materials, communications, facilities, services, and personnel.
- *Finance/Administration* - Responsible for all financial activities – such as personnel and equipment cost accounting and documentation -- and other administrative aspects.



NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

The National Incident Management System (NIMS) is a nationwide standardized approach to incident management and response. Developed by the Department of Homeland Security (DHS) and released March 2004, it establishes a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations.



Command and Management

The NIMS standard incident command structures are based on the following key organizational systems:

- § The Incident Command System (ICS)
- § Multi-Agency Coordination Systems (MACS)
- § Public Information Systems

Other key NIMS components are:

- *Preparedness* - Effective incident management begins with prevention and preparedness activities conducted continually, well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification & certification standards; and equipment acquisition/certification.
- *Resource Management* - NIMS defines standardized mechanisms and establishes requirements for processes to describe, inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident.
- *Communications and Information Management* - NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination) and information-sharing at all levels of incident management.
- *Supporting Technologies* - Technology systems provide supporting capabilities essential to implementing and refining NIMS. These include voice and data communications systems, information management systems (i.e., record keeping and resource tracking) and data display.

DISASTER & CIVIL DEFENSE MASTER MUTUAL AID AGREEMENT

The statewide mutual aid system is codified in the California Disaster and Civil Defense Master Mutual Aid Agreement. All counties, incorporated cities, and the State of California have adopted the Agreement, which was developed in 1950. The Master Mutual Aid Agreement creates a formal structure wherein each local jurisdiction retains control of its own facilities, personnel, and resources, but may also receive or render assistance to other jurisdictions within the State.

EMERGENCY PROCLAMATIONS

LOCAL EMERGENCY

Emergency proclamations are normally made when there is an actual incident or threat of disaster or extreme peril to the safety of persons and property caused by natural or man-made situations. A Local Emergency is proclaimed by the City Council, or, when there is an immediate need, the Director of Emergency Services. If the Director proclaims a Local Emergency, the City Council must ratify it within seven days. The City Council must review the need for the proclamation at least every 14 days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant.

Local Emergency Defined

A "local emergency" exists whenever the City or an area therein is suffering or in imminent danger of suffering an event that may cause injury or death to persons, or damage to or destruction of property to the extent that extraordinary measures must be taken to protect the public health, safety, and welfare. Such an event shall include but not be limited to the following: fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of oil or hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, terrorist attack and war.

Purpose of Emergency Proclamation

- Authorize the undertaking of extraordinary police powers.
- Provide limited immunity for emergency actions of public employees and governing bodies.
- Authorize the issuance of orders and regulations to protect life and property (e.g., curfews).
- Activate pre-established local emergency provisions such as special purchasing and contracting.
- Require the emergency services of a local official or employee.
- Requisition necessary personnel and materials from any local agency or department.
- VERY IMPORTANT...it is the prerequisite for requesting a Governor's Proclamation of a State of Emergency and/or a Presidential Declaration of an Emergency or Major Disaster.

When to issue emergency proclamation

- The local proclamation is the first step toward a state and federal declaration, which would then activate eligible state and federal disaster relief programs to provide financial relief to both local government and the public.
- A local, state and/or federal declaration is likely to send a reassuring message to the public that officials intend to pursue every avenue available to assist the disaster victims.

The Declaration Process

Step 1: Conditions indicate a local disaster is likely to occur or has already occurred.

Step 2: Local Emergency declared by the City Council or Director of Emergency Services.

Step 3: City or County Director of Emergency Services requests a State and Federal Declaration from the Governor.

Step 4: Governor requests a Presidential Declaration.

- In order to acquire state and federal assistance it is not necessary for San Rafael to declare an emergency, if the County has already done so.
- Cities/Towns within a county are bound by county rules and regulations adopted by the county during a proclaimed local emergency when the emergency is in both the incorporated and unincorporated territory. (Ref. 62 California Attorney General Opinions, 701, dated 1979)

STATE PROCLAMATION OF EMERGENCY

A State of Emergency may be proclaimed by the Governor when conditions of disaster or extreme peril exist which threaten the safety of person and property within the state. The Governor may also proclaim a state of emergency when requested to do so by local authorities or when the local authority is inadequate to cope with the emergency.

When the Governor proclaims a State of Emergency:

- Mutual aid shall be rendered in accordance with approved emergency plans when the need arises in any city or county for outside assistance.
- The Governor shall, to the extent he/she deems necessary, have the right to exercise all police power vested in the state by the Constitution and the laws of the State of California within the designated area.
- Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency.
- The Governor may suspend the provisions of orders, rules or regulation of any state agency and any regulatory statute or statute prescribing the procedure for conducting state business.
- The Governor may commandeer or make use of any private property or personnel (other than the media) in carrying out the responsibilities of his office.
- The Governor may promulgate issue and enforce orders and regulations deemed necessary.
- A State Proclamation activates the California Natural Disaster Assistance Act (CDAA) which provides financial assistance for items such as repairing or replacing public property or facilities, and local agency overtime costs and costs of supplies used in the response.

A State Proclamation is needed to request a Presidential Declaration and access to federal disaster relief programs.

PRESIDENTIAL DECLARATIONS

The Governor of an impacted state may request a Presidential Declaration of Emergency or Disaster when the disaster is of such severity and magnitude that effective response is beyond the ability of the state and affected local jurisdictions.

Federal Declaration of Emergency

In some cases the President may make a Declaration of Emergency instead of a Disaster. An Emergency Declaration unleashes the support of any or all of the 27 federal agencies. It also authorizes reimbursement of emergency work, such as debris removal and emergency protective measures. It stops short, however, of providing certain types of recovery assistance.

Federal Declaration of Major Disaster

A Presidential Declaration of Disaster is made when the President determines that the situation warrants major federal disaster assistance. In addition to the assistance provided in an Emergency Declaration, a Disaster Declaration may make a broad range of assistance available to individual victims, including:

- § Temporary housing;
- § Disaster unemployment and job placement assistance;
- § Individual and family grants;
- § Legal services to low-income victims; and,
- § Crisis counseling and referrals.

DECLARATION OF HEALTH EMERGENCY

The County Public Health Officer (PHO) may declare a local health emergency (Health and Safety Code § 101080; Government Code § 8558) whenever there is a release, spill, escape, or entry of hazardous waste or medical waste that is determined to be an immediate threat to the public health, or an imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biologic agent, toxin, or radioactive agent.

