CITY OF SANTA CRUZ

Emergency Operations Plan 2013

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* Denotes EOC Section Chief   Policy Group

RECORD OF REVISIONS

Revision Number	Revision Date	Revisions	Revisions Entered by
1	December 2004	Whole document review; update	Robert Solick
2	February 2005	Revise format	Robert Solick
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INTRODUCTION

The City of Santa Cruz Emergency Operations Plan (EOP) describes the roles and operations of the departments and personnel of the City of Santa Cruz during a major emergency. The EOP sets forth standard operating procedures for managing public emergencies resulting from floods, storms, earthquakes, tsunami, hazardous material incidents and other natural or man-made disasters.

The EOP further defines and describes the emergency management organization which shall be used during emergencies. The plan addresses integration and coordination with other governmental levels when required utilizing the following mandated organizational structures:

Standardized Emergency Management System

The EOP is based on the functional elements of California's Standardized Emergency Management Systems (SEMS). SEMS is established in state law (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations).

SEMS provides a standardized response to emergencies that involve multiple jurisdictions or multiple agencies. It is intended to be flexible and adaptable to the needs of emergency responders and is required by state law. SEMS is used as the coordination management system at both the Emergency Operations Center (EOC) level and between EOCs within the Operational Area (county).

SEMS requires emergency response agencies to use basic principles and components of emergency management, including the Incident Command System (ICS), interagency coordination, the Operational Area concept, as well as established mutual aid systems.

SEMS is designed to focus resources and efforts in the most efficient manner. While it overlays pre-existing mandates in statute and regulations, it does not redirect or preempt these authorities.

SEMS regulations require that when a local government EOC is activated, communications and coordination shall be established between the Incident Commander(s) in the field, and the Department Operations Center (DOC) to the EOC or between the Incident Commander(s) and the EOC.

Coordination of fire, law enforcement and public works resources are managed through their respective mutual aid systems.

Incident Command System

The EOP outlines and uses the Incident Command System developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE). ICS identifies how the City fits into local, regional, state, and federal emergency response structures. This framework conforms to the requirements of the National Incident Management System (NIMS) as mandated by the Federal Department of Homeland Security (DHS).

The ICS delegates functions (or tasks) to subordinates of an Incident Commander (field response) and/or an Emergency Operations Center (EOC) Director and promotes proper span of control and unity of command, and is implemented in accordance with SEMS mandates and incorporates the National Incident Management System (NIMS).

The purpose of the ICS is to assign employees with reasonable expertise and training to a function critical to emergency management during the course of emergencies without loss of precious time.

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When ICS is needed:

> When an incident requires response from multiple local emergency management and response agencies, effective cross-jurisdictional coordination using common processes and systems is critical. The Incident Command System provides a flexible, yet standardized core mechanism for coordinated and collaborative incident management, whether for incidents where additional resources are required or are provided from different organizations within a single jurisdiction or outside the jurisdiction, or for complex incidents with national implications. (FEMA)

An important feature of the ICS, noted above, is that only those positions needed to manage a particular incident are activated. As the severity of an incident increases, assignments may change commensurate with that shift.

Realizing that the EOP identifies employees by titles that are different from their usual designations, the EOP includes checklists for each position. Additionally, an organizational transition matrix is provided in the Appendices.

PURPOSE OF THE EMERGENCY OPERATIONS PLAN

This plan identifies the operational concepts and procedures associated with coordinating and supporting field response to emergencies, Emergency Operations Center (EOC) activities, and the recovery process.

The City of Santa Cruz plans for, and responds to, emergency events in accordance with the Santa Cruz County Operational Area Memorandum of Understanding (MOU). This MOU ratifies local government agreements to follow the SEMS as mandated under California law.

SEMS is comprised of the emergency management organizations of cities (local government), operational areas (counties), OES regions (Inland, Coastal, Southern), and state agencies. Within this context, local jurisdictions are responsible for directing and coordinating emergency response and recovery operations within their respective jurisdictions, while the other agencies serve primarily as support elements.

The Emergency Operations Plan identifies responsibilities and procedures that may be required to help protect the health and safety of the City of Santa Cruz from the effects of natural and other emergencies and disasters. It also identifies the operational concepts and procedures associated with coordinating and supporting field-level response to emergencies, and EOC activities.

Scope

The EOP is a department-level plan which focuses the response of appropriate personnel resources of the City of Santa Cruz to a major emergency. The intent of the EOP is to provide guidance for extraordinary emergency situations. Departmental responsibilities are identified where appropriate, based on the type of hazard or threat. In particular, see the Departmental Functional Responsibilities Matrix, for primary departmental response areas (Appendix A4). The EOP and organization shall be subordinate to the Operational Area (County).