This declaration must be ratified by the County Board of Supervisors if it is to remain in effect after seven days, and must be reviewed at least every 14 days until the emergency is terminated.

After a Health Emergency has been declared, the PHO will have supervision and control over all environmental health and sanitation programs and personnel employed by the County. In addition, the PHO can require any person or organization that the director or local health officer shall specify to furnish any information known relating to the properties, reaction, and identity of the material that has escaped, been released, or spilled.

A Public Health Emergency may also be declared if there is an outbreak of a communicable disease. The PHO may then require isolation or quarantine of any case of contagious, infectious, or communicable disease when this action is necessary for the protection of the public health. The PHO may also take any measures as may be necessary to prevent the spread of the disease or occurrence.

EMERGENCY MANAGEMENT ORGANIZATION

The City of San Rafael's emergency management organization uses the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). The City is part of the Marin County Operational Area and the Coastal Region of the Governor's Office of Emergency Services (State OES).

The City Manager serves as the Director of Emergency Services and is responsible for implementing the City's Emergency Operations Plan through the efforts of the City's Office of Emergency Services. Within the emergency organization, departments and agencies have specified roles and responsibilities for certain functions.

EMERGENCY OPERATIONS PLAN

The City of San Rafael Emergency Operations Plan (EOP) addresses the planned response to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies in or affecting the San Rafael.

The EOP:

- Establishes the emergency management organization required to respond to and mitigate any significant emergency or disaster affecting the City.
- Identifies the policies, responsibilities, and procedures required to protect:
 - The health and safety of San Rafael communities.
 - Public & private property.
 - The environmental effects of natural and technological emergencies and disasters.
- Establishes the operational concepts and procedures associated with field response to emergencies, the City's Emergency Operations Center (EOC) activities, and the recovery process.

The EOP establishes the framework for implementation of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) in the City of San Rafael. The Plan is intended to facilitate multi-agency and multi-jurisdictional coordination in emergency operations, particularly between City of San Rafael and other local governments, including special districts, the County of Marin, and State agencies.

The EOP is a concept of operations guide and planning reference. City departments and local agencies that have roles and responsibilities identified in the EOP are encouraged to develop emergency operations plans, detailed standard operating procedures (SOPs), and emergency response checklists based on the provisions of the EOP.

EMERGENCY OPERATIONS CENTER

Day-to-day operations are conducted from departments and agencies that are dispersed throughout the City. An Emergency Operations Center (EOC) is a location from which centralized emergency management can be performed during a major emergency or disaster. This facilitates a coordinated response by the Director of Emergency Services, Emergency Management Staff, and representatives from organizations

that are assigned emergency management responsibilities. The level of EOC staffing will vary depending upon the specific emergency situation.

An EOC provides a central location of authority and information, and allows for face-to-face coordination among personnel who must make emergency decisions. The following functions are performed in the San Rafael EOC:

- Managing and coordinating emergency operations.
- Receiving and disseminating warning information.
- Developing emergency policies, procedures, and action plans.
- Collecting intelligence from, and disseminating information to, the various EOC representatives and the City Council, and, as appropriate, to County, city, special district, non-profit and community based organizations, state agencies, military, and federal agencies.
- Preparing intelligence/information summaries, situation reports, operational reports, and other reports as required.
- Maintaining general and specific maps, information display boards, and other data pertaining to emergency operations.
- Continuing analysis and evaluation of all data pertaining to emergency operations.
- Controlling and coordinating the operational and logistical support of departmental resources committed to the emergency.
- Maintaining contact and coordination with support department operations centers (DOC), other non-governmental agencies and the County/Operational Area EOC.
- Providing emergency warnings, alerts, information, and instructions to the public, making official releases to the news media and scheduling press conferences as necessary.

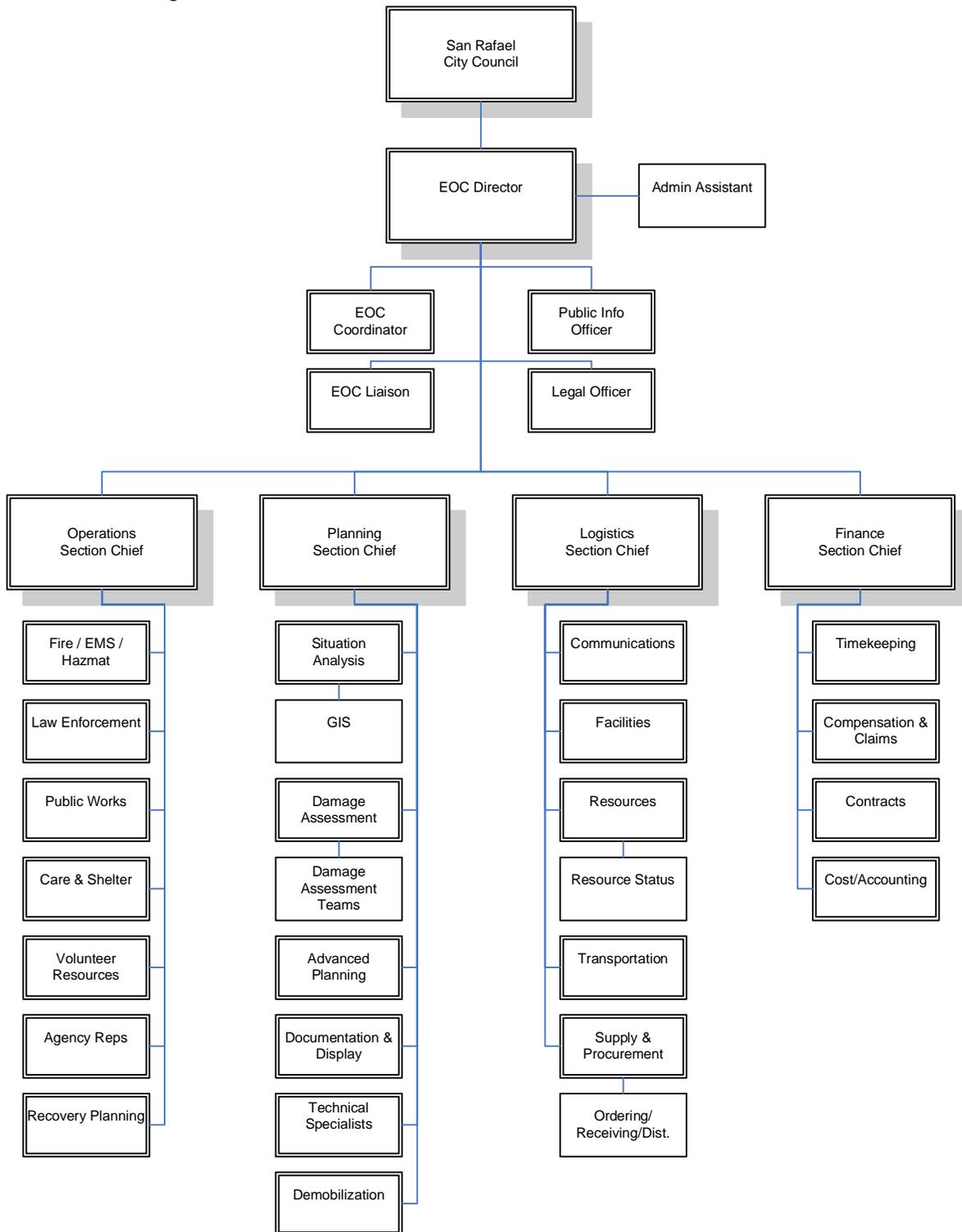
Management of the EOC and alternate EOC facilities is the responsibility of the City Manager's Office of Emergency Services (OES). This responsibility includes all facility functions, support systems, and operational readiness issues. Organization of the EOC and staff is based on the Standardized Emergency Management System (SEMS). The City Manager, or designee, serves as the EOC Director. The EOC Director has the primary responsibility for ensuring that the City Council is kept apprised of the situation and will bring all major policy issues to the City Council for review and decision.