Special Districts serving the City of Santa Cruz are responsible for following the plan and developing plans and standard operating procedures to fulfill their responsibilities.

Mission

It shall be the mission of the City of Santa Cruz Emergency Management Organization to respond to an emergency situation in a safe and timely manner. The protection of lives, preservation of property, and protection of the environment shall be the principal goals which underscore each activity undertaken in the name of the Emergency Operations Plan.

AUTHORITY AND PROMULGATION

Local Authority

This shall be the official Emergency Operations Plan for the City of Santa Cruz and shall supersede previous plans and shall preclude employee actions not in concert with the intent of this plan, or the emergency organization created by it. Nothing in this plan shall be construed in a manner that limits the use of good judgment and common sense in matters not foreseen or covered by the elements of the plan or any appendices hereto.

The plan is promulgated under the authority of the City Council, City Manager, the Director of Public Works, and/or the Emergency Operations Center Manager, and is an official publication and directive of the City of Santa Cruz under provisions of applicable law.

Federal Authority

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

State Authority

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

Employees as Disaster Service Workers

By State law (Government Code Section 3100–3109), government employees are Disaster Service Workers. When a disaster occurs, each employee will be expected to perform certain duties to assist the community in returning to normal as soon as possible. This plan shall be read by, and its stipulations considered binding upon, all City employees.

CONCEPT OF OPERATIONS

Emergency Proclamations

The Emergency Operations Plan addresses contingencies, ranging from minor incidents to large disasters. Often, incidents will be preceded by a buildup or warning period, such as major storm and flooding advisories. Such situations allow adequate time to alert the public and implement measures to reduce loss of life and damage to property. However, many incidents occur with little or no advance warning, and require immediate activation of emergency procedures, activation and staffing of the

Emergency Operations Center, and efficient and coordinated mobilization, mutual aid, and resource management, all of which are key components of ICS. In such cases, emergency proclamations will be needed.

Local Emergency Proclamations

A local emergency may be proclaimed by the City Council, county, or by an official designated by ordinance adopted by the governing body (*see* Government Code Sections 8630-8634).

If the City of Santa Cruz determines that the effects of an emergency are, or may become, beyond the capability of local resources, the next step is to issue to proclaim a Local Emergency. Notification is made to the Operational Area (county) as soon as possible. Such a proclamation of local emergency is invalid after seven (7) days unless ratified by the City Council. Proclamations must be made within ten (10) days of an incident to qualify for assistance under the State Natural Disaster Assistance Act and must be renewed every 14 days.

A local proclamation of emergency allows the City Manager/Director of Emergency Services to establish curfews, take measures necessary to protect and preserve the public health and safety, and to exercise all authority granted by local ordinance. It is a prerequisite for requesting a Governor's Proclamation of a State of Emergency and/or a Presidential Declaration of an Emergency or Major Disaster.

State: Governor's Proclamation of a State of Emergency

After the Proclamation of a Local Emergency for the City of Santa Cruz the City Council may request that the Governor proclaim a State of Emergency. Such a request is sent to the Director of CalOES within ten (10) days of the incident, with a copy of the Local Emergency Proclamation and the damage assessment summary.

Governor's Proclamation without a Local Request

A request from the City of Santa Cruz is not necessary for the Governor to proclaim a State of Emergency. The Governor can proclaim a State of Emergency if the safety of persons and property are threatened by conditions of extreme peril or if the emergency conditions are beyond the capacity and capabilities of the City of Santa Cruz.

RESPONSE TO EMERGENCIES AND DISASTERS: FOUR PHASES

Generally, activation involves opening up, setting up and staffing of the Emergency Operations Center and/or the DOC. The need to activate will be determined by the requirements of the emergency. There are at least five general criteria to indicate when the EOC should be activated:

- Resources beyond local capabilities are, or may be, required
- The emergency is of long duration
- Major policy decisions will be, or may be, needed
- A local or state emergency is declared
- Activation will be advantageous to the successful management of the emergency

Response Levels

The City of Santa Cruz response to disasters is based on four phases explained in detail below. Each essential function in the EOC — Operations, Logistics, Planning/Intelligence, and Finance — should prepare Standard Operating Procedures that incorporate all of these four levels of preparedness,

response and recovery. Those SOPs become part of this overall plan by reference. SOPs should contain detailed information related to those actions needed to fulfill SEMS functional responsibilities. And, they should be consistent with the EOP's Concept of Operations.

Four Phases of Disaster Response

- Level 1 ....Increased Readiness
- Levels 2 and 3.. Initial Response Operations
- Levels 2 and 3....................................Extended Response Operations
- Levels 2 and 3....................................Recovery Operations ....Full EOC Activation

Increased Readiness

Alert: Upon receipt of a warning or the observation that an emergency situation is imminent or likely to occur soon, the City initiates actions to increase its readiness. A **Level 1** alert may be issued to Emergency Management staff and DOC field crews.