The primary EOC is located at the City Council chambers and the alternate EOC is located at the Department of Public Works facility.

The EOC can be activated by the following staff:

- Director of Emergency Services
- Assistant Director of Emergency Services
- Fire Chief
- Police Chief
- Emergency Services Manager

San Rafael EOC Organizational Chart



This organizational chart represents a full activation of the EOC. For smaller events only certain positions within the EOC will be staffed.

ROLE OF CITY STAFF

All City of San Rafael regular employees are, by law, Disaster Service Workers. The roles and responsibilities for Disaster Service Workers are authorized by the California Emergency Services Act and are defined in the California Labor Code.

If the City of San Rafael declares a Local Emergency during normal work hours, employees will be expected to remain at work to respond to the emergency needs of San Rafael. If a Local Emergency is declared outside of normal work hours, employees may be called back to work, either in San Rafael or in their home communities.

The various San Rafael City departments have specified roles and functions to assume when a large-scale emergency or area-wide disaster strikes. These roles are well-defined in order to maintain a steady and secure response and recovery. It's important that these emergency functions are established so that City staff understands what to do in the event such a situation occurs, and can in turn assure the community that the situation is being addressed and all steps are being taken to maximize the public's safety and well-being.

San Rafael's Emergency Operations Plan outlines the defined organizational structure and chain of command for emergency operations procedures, and the functional responsibilities of the City's departments during such an emergency. In one way or another, every employee of San Rafael is a participant in the City's emergency response organization.

ROLE OF CITY COUNCIL

The City Council's actions during and following an emergency influence community members as well as employees, and directly impact the City's ability to protect lives and property. The City Council works closely with the Director of Emergency Services in the Management Section of the EOC in a similar capacity as they work with the City Manager during normal operations.

A Local Emergency is proclaimed by the City Council, or, when there is an immediate need, the Director of Emergency Services. If the Director proclaims a Local Emergency, the City Council must ratify it within seven days. The City Council must review the need for the proclamation at least every 14 days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant. This is a crucial step in receiving both regional assistance and financial support. The Council also advises and provides general direction to the Director of Emergency Services and provides liaison with the community and other jurisdictions.

When a disaster strikes, the City Council often will serve as a primary conduit between the government and the public both during and after the event. It may hold public meetings to conduct the business relevant to response and recovery from the disaster (for example, the adoption of ordinances) and to hear from and communicate with the public. Additionally, the Council may review potential or threatened litigation and provide general direction to the Director of Emergency Services in such matters. Specific responsibilities of the City Council include:

- Receive regular updates and briefings from the Director of Emergency Services.
- Serve as a liaison with other City, County, State and/or Federal government representatives.

- Review and approve the Proclamation of Local Emergency.
- Conduct public meetings to determine public needs and identify current or future city actions related to the disaster.
- Receive information and assistance from the Director of Emergency Services to assist with public information outreach.
- Visit impacted areas, shelters, and other temporary facilities to spot problems and special issues.
- Review requirements for special legislation and development of policy.
- Consider and advise both short and long term recovery strategies.
- Serve as the liaison with public or community organizations.
- Survey problem sites in San Rafael and assist residents and the City in finding solutions to problems resulting from the disaster.
- Participate in required training as required by State & Federal law.

Notification

In the event of a disaster, the City Council will be notified by the Director of Emergency Services or designee.

Responding To a Disaster Area

Depending on the size and scope of the disaster, it is recommended that you do not respond to the immediate disaster area because of safety concerns for you as well as emergency responders working at the scene. However, if you do choose to respond to the scene, you are encouraged to respond to the Incident Command Post and to follow these guidelines:

- § Bring at least one form of identification. Not every police officer or firefighter will know you.
- § The fire, law enforcement, or other emergency response agency may establish a "Hot Zone" into which only persons with the proper protective clothing and training are allowed to enter due to hazards to health and safety. Be prepared to follow their guidance and understand if you are denied access, it is for your safety.
- § Park your car in a safe place away from the incident and in an area where your vehicle does not obstruct the road. Blocked roads may slow emergency vehicles from reaching their destination.
- § Communicate with the Director of Emergency Services to advise him you are going to the scene.
- § Check in with the Incident Commander as soon as you arrive at the scene. This person is responsible for directing all activities at the incident scene. The Incident Commander should be located at the Command Post.
- § Watch for hazards and pay attention to your surroundings. Many responders are struck by cars every year because they are operating in the roadways where drivers are easily distracted by the disaster or incident.
- § Watch where you step. The scene may contain hazardous materials that can wind up on your shoes, which in turn can contaminate your car, home or business. Do not walk into or touch spilled material. Avoid inhaling fumes, smoke, and vapors. Avoid flood water; it may be contaminated.