During this phase, the following actions should be accomplished: Standard Operating Procedures and the EOP are reviewed; emergency public information is disseminated; critical facilities are inspected and readied; resources are mobilized. At this level local response capabilities are considered adequate to handle the response. A Local Emergency may or may not be proclaimed.

Initial Response Operations

Moderate or severe emergencies: Activities are primarily performed at the field response level. Emphasis is placed on minimizing the effects of the emergency or disaster. At this level the EOC may be activated if additional coordination of resources and information is needed.

Communication channels are established between Incident Command (field response, typically Police, Fire, Public Works), other related departments, and through the Department Operations Center (DOC).

Other actions at this level may include:

- Evacuations and road closures, if necessary
- Notifications to the Operational Area (County) and state
- Identification of the need for mutual aid
- Mutual aid requests through appropriate channels
- Proclamation of a local emergency if warranted

Extended Response Operations

Major disaster: The City's extended response activities are conducted in the field and in the EOC and, in the DOCs, if activated. At this level it is assumed that local resources are, or will be, depleted.

Extended operations involve the coordination of personnel and resources to mitigate the emergency and facilitate the transition to recovery operations. Field response personnel continue to use ICS to manage field operations. EOC staff organize based on the SEMS functions.

Mutual aid and extensive state and federal assistance will be required. Generally, a Local Emergency is proclaimed as well as a Governor's Proclamation of a State of Emergency.

Communications and coordination will be established between the EOC, Incident Command, and the Operational Area EOC. Multi-agency or inter-agency coordination will be used by EOC staff to facilitate decisions for overall local government level emergency response activities.

Recovery Operations

As the immediate threat to life, property and the environment subsides, recovery activities involving the restoration of services to the public and rebuilding the affected areas are initiated or extended. Recovery activities may be both short-term and long-term, ranging from restoration of essential utilities such as water and power, to mitigation measures designed to prevent future occurrences of a given threat facing the City.

HOW THE EOC IS ACTIVATED: MOBILIZATION PROCEDURES

The EOC is activated when field response agencies and DOCs need support during any significant incident. At the discretion of the Director of Emergency Services or his/her designee, the EOC may be partially or fully staffed to meet the demands of the incident. When the City's EOC is activated the EOC Manager will contact the County Operational Area and City Manager/Policy Group and inform them of where they will be convening.

Level 1 — Standby/Alert

Level 1 is characterized as a minor incident or alert. Local resources are considered adequate to resolve the situation. The City Manager and/or designee initiates the Emergency Operations Plan for impending problems such as storms, National Weather Service (NWS) alerts or other potential emergency.

Level 1 activation initiates ICS and necessary briefings of key departments, EOC Section Chiefs, confirms employee and City operational status and readiness; and, authorizes the Public Information Officer to begin preparations for internal and external communications.

Level 2 — Partial Activation

Level 2 indicates a moderate-to-severe emergency situation that may require mutual aid. A local emergency may be declared at this level. The Incident Command System (ICS) goes into effect.

Positions on the EOC staffing roster are filled by the EOC Director under the general direction of the City Manager/Director of Emergency Services; the EOC is activated at the direction of the EOC Director; liaison is established with the Operational Area Coordinator (County); certain EOC Section level activities are commenced in accordance with this EOP and SEMS. This may include Operations, Planning/Intelligence, Finance/Administration, and/or Logistics.

At the direction of the EOC Director, personnel perform the following:

1. Mobilize for activation of EOC if so ordered.
   • Level 2 EOC Director takes command of EOC.
2. Begin recall of EOC staff – *see* Emergency Operations Center Staffing and Contact Numbers (Appendix A1) and make necessary notifications.
3. EOC Director obtains status briefing from Operations, Planning, Logistics, Finance, the Public Information Officer, and lead personnel, and reviews the EOC Director's checklist.
4. Operations Section leads personnel assembly and reports to EOC Director.
5. Planning, Finance, and Logistics Sections meet with department-level operations sections (who serve as deputies to the Operations Section Chief) to develop a system for communication, information exchange and information posting.

6. EOC Director periodically advises the City Manager and Director of Public Works of incident status. Ongoing communications between the City Manager/Director of Emergency Services and the EOC Director will be maintained and facilitated by the EOC Manager.
7. EOC Director may authorize the opening of the DOCs at the City's Corporation Yard and Harvey West Maintenance Yard.

Level 3 — Full Activation

Level 3 signifies a major disaster requiring area-wide mutual aid, state and/or federal assistance. The EOC is automatically activated and the EOC Director fills positions as needed. A Local Emergency Proclamation is issued.