- § Wear the protective clothing and equipment. Sturdy steel-toed boots, a hardhat, and even safety glasses might be needed. Arriving at a disaster without the correct type of clothing can place you at risk. If you do not have the proper equipment, inform the Incident Commander and the Safety Officer will make the appropriate clothing available for you to wear.

Emergency Meetings of the City Council

The Brown Act (Government Code §§ 54950-54962) governs meeting access for local public bodies. The Brown Act cannot be suspended by a local proclamation of emergency or by any other legislation. However, the Brown Act itself does provide some flexibility with the noticing and agenda requirements in "emergency situations".

- *Emergency* - Defined as a work stoppage, crippling activity, or other activity that severely impairs public health, safety, or both, as determined by a majority of the members of the legislative body. Government Code section 54956.5(a)(1). In cases of "emergency", the local legislative body (the City Council) may hold an emergency meeting without complying with the 24-hour notice requirement and/or posting requirement ordinarily necessary prior to the Council holding a special meeting. However, telephonic notification must be given to the media at least one hour before the emergency meeting is held. Government Code section 54956.5(b)(1)
- *Dire Emergency* - Defined as a crippling disaster, mass destruction, terrorist act, or threatened terrorist activity that poses peril so immediate and significant that requiring a legislative body to provide one-hour notice before holding an emergency meeting under this section may endanger the public health, safety, or both, as determined by a majority of the members of the legislative body. Government Code section 54956.5(a)(2). In cases of "dire emergency", the one-hour notice of the meeting provided to the media can occur at the same time the presiding officer or designee is notifying the members of the legislative body about the dire emergency meeting. And, in situations where telephone services are not functioning, the notice requirements mentioned above shall be deemed waived, and the legislative body, or designee of the legislative body, shall notify the media of the fact of the holding of the emergency meeting, the purpose of the meeting, and any action taken at the meeting as soon after the meeting as possible. Government Code section 54956.5(b)(2).
- Post Meeting Obligations: Where the Council has conducted an emergency meeting or a dire emergency meeting pursuant to these Government Code provisions, the City must post minutes of the meeting, a list of the persons notified or attempted to be notified prior to the meeting, the actions taken by the Council and roll call vote. This information must be posted in a public place, as soon after the meeting as possible and shall remain in place for ten (10) days. Government Code section 54956.5(e)

In short, in emergency situations, the City and its officials MUST comply with the Brown Act but the Act itself provides the flexibility with regard to noticing requirements.

ROLE OF STANDBY CITY COUNCIL MEMBERS

Standby City Council members will be used during an emergency when the City Council can not reconstitute itself and its members are unavailable.

- While filling the post of an unavailable regular City Council member during an emergency, the standby City Council member will take an oath of office and assume all the other duties and responsibilities that the regular City Council member would have had, including the duty to attend council meetings, vote on matters brought before the City Council, comply with Fair Political Practices Act with respect to avoidance of conflicts of interest in making decisions, comply with the Brown Act, and adhere to all other City Council requirements.
- Standby City Council members will participate in required training as required by State & Federal law and remain familiar with San Rafael's disaster operations.
- A standby City Council member will be selected (or re-confirmed) by each Council member every January as a part of the City Council appointments.

DIRECTOR OF EMERGENCY SERVICES

The City Manager is the Director of Emergency Services and is empowered to:

- Proclaim the existence of a local emergency if the immediate needs of the disaster require a local emergency proclamation sooner than the next feasible City Council meeting. If the Director proclaims a Local Emergency, the City Council must ratify it within seven days. Also, request the Governor to proclaim a "state of emergency" when locally available resources are inadequate to cope with the emergency;
- Immediately notify the City Council of the issuance of a proclamation of local emergency (if the Council is not immediately available to issue the proclamation itself).
- Direct and control the effort of the emergency organization of the city;
- Direct cooperation between and coordination of services and staff of the emergency organization of the City; and resolve questions of authority and responsibility that may arise between them;
- Make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the City Council;
- Obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commandeer the same for public use;
- Require emergency services of any city officer or employee, and in the event of the proclamation of a "state of emergency" in the city or the existence of a "state of war emergency," to command the aid of as many citizens of this community as deemed necessary in the execution of his duties; such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered Disaster Service Workers;
- Requisition necessary personnel or material of any department or agency in this city.

SAN RAFAEL DISASTER COUNCIL

The City's disaster council is empowered to develop and recommend for adoption by the city council, emergency and mutual aid plans and agreements and such ordinances, resolutions, rules, and regulations as are necessary to implement such plans and agreements within the City. The council meets upon the call of the chairman, or in his absence from the city or inability to call such meeting, upon the call of the vice chairman.

Membership

- Mayor, chairman
- Director of Emergency Services, vice-chair
- Assistant Director of Emergency Services
- Fire Chief
- Police Chief
- Representatives of organizations having an official emergency responsibility, as may be appointed by the director with the consent of the city council.

RESOURCES

The City of San Rafael has the first responder resources available to respond to any major emergency or disaster comparable to any such City of the same size. San Rafael works very closely with neighboring agencies through automatic and mutual aid agreements to enhance our capability to respond to large events. However, a major emergency or disaster affecting a large portion of Marin County and the Bay Area would limit the amount of assistance coming into Marin and San Rafael. Strategies would need to be developed quickly to identify the best methods of utilizing available resources in a manner that would provide the most good for the most amount of people.

SPECIAL COUNTY RESOURCES

Urban Search & Rescue (USAR)

The Marin County Urban Search and Rescue (USAR) Team is a "multi-hazard" discipline, since it may be needed for a variety of emergencies or disasters. The team is certified as a "heavy" rescue team by the Governor's Office of Emergency Services and is made up of members from various jurisdictions. Members are trained as technical specialists, capable of performing confined space rescue, water rescue, physical search and rescue operations in collapsed structures, initial medical stabilization of injured response personnel & trapped victims, hazardous materials categorization, structural hazard evaluation, and stabilization of damaged structures.



USAR's Five Major Functional Elements:

- Search
- Rescue
- Technical
- Medical
- Heavy Equipment

The Marin County USAR team is designed to be totally self-sufficient for the first 48 hours of operation. Specialized equipment includes concrete and steel cutting tools, breaking devices, portable generators, power saws, drills, air bags, lighting, ropes and other technical rescue items. Other equipment carried by the three designated rescue units includes medical supplies, hazardous materials and radiation monitors, protective clothing, victim locating devices, search cameras, water rescue boats, communication equipment, and computer equipment.



Sheriff's Office Search & Rescue (SAR)

The Marin County Sheriff's Search and Rescue Unit was first sponsored in 1976 by the American Red Cross. During that time they assisted with the Orphan Airlift at Hamilton Field of Vietnamese children and many first aid events. In 1978, sponsorship of the team was changed to the Sheriff's Department, and the unit began to respond to its first search and rescue missions.



During the early years with the Marin County Sheriff's Office, the unit responded to several large SAR missions, including an overnight search for two missing children in the hills above Inverness and several challenging incidents searching for the victims of the traiside killer between 1979 and 1981. The unit also was heavily involved in disaster operations during the great flood of 1982 and lesser flooding disasters in '83, '85 and '86. During this time, SAR also assisted in investigations for numerous evidence searches. SAR has 70 members and is capable of carrying out a wide spectrum of missions from high altitude rescues to searching for victims of predator abductions.

Radio Amateur Civil Emergency Services (RACES)

RACES is a volunteer organization of licensed amateur radio operators in Marin County. RACES members operate radio equipment installed in Emergency Operations Centers and other strategic locations. RACES is organized under FEMA and operates according to Federal Communications Commission (FCC) rules. In Marin County RACES is administered by the Marin County Sheriff's Office of Emergency Services. RACES members may provide communications support using amateur radio, cellular and regular phones, as available.



Goals:

- To provide emergency communications as needed and as requested in the event of a disaster.
- To maintain readiness to provide communications in the event of a failure of emergency communications systems.
- To support emergency services in gathering information about potential hazards to life and property.
- To support emergency services in disseminating information to the public.
- To improve skills, knowledge, and abilities of RACES members through trainings, seminars, and information.

Marin Medical Reserve Corps (MMRC)

The mission of the Marin County Medical Reserve Corps is to develop partnerships within Marin County medical professionals (active and retired) that aid in the education, training and deployment of citizen volunteers and resources in the event of a large scale, local emergency or disaster. The vision of the Marin Medical Reserve Corps (MMRC) is to enlist citizen volunteers to assist in the establishment of an organized pool of resources capable of being deployed to support emergency medical operations throughout the county. The MMRC is administered by the Marin County Department of Health & Human Services.



Marin County Hazardous Materials Response Team

The County has one Operational Area hazardous material team and two HazMat response vehicles. The team is comprised of personnel from County and city fire departments as well as County Environmental Health. The team is administered by the Marin County Fire Chief's Association. It includes eleven (11) personnel who are equipped and trained at a Technician level, which allows them to work in very close proximity to a released material. There are also fourteen (14) personnel who are equipped and trained as Specialists – the highest level of HazMat training.

WORKING WITH THE MEDIA

In the event of a significant incident, City Council members will be contacted and briefed by the Director of Emergency Services or Public Information Officer. In addition:

- Media briefings may be scheduled for Council members to attend.
- Public Information Officers or the EOC Director will confer with Council members to brief them on the situation and what response and recovery actions are underway.
- Council members will be provided copies of all news releases and information.

The City's Assistant to the City Manager serves as the Public Information Officer (PIO) for the City and is supported by EOC staff during an event. The PIO is trained, skilled and experienced in dealing with the media, and has established working relationships with all media.

Cultivating a good relationship with the media prior to a disaster may provide better support from the media during the hectic hours of responding to an emergency. It is important to create a situation where the media feels it has a vital role during the response efforts. The media, when supportive, can convey important information to the public about issues such as evacuations and disaster assistance information.

While the PIO will work closely with the media, Council members will often be sought out by the news media for comments or information specific to the disaster.

Tips for responding to questions from the Media in a Disaster

- Answer all questions directly and to the point.
- § If you don't know the answer to a question, say so. Don't risk a guess. Erroneous information can cause the public to take incorrect actions and can damage your credibility. Ask the reporter to leave his or her name and telephone number so that you can provide an answer.
- § Do not exaggerate the facts. Give facts as you know them and cite your own sources. In an emergency or disaster, the information you reveal could threaten lives if it is incorrect.
- § Tell the truth and avoid using "no comment". No comment gives the impression that you have something to hide.
- § Never give "off the record" information. It could come back to haunt you.
- § Never argue with reporters or lose your cool. Don't be rude even if the interviewer or reporter appears to doubt your credibility.
- § If you are interrupted, wait for the interrupter to finish and then proceed with your answer. You may wish to repeat the original question to bring the reporter back on track.
- § Challenge any efforts to put words in your mouth. If you don't you may end up appearing to agree with something you actually disagree with.
- § Don't act evasive. Your evasiveness may be interpreted as an attempt to hide something.
- § Be alert. Avoid answering speculative "what if" questions. Be prepared to lead the interview from problems and negatives to positive points you want to make.

- § If you know you are going to be interviewed please contact the PIO or Director of Emergency Services for information to work with.

Delivering your message:

- § Speak naturally and avoid using “jargon” or terminology that isn’t familiar to those working outside of emergency management.
- § Say the most important thing first and then elaborate if necessary. Avoid long, rambling responses. Be succinct and clear in your responses.
- § Make one point at a time. Speak in simple sentences rather than compound sentences. During times of high stress people are generally only able to remember short concise bits of information.
- § If you must read a prepared statement, review the information before going “live”. Read in a relaxed manner. Avoid stilted, halting speeches.
- § Be believable, personable and conversational. Credibility is vital to getting your message across.

Coordinating at a scene with the Incident Commander:

- § Coordinate any requests to tour the scene with the Incident Commander before making any promises to the media.
- § Let the PIO know if you talk to the media.