Escalating incident criteria will indicate a declaration of a Level 3 response as determined by the Level 2 EOC Director. The EOC Director advises the City Manager/Director of Emergency Services, Director of Public Works, and the Operational Area Coordinator.

Personnel perform the following:

1. Mobilize for automatic activation of EOC (disregard if EOC is already active).
   • Level 3 EOC Director takes command of the EOC.
2. Begin additional recall of EOC staff using mobilization list — *see* Emergency Operations Center Staffing and Contact Numbers (Appendix A1) and make necessary notifications.
3. EOC Director obtains status briefing from Operations, Planning, Logistics, Finance Sections, Public Information Officer, and lead personnel, and reviews the EOC Director's checklist.
4. Operations Section leads personnel assembly and reports to EOC Director.
5. Planning, Finance and Logistics Sections meet with department-level operations sections (who serve as deputies to the Operations Section Chief) to develop a system for communication and information exchange.
6. EOC Director periodically advises the City Manager/Director of Emergency Services (directly, or through the Government Operations Assistant) and County Disaster Coordinator of incident status.
7. EOC Director may authorize the opening of the DOCs at the City's Corporation Yard and Harvey West Maintenance Yard.

The transition of key emergency management personnel from Level 1 through Level 3 is shown on the organization chart in the Activation Guide (Appendix A2), illustrating how the chain of command develops to address the increasing level of complexity represented by each level of emergency.
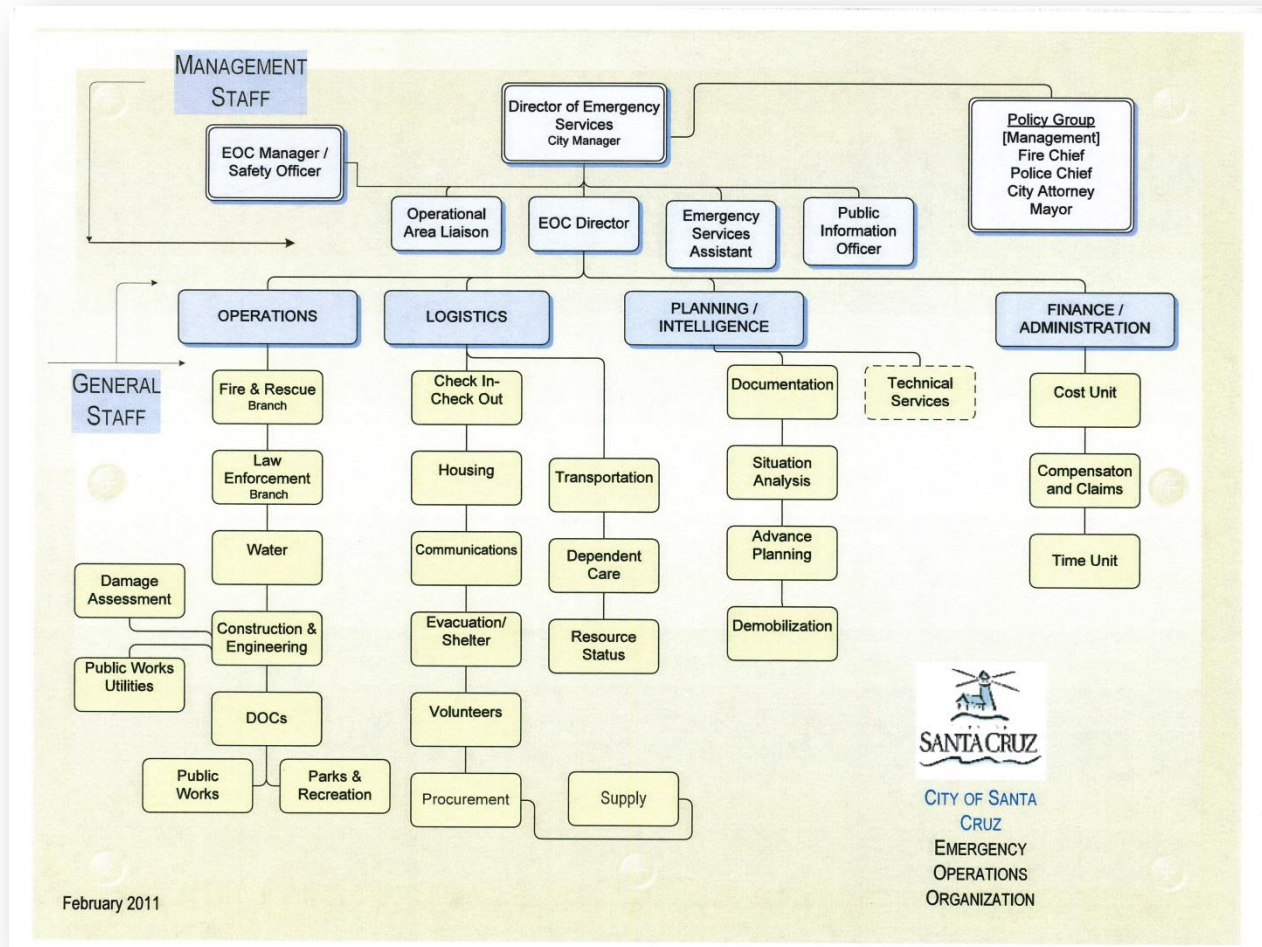
EMERGENCY OPERATIONS ORGANIZATION CHART