ACRONYMS & GLOSSARY

LIST OF ACRONYMS & ABBREVIATIONS

AAR	After Action Report
CDAAC	California Disaster Assistance Act
CDC	Centers for Disease Control
CERT	Community Emergency Response Team
DHS	Department of Homeland Security
DOC	Department Operations Center
EDIS	Emergency Digital Information System
EMAC	Emergency Mutual Aide Compact (State)
EMMA	Emergency Managers Mutual Aid
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
GC	Government Code
HAZMAT	Hazardous Materials
HSAS	Homeland Security Advisory Code
HSC	Health and Safety Code
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JFO	Joint Field Office
JIC	Joint Information Center
LAC	Local Assistance Center
MACS	Multi-Agency Coordination System
MARAC	Mutual Aid Regional Advisory Committee
MEANS	Marin Emergency Automated Notification System
MRC	Medical Reserve Corps
NIMS	National Incident Management System
NRP	National Response Plan
NWS	National Weather Service
OA	Operational Area
OASIS	Operational Area Satellite Information System
OES	Office of Emergency Services
PDA	Preliminary Damage Assessment
PHO	Public Health Officer
RACES	Radio Amateur Civil Emergency Services
REOC	Regional Emergency Operations Center
RIMS	Resource Information Management System
SAR	Search and Rescue
SEMS	Standardized Emergency Management System
TENS	Telephone Emergency Notification System
USAR	Urban Search and Rescue

GLOSSARY OF TERMS

This Glossary contains definitions of terms commonly used by agencies and organizations in the emergency management field.

A

Action Plan: "Action Plan" means the plan prepared in the EOC containing the emergency response objectives, overall priorities, and supporting activities for a designated period. (See EOC Action Plan)

After Action Report: A report covering response actions, application of SEMS, modifications to plans and procedures, training need, and recovery activities. After action reports are required under SEMS after any emergency which requires a declaration of an emergency.

American Red Cross: A nationwide volunteer agency providing disaster relief to individuals and families.

Auxiliary Communications Service (ACS): A communications reserve that provides tactical, logistical and administrative support and communications for all government communications systems.

B

Base Flood: A term used in the National Flood Insurance Program to indicate the minimum size flood to be used by a community as a basis for its floodplain management regulations; presently required by regulation to be that flood which has a one-percent chance of being equaled or exceeded in any given year. Also known as a 100-year flood.

Base Flood Elevation (BFE): The elevation for, which there is a one-percent chance in any given year that flood levels, will equal or exceed it. It is also known as the 100-Year Flood.

C

California Emergency Council: The official advisory body to the Governor on all matters pertaining to statewide emergency preparedness.

Care and Shelter: A phase of operations that meets the food, clothing, and shelter needs of people on a mass care basis.

Casualty Collection Points (CCP): See Field Treatment Sites

Catastrophic Disaster: An event or incident which produces severe and widespread damages of such a magnitude as to result in the requirement for significant resources from outside the affected area to provide the necessary response.

Civil Air Patrol: A civilian auxiliary of the United States Air Force which provides personnel, services, and equipment for specified missions in support of state and local emergency operations.

Command Post: (See Incident Command Post)

Comprehensive Emergency Management (CEM): An integrated approach to the management of emergency programs and activities for all four emergency phases (mitigation, preparedness, response, and recovery), for all types of emergencies and disaster and for all levels of government and the private sector.

Continuity of Government: All measures that may be taken to ensure the continuity of essential functions of governments in the event of emergency conditions, including line-of-succession for key decision makers.

D

Damage Assessment: The process utilized to determine the magnitude of damage and the unmet needs of individuals, businesses, the public sector, and the community caused by a disaster or emergency event.

Declaration: The formal action by the President to make a State eligible for major disaster or emergency assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 3-288, as amended (the Stafford Act).

Delegation of Authority: A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed. Many agencies require written Delegation of Authority to be given to Incident Commanders prior to their assuming command on larger incidents.

Department Operations Center (DOC): An EOC used by a distinct discipline, such as fire, law, or public works. Department operations centers may be used at all SEMS levels above the field response level, depending upon the impact of the emergency.

Designated Area: Any emergency or major disaster-affected portion of a State that has been determined eligible for Federal assistance.

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

Disaster Field Office: A central facility established by the Federal Coordinating Office within or immediately adjacent to disaster impacted areas to be utilized as a point of coordination and control for state and federal governmental efforts to support disaster relief and recovery operations.

Disaster Service Worker: Includes public employees and any unregistered person impressed into service during a State of War emergency, a State of emergency, or a Local Emergency by a person having authority to command the aid of citizens in the execution of his duties.

E

Emergency Alert System (EAS): A system that enables the President and federal, state, and local governments to communicate through commercial radio and television broadcast stations with the general public in the event of a disaster.

Emergency Management Director (Director of Emergency Services): The individual within each political subdivision that has overall responsibility for the jurisdiction's emergency management efforts. For the City of San Rafael, this is the City Manager.

Emergency Operations: Those actions taken during the emergency period to protect life and property, care for the people affected, and temporarily restore essential community services.

Emergency Operations Center (EOC): A location from which centralized emergency management can be performed. EOC facilities are established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.

Emergency Operations Plan (EOP): The plan that each jurisdiction has and maintains for responding to relevant hazards.

Emergency Period: A period which begins with the recognition of an existing, developing, or impending situation that poses a potential threat to a community. It includes the warning (where applicable) and impact

phase and continues until immediate and ensuing effects of the disaster no longer constitute a hazard to life or threat to property.

Emergency Plans: Those official and approved documents which describe principles, policies, concepts of operations, methods and procedures to be applied in carrying out emergency operations or rendering mutual aid during emergencies. These plans include such elements as continuity of government, emergency functions of governmental agencies, mobilization and application of resources, mutual aid, and public information.

Emergency Public Information (EPI): Information disseminated to the public by official sources during an emergency, using broadcast and print media. EPI includes: (1) instructions on survival and health preservation actions to take (what to do, what not to do, evacuation procedures, etc.), (2) status information on the disaster situation (number of deaths, injuries, property damage, etc.), and (3) other useful information (state/federal assistance available).

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

Essential Facilities: Facilities that are essential for maintaining the health, safety, and overall well-being of the public following a disaster (e.g., EOCs, hospitals, police and fire department buildings, utility facilities, etc.). May also include buildings that have been designated for use as mass care facilities (e.g., schools, churches, etc.).

Evacuee: An individual who moves or is moved from a hazard area to a less hazardous area with anticipation of return when the hazard abates.

Exercise: Maneuver or simulated emergency condition involving planning, preparation, and execution; carried out for the purpose of testing, evaluating, planning, developing, training, and/or demonstrating emergency management systems and individual components and capabilities, to identify areas of strength and weakness for improvement of an emergency operations plan (EOP).

Expedient Shelter: Any shelter constructed in an emergency or crisis period on a "crash basis" by individuals, single families, or small groups of families.

F

Federal Coordinating Officer (FCO): The person appointed by the President to coordinate federal assistance following an emergency or major disaster declaration.

Federal Disaster Assistance: Provides in-kind and monetary assistance to disaster victims, state, or local government by federal agencies under the provision of the Federal Disaster Relief Act and other statutory authorities of federal agencies.

Federal Disaster Relief Act: Public Law 93-288, as amended, that gives the President broad powers to supplement the efforts and available resources of state and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from major (peacetime) disasters.

Federal Emergency Management Agency (FEMA): This agency was created in 1979 to provide a single point of accountability for all Federal activities related to disaster mitigation and emergency preparedness, response, and recovery.

Field Treatment Site (FTS): A location within a jurisdiction that is used for the assembly, triage (sorting), medical stabilization, and subsequent evacuation of casualties. It may be used for the receipt of incoming

medical resources (doctors, nurses, supplies, etc. Preferably the site should include or be adjacent to an open area suitable for use as a helicopter pad.

Flood Hazard Boundary Map (FHBM): The official map of a community that shows the boundaries of the flood plain and special flood hazard areas that have been designated. It is prepared by FEMA, using the best flood data available at the time a community enters the emergency phase of the NFIP. It is superseded by the FIRM after a more detailed study has been completed.

Flood Insurance: The insurance coverage provided under the National Flood Insurance Program (NFIP).

Flood Insurance Rate Map (FIRM): The official map of a community prepared by FEMA, which shows the base flood elevation, along with the special hazard areas and the risk premium zones. The study is funded by FEMA and is based on detailed surveys and analysis of the site-specific hydrologic characteristics.

H

Hazard: Any source of danger or element of risk to people or property.

Hazard Area: A geographically defined area in which a specific hazard presents a potential threat to life and property.

Hazardous Material: A substance or combination of substances which, because of quantity, concentration, physical, chemical, radiological, explosive, or infectious characteristics, poses a potential danger to humans or the environment. Generally, such materials are classed as explosives and blasting agents, flammable and nonflammable gases, combustible liquids, flammable liquids and solids, oxidizers, poisons, disease-causing agents, radioactive materials, corrosive materials, and other materials including hazardous wastes.

Hazardous Material Incident: Any uncontrolled release of material capable of posing a risk to health, safety, and property. Areas at risk include facilities that produce, process, or store hazardous materials as well as sites that treat, store, and dispose of hazardous material.

Hazard Mitigation: A measure that will reduce the potential for damage to a facility from a disaster event.

Hazard Mitigation Grant Program (HMGP): Authorized under Section 404 of the Stafford Act. Provided funding for hazard mitigation projects that are cost effective and complement existing post-disaster mitigation programs and activities for beneficial mitigation measures that are not funded through other programs.

Hazard Mitigation Plan: The plan resulting from a systematic evaluation of the nature and extent of vulnerability to the effects of natural hazards, including the actions needed to minimize future vulnerability to identified hazards.

Homeland Security Advisory System: National system used to communicate the nature and the degree of terrorist threats. Based on five possible threat levels, governments and other organizations will implement protective measures.

I

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 (IAP): The plan developed at the field response level that 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 (IC): The individual responsible for the command of all functions at the field response level.

Incident Command Post (ICP): The location at which the primary command functions are executed. The ICP may be co-located with the incident base or other incident facilities.

Incident Command System (ICS): The 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 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.

Incident Objectives: Statements of guidance and direction necessary for the selection of appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow for strategic and tactical alternatives.

Individual Assistance (IA): Supplementary Federal assistance provided under the Stafford Act to individuals and families adversely affected by a major disaster or an emergency. Such assistance may be provided directly by the Federal Government or through State, local governments or disaster relief organizations.

Information Officer: Responsible for interfacing with the public and media or with other agencies requiring information directly from the incident. This position is also referred to as Public Affairs or Public Information Officer (PIO) in some disciplines.

I-Zone. Urban Interface Zone. Wildfire hazard area where urban development immediately adjoins wild lands.

L

Liaison Officer: Responsible for coordinating with representatives from cooperating and assisting agencies.

Local Assistance Center (LAC): A facility established by local government within or adjacent to an disaster impacted area to provide disaster victims a "one-stop" service in meeting their emergency representatives of local, state, and federal governmental agencies, private service organizations and certain representatives of the private sector.

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

M

Major Disaster: Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosions, or other 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 under the Federal Disaster Relief Act, above and beyond emergency services by the Federal Government, to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Management by Objectives: In SEMS field and EOC levels, this is a top-down management activity that involves a three-step process to achieve the desired goal. The steps are: establishing the objectives, selection of appropriate strategy(s) to achieve the objectives; and the direction or assignments associated with the selected strategy.

Mass Care Facility: A location where temporary services are provided to disaster victims during an emergency which may include lodging, food, clothing, registration, welfare inquiry, first aid, and essential social services.

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

Mitigation: Pre-event planning and actions that aim to lessen the effects of potential disaster.

Multi-Agency Coordination: The functions and activities of representatives of involved agencies and/or jurisdictions who make decisions regarding the prioritizing of incidents and the allocation of critical resources.

Multi-Agency Coordination System (MACS): The combination of personnel, facilities, equipment, procedures and communications integrated into a common system. When activated, MACS has the responsibility for coordination of assisting agency resources and support in a multi-agency or multi-jurisdiction environment. A MAC Group functions within the MACS. MACS organizations are used within the California Fire Services.

Multi-Agency Incident: An incident where one or more agencies assist a jurisdictional agency or agencies. The incident may be managed under single or unified command.