The Emergency Operations Center organization chart (*above*), is further detailed on the following pages which describe the various SEMS functions and the roles and responsibilities under each function. The table (*below*), outlines the roles under ICS (for field level response) and in the Emergency Operations Center.

ORGANIZATION OF THE
STANDARDIZED EMERGENCY MANAGEMENT SYSTEM [SEMS]

Under the Standardized Emergency Management System, the Incident Command System (ICS) response modes are divided into functions within the following Sections. General tasks are identified for the field response level and the EOC level as follows:

SEMS Function	Response Priorities/Tasks	
SECTION	FIELD RESPONSE	EMERGENCY OPERATIONS CENTER
COMMAND / MANAGEMENT	**Command**: Responsible for the directing, ordering, and/or controlling of resources.	**Management (POLICY GROUP)**: Responsible for overall emergency policy and coordination through joint efforts of governmental agencies and private organizations.
OPERATIONS	The coordinated tactical response of all field operations in accordance with the Incident Action Plan.	The coordination of all jurisdictional operations in support of the response to the emergency in accordance with EOC Incident Action Plan.
PLANNING / INTELLIGENCE	Collecting, evaluating, documenting, and using information related to the incident.	Collecting, evaluating, disseminating accurate information on the extent of the disaster; maintaining documentation relative to jurisdictional activities and the status of resources. Directs the formation of the Incident Action Plan.
LOGISTICS	Providing facilities, services, personnel, equipment and materials in support of the incident.	Providing facilities, services, personnel, equipment and materials in support of all jurisdictional activities as required.
FINANCE/ADMINISTRATION	Financial and cost analysis and administrative aspects not handled by the other functions.	Collection of cost data; broad fiscal and recovery responsibility as well as overall fiscal accountability.
PUBLIC INFORMATION	Coordination for all media releases; represent the city as lead Public Information Officer; coordinate with other PIOs from affected emergency response agencies	Gathering, formulating and disseminating information about the incident to news media, the public, and other appropriate agencies as approved by the EOC Director. Participate in Joint Information Center as city representative.

SEMS FUNCTIONS: DUTY STATEMENTS

The following Duty Statements briefly describe the key personnel in the Emergency Management Organization. Each position will be directed to report to the EOC or DOC as they are called to service under the Incident Command System. Upon reporting, each person will be assigned a duty position and will proceed to a duty station as directed and commence duties until demobilized by the EOC Director.

Management • Policy Group

Overall authority and responsibility for the emergency response effort and operation and of city services not related to the emergency response. Advises and coordinates with elected leaders and heads of local, state and federal assistance providers.

The Management/Policy Group is responsible for advising the EOC Director on matters where no policy exists. They assist the EOC Director in the development of overall strategy and tactics to mitigate the incident and formulate rules, regulations, proclamations and orders.

Government Operations Assistant / Emergency Services Assistant
During large scale emergencies it may be necessary to curtail certain City operations. The Emergency Services Assistant is responsible for maintaining City services and activities at such level of effort as is deemed appropriate by the City Manager.

Incident Commander (Field Response)
Overall management of incident activities in the field, including development, implementation and review of strategic decisions. Approve Incident Action Plan. Incident Commanders generally retain the flexibility to modify procedures or organizational structures to align as necessary with the operating characteristics of their specific jurisdictions or to accomplish the mission in the context of a particular scenario. Provide advice, direction and guidance to Command and General Staff in directing the tactical aspects of the incident response.

EOC Director
Overall management of incident activities in the EOC, including development, implementation and review of strategic decisions. Ensures the EOC is appropriately staffed and, conducts regular briefings. The EOC Director is supported by Management Staff personnel and reports to the Director of Emergency Service (City Manager).

EOC Manager
Responsible for effective and efficient Emergency Operations Center activities. Advisor to the EOC Director and General Staff as needed. Assist the Liaison Officer in ensuring proper procedures are in place for directing agency representatives from outside the City jurisdiction.

Public Information Officer
In accordance with the principles of the SEMS and NIMS, the Public Information Officer support Incident Command and Director of Emergency Service on all public information matters relating to the management of the incident. Coordinate public information at or near the incident site and EOC, and serve as a link to the Joint Information System (JIS).

In a large-scale operation, the on-scene PIO serves as a field PIO with links to a Joint Information Center (JIC). Coordinate and integrate all public information functions across jurisdictions and across

functional agencies; among federal, state, local and tribal partners; and, with private-sector and nongovernmental organizations.

Serve as the coordination point for all media releases; ensure that the public receives accurate and consistent information about the incident; develop the format for press conferences and releases; formulate and release information about the incident to news media, the public, and other appropriate agencies as approved by the EOC Director.

Liaison Officer
Coordinate the City's emergency response priorities with the County Operational Area; typically located at the County EOC site.

Provide a primary point of contact for all incoming agency representatives assigned to the EOC.

Ensure that (outside) agency representatives are provided necessary workspace, communications, information and internal points of contact necessary to perform their responsibilities.

Ensure that the EOC Director and Section Chiefs are informed as to what agencies are represented in the EOC, and their contact information.

Safety Officer
Assure safety of all emergency personnel through monitoring and assessing hazardous and unsafe situations within the facility. Keep the EOC Director advised of unsafe conditions; take action to stop unsafe activities when necessary; observes staff and group interactions to ensure that work-related stress does not adversely affect staff performance.

Operations Section

Operations Section Chief
Management of all tactical incident operations consistent with the Incident Action Plan.

Department Operating Center (DOC) Manager
Establish and maintain resources, direct operations of Public Works, Water and Parks and Recreation field personnel and manages staging areas for holding resources until they are given an assignment or are demobilized by the EOC Director; maintain communication between the field and EOC when activated.

Law Enforcement Branch Leader
Mobilize and deploy law enforcement and traffic control operations. Alerts and warns the public and conducts evacuations.

Fire and Rescue Branch Leader
Mobilize and deploy fire resources for the protection of life, property and the environment. Prevent and suppress fires, mitigate hazardous materials incidents, conduct rescue operations and provide medical aid.

Construction / Engineering Branch Leader
Coordinate all infrastructure related activities during an emergency. Report to the Operations Section Chief; includes coordination of utility services, public works, engineering, and damage and safety inspections and assessments; provides immediate, preliminary and long range damage/safety assessment information. Maintain detailed records on damaged areas and structures. Initiate requests for engineers to inspect structures and facilities.

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Water Branch Leader
Oversee activities and resources, under the direction of the Operations Section Chief, related to water system and related infrastructure; maintenance of water services.

Staging Branch Manager
Establish and maintain staging areas for holding resources until they are assigned or demobilized by the Incident Commander or EOC Director.

Planning/Intelligence Section

Planning Section Chief
Collect, evaluate, and disseminate information about the incident situation and status of resources; understand the current situation; predict possible course of incident events; and prepare primary and alternative strategies in Action Plan for EOC Director review, ratification, dissemination and implementation.

Advance Planning Branch Leader
Predict possible course of incident events and primary and alternative strategies in the Action Plan for review, ratification, dissemination and implementation.

Documentation Branch Leader
Capture and organize information relating to the emergency such as message forms, ICS forms, journals, logs, status boards and any other critical information relating to the disaster.

Resources Unit Leader
Collect and display status of resources, including personnel, equipment, apparatus, etc.

Situation Unit Leader
Collect, evaluate and display current situation status information regarding the emergency.

Technical Data Unit Leader
Collect, evaluate, disseminate and advise the General Staff (Section Chiefs, EOC Director) on all information of a technical nature regarding the emergency. Supervise, organize and coordinate all agencies within the Technical Specialist Unit.

Logistics Section

Logistics Section Chief
Contact, communication and coordination with assisting and cooperating agencies and jurisdictions. Direct the acquisition of material resources and personnel to the EOC. Coordinate and manage volunteers and shelter for evacuees. Support field requests — purchase goods and services in support of the emergency response.

Communication Unit Leader
Install, test, distribute, maintain, repair and plan for effective use of incident communication equipment. Establish and supervise a Communications Center (switchboard). Assess communications systems/frequencies in use; advise on communications capabilities/limitations. Ensure messages are delivered between EOC staff and to the Documentation Unit.

Dependent Care Officer
Provide communications between dependents and families of essential emergency personnel.

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EOC Set-up Team
Mobilize all equipment utilized in the EOC including; tables, partitions, chairs, desks, computers, faxes, copy machines, equipment footlockers, telephones and any other equipment deemed necessary for the efficient functioning of the EOC.

Evacuee Shelter Unit Leader
Provide temporary relief and support to displaced evacuees, including relocation shelters, food, bedding, first-aid, registration service and counseling assistance.

Housing Unit Leader
Provide temporary housing and housing-related support to workers responding to the request of the Incident Commander for emergency assistance, mutual aid responders, and specialists secured from the private or public sector.