Multi-jurisdiction Incident: An incident requiring action from multiple agencies that have a statutory responsibility for incident mitigation. In ICS these incidents will be managed under Unified Command.

Mutual Aid Agreement: Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

Mutual Aid Coordinator: An individual at local government, operational area, region or state level that is responsible to coordinate the process of requesting, obtaining, processing and using mutual aid resources. Mutual Aid Coordinator duties will vary depending upon the mutual aid system.

Mutual Aid Region: A subdivision of State Office of Emergency Services established to assist in the coordination of mutual aid and other emergency operations within a geographic area of the state, consisting of two or more county (operational) areas. Marin County is in Mutual Aid Region II

N

National Flood Insurance Program (NFIP): The Federal program, created by an act of Congress in 1968, that makes flood insurance available in communities that enact satisfactory floodplain management regulations.

National Incident Management System (NIMS): The federal standard for incident management. Based in ICS, provides core set of concepts, principles, and terminology.

National Response Plan (NRP): Supersedes Federal Response Plan. Provides framework for federal agencies involved with domestic incident management. DHS manages response for "Incidents of National Significance."

National Warning System (NWS): The federal portion of the civil defense warning system, used to disseminate warning and other emergency information from the warning centers or regions to warning points in each state.

O

One Hundred (100)-Year Flood: The flood elevation that has a one-percent chance of being equaled or exceeded in any given year. It is also known as the base flood elevation.

Operational Area: An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the county's geographic borders. An operational area is defined in law (Section 8559, California Government Code) as an organization (not a jurisdiction) whose boundaries are those of a county. The operational area concept is the backbone of the Standardized Emergency Management System (SEMS).

Operational Area Coordinator: The individual within the operational area responsible for a specific function such as law enforcement, coroner's services, or emergency medical services.

Operational Area Satellite Information System (OASIS): A statewide emergency communication system based on the operational area concept.

Operational Period: The period of time scheduled for execution of a given set of operation actions as specified in the Incident or EOC Action Plan. Operational Periods can be of various lengths, although usually not over 24 hours.

P

Public Assistance (PA): Federal assistance provided under the Stafford Act to State and local government agencies or certain private, nonprofit organizations.

Public Information Officer (PIO): The individual delegated the authority to prepare public information releases and to interact with the media. Duties will vary depending upon the agency and SEMS level.

R

Radio Amateur Civil Emergency Services (RACES): An emergency services program designed to make efficient use of skilled radio amateur in accordance with approved emergency communications plans.

Recovery: Activities traditionally associated with providing Federal supplemental disaster recovery assistance under a Presidential major disaster declaration. These activities usually begin within days after the event and continue after the response activities cease. Recovery includes individual and public

assistance programs that provide temporary housing assistance, grants and loans to eligible individuals and government entities to recovery from the effects of a disaster.

Recovery Operations Center (ROC): A facility established by the local government within or adjacent to an disaster impacted area to provide disaster relief agencies and organizations "one-stop" shop for the coordination of their efforts. Representatives from local, state, and federal governmental agencies, private service organizations and certain representatives of the private sector may be present.

Regional Emergency Operations Center (REOC): Facilities found at State OES Administrative Regions. REOCs are used to coordinate information and resources among operational areas and between the operational areas and the state level.

Response Information Management System (RIMS): A networked computer information system that helps implement California's Standardized Emergency Management System (SEMS). It links the State Regional Emergency Operations Centers (REOC), several counties and cities, several state agencies, and the US Army Corps of Engineers carried via the internet and OASIS.

S

Shelter Manager: An individual who provides for the internal organization, administration, and operation of a shelter facility.

Span of Control: The supervisory ratio maintained within an ICS or EOC organization. A span of control of five-positions reporting to one supervisor is considered optimum.

Stafford Act: Robert T. Stafford disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988; amended the Disaster Relief Act of 1974, PL 93-288.

Staging Areas: Locations at an incident where resources can be placed while awaiting a tactical assignment.

Standard Operating Procedures (SOPs): A set of instructions having the force of a directive, covering those features of operations that lend themselves to a definite or standardized procedure. Standard operating procedures support an annex by indicating in detail how a particular task will be carried out.

Standardized Emergency Management System (SEMS): A system required by California Government Code for managing response to multi-agency and multi-jurisdiction emergencies in California. SEMS consists of five organizational levels that are activated as necessary: Field Response, Local Government, Operation Area, Region and State.

State Coordinating Officer (SCO): The person appointed by the Governor to act for the State in cooperation with the Federal Coordinating Officer.

State of Emergency: The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property that are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city and require the combined forces of a mutual aid region or regions to combat.

State of War Emergency: The condition which exists immediately, with or without a proclamation thereof by the Governor, whenever the state or nation is directly attacked by an enemy of the United States, or upon the receipt by the state of a warning from the federal government that such an enemy attack is probable or imminent.

State Operations Center (SOC): An EOC facility operated by the Governor's Office of Emergency Services at the state level in SEMS. Located in Sacramento.

T

Technical Specialists: Personnel with special skills that can be used anywhere within the ICS or EOC organization.

Technological Hazard: Includes a range of hazards emanating from the manufacture, transportation, and use of such substances as radioactive materials, chemicals, explosives, flammables, agricultural pesticides, herbicides and disease agents; and oil spills on land, coastal waters or inland water systems.

Triage: A process of rapidly classifying patients on the basis of the urgency of treatment that is needed. The prioritizing of medical care based on the nature and severity of illness or complaint, history, signs and symptoms, general appearance, vital signs and a brief physical assessment.

Tsunami: A large oceanic wave generated by earthquakes, submarine volcanic eruptions, or large submarine landslides in which sudden forces are applied to the water mass. The fastest tsunami waves can move at speeds of hundreds of miles per hour in the open ocean. However, as the waves enter shallower waters in coastal area, wave velocity decreases and wave height can increase to 100 feet or more on impact at the shoreline.

U

Unified Command: In ICS, Unified Command is a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, responsibility or accountability.

Urban Rescue: The complex process in which trained personnel use specialized equipment to locate and extricate victims trapped in collapsed buildings, and the mobilization and management of such personnel and equipment.

W

Weapon of Mass Destruction: Device using chemical, biological, radiological, or nuclear materials.