Procurement Unit Leader
Order contract personnel, equipment and supplies; receive and store all supplies for the incident; maintain an inventory of supplies; and service non-expandable supplies and equipment. Responsible for supplying the food needs for the entire incident, including all remote locations, as well as for personnel unable to leave tactical field assignments. Responsible for ordering, receiving, processing and storing all incident related resources.

Food Unit Manager
Responsible for determining feeding requirements at all incident facilities; menu planning; providing potable water; and general maintenance of the food services areas.

Transportation Unit Leader
Procure and manage transportation equipment needed to support emergency response personnel. Track transportation-related costs (rental) for EOC and supporting facility operations.

Volunteers Unit Leader
Coordinate volunteer services provided by individuals and other agencies with those of the City and keeps the Logistics and Planning Section Leaders advised of the size, availability, and significant specialties of members of the volunteer work force.

Finance Section

Finance Section Chief
Manage resources which provide support for personnel, equipment, facilities, services and supplies in pursuance of incident activities.

Cost Analysis Unit Leader
Collect all cost data, performing cost effectiveness analyses and provide cost estimates and cost-saving recommendations for the incident.

Time Unit Leader
Equipment and personnel time recording; manage commissary operations.

MAINTAINING CITY SERVICES

During the course of an emergency response the City Manager/Director of Emergency Services, having assumed management of the City's disaster response effort, may direct a Government Operations Assistant/Emergency Services Assistant to absorb the responsibility of maintaining city services and activities at such level of effort as is deemed appropriate.

Department Heads (or their designees, should the Department Heads be mobilized in the emergency response), will be responsible for providing the Government Operations Assistant with status reports and for communicating information about the status of departmental service levels. Every effort shall be made to provide high levels of service to the citizens of the City of Santa Cruz insofar as there remains a practical inventory of resources to do so.

Upon **Level 2** or **Level 3** mobilization, the Government Operations Assistant/Emergency Services Assistant, under the direction of the City Manager/Director of Emergency Services, shall meet with the Department Heads (or their designees), to identify City and department needs during the response including, but not limited to:

1. Incident status reporting
2. Determining operational work periods
3. Release of non-essential employees/alternate assignments
4. Public notification of facility closures

EMERGENCY OPERATIONS FACILITIES: EOCS AND DOCS

Emergency Operations Center (EOC)

Location: The EOC for all emergency management incidents will be located at the Police Headquarters Building, 155 Center Street.

The backup EOC is Fire Station No. 2 located at 1103 Soquel Avenue.

Function: The EOC is the centralized location where Management activities will occur. It will be continuously maintained in a state of readiness. Upon being activated by the Incident Commander, City Manager/Director of Emergency Services or EOC Director, the EOC becomes the central command facility for emergency management activities.

Primary management and control of EOC systems is the responsibility of the EOC Manager before and during mobilization events. **During the declaration of an emergency all responsible key administration personnel shall report to the EOC** (or DOC as directed) rather than their home department until the EOC is demobilized.

A floor plan of the primary EOC with space allocations for each activity and phone numbers assigned to each appears in the Floor Plan Layout and Telecommunications Guide (Appendix A5).

Department Operating Centers (DOC)

At the direction of the EOC Director and under the management control of the Operations Section, a DOC may be established at the City Corporation Yard at 1125 River Street or, at the Parks and Recreation Department Harvey West Maintenance Facility, or both. All SEMS functions are to be

provided for at the DOC (Management, Finance/Administration, Planning/Intelligence, Operations, and Logistics). These functions may be performed by one or more persons.

The purpose of the DOC is to provide a centralized, well-supported location at which to gather, log in, and direct field operations staff from the Public Works, Water, and the Parks and Recreation Departments. Staff and equipment awaiting work assignments shall stage at the Corporation Yard(s) and will be managed by the DOC manager who will coordinate with an Operations Section Staging Manager, should one be assigned, in assigning personnel and other resources to teams set up to provide field support.

The DOC manager shall keep a record of personnel reporting to work and assignments given. S/he shall also keep a record of vehicle and equipment assignments. This information shall be regularly transmitted to the EOC Planning/Intelligence Section for status reporting and resource tracking.

EMERGENCY OPERATIONS AND MOBILIZATION OF EMPLOYEES

The success of the Incident Command System in meeting the needs of emergency management situations is a direct consequence of the speed and efficiency with which the City shifts from its regular organizational structure to its Incident Command structure.

Mobilization of Identified Employees

Upon declaration of a **Level 2** or **Level 3** emergency and the activation of the EOC, the EOC Director shall direct and oversee activities that call Section Chiefs into action. Each Section Chief in turn calls their branch, division leaders, units, or deputies, who in turn direct and oversee mobilization of their respective staff by a systematic calling of personnel listed in the mobilization roster (*see* Appendix A1).

Employees called to respond will be given the name of the staff person and the location where they are to report. Upon arrival at their assigned place of assembly, employees will check-in and be given assignments as prescribed within the scope of the duty statements.

Each ICS position has an identification vest. The vests shall be kept at the EOC. Applicable Emergency Operations Checklist(s) shall be kept in the lockers that are assigned to, and maintained by each section.

Mobilization of Non-Identified Employees

Once the Incident Command System/EOC staff are mobilized, unit leaders will begin to identify and mobilize support employees as distinct operational needs are identified. These operational needs may dictate the immediate recall of support employees for flood control activities, street repairs or water line repairs only as dictated by the nature of the emergency. The Incident Command System provides that only those employees needed to handle operational problems be called to duty.

Employees not named as key personnel in this plan, but mobilized for duty, are directed to report to the Corporation Yard (DOC) or other identified area. They will be advised to whom they must report and will be given additional instructions as deemed necessary. Upon reporting to the staging area the employee checks-in and is assigned to an operational team by the unit manager.

Demobilization

At the direction of the EOC Director, employees may be demobilized and returned to routine duty. Typically, demobilization will occur when a level of control has been restored and the conditions of the emergency are at a level where property and lives are not significantly at risk.

Demobilization is managed by the Planning/Intelligence Section under the guidance of the Demobilization Unit.

Demobilization will generally occur in reverse order of mobilization and may continue until all operations are routine and normal. Selective demobilization may be pursued if found necessary to restore the day-to-day operational needs of the City while at the same time maintaining a standby capability for emergency management.

At the close of the operations of the emergency management system, the EOC Director will officially deactivate the EOC and be demobilized by the City Manager.

LOGISTICS AND MATERIAL ACQUISITION

During the course of emergency management situations the need for coordination of non-typical activities will arise. Among these activities may be the need to establish contact with family members, establishing emergency meals for staff called to duty after-hours, or coordination of volunteer labor. The following sets forth information related to these logistical and material questions. The EOC Director will be called upon for guidance in matters not addressed here and will utilize existing City policy, common sense and good judgment in formulating procedures to address those situations not covered.

Dependent Care Plan: Contacting City Employees' Family in Emergencies

The Dependent Care Plan provides for locating City employees and their immediate family during major emergencies and catastrophes. Dependent Care procedures should provide a reasonable level of assurance on the part of employees as well as their family members that their personal welfare is being looked after.

For personnel on duty at the time of such an occurrence, all possible efforts will be exercised to determine the whereabouts and condition of family members. Prior to emergency operations, these procedures are implemented and managed by the Administrative Services Department (ASD).

Employee Responsibilities: Each employee will have the responsibility of (optionally) completing the Dependent Care Form — a confidential emergency contact information document. Employees should check with ASD if they have not completed this form. Employees are responsible to update this information on an as-needed basis by informing ASD of changes.

Additionally, it is the employee's responsibility to establish a pre-plan with their respective family members to educate them as to the procedures to follow as may be dictated by their particular situation and emergency response tasks. As a guideline, plan elements should at least contain the following:

1. It will be the responsibility of the employee and their family members to make every effort to contact ASD using the identified telephone number. Employees should discuss with their families a pre-plan for reaching the employee based upon their own situation and disaster responsibilities.

2. In the event of a major emergency or catastrophe, City services will be overloaded for a period of time. Family members should not phone the EOC. They should be instructed to phone the

identified telephone line provided for dependent contact. They should leave the following information: name, employee's name, their location and phone number(s) where they can be reached.

3. Once the employee has completed a Dependent Care Form, it will be filed in two (2) locations:
   - One copy will be filed in the Dependent Care Officer Emergency Preparedness Plan
   - One copy will be filed in the Logistics Section files

4. This procedure is the same for off-duty personnel as well as on-duty personnel. Off-duty personnel will automatically communicate with their respective supervisors in the event of a major emergency.

5. The first individuals contacted should be the family of those employees who are on duty, with the remainder contacted thereafter.

6. A log of those people contacted, showing the time of contact and the location of the individuals, and a re-contact point, if possible, shall be kept.

Emergency Response Purchases

The Finance Section Chief will utilize current City vendor lists to the maximum extent possible to secure resources for emergency management purposes. In order to account for emergency-related expenses, an employee making an Emergency Management-related purchase will mark "Emergency Response" on the invoice or receipt. The employee preparing the pay voucher or petty cash reimbursement will indicate "Emergency Response" prominently on the face of the voucher or reimbursement slip.

The Planning Section's Resources Unit shall monitor existing City resources in order to prepare for impending needs.

The Logistics Section is responsible for the development of resources and needs for procurement.

The Finance Section is responsible for procurement and financial purchase of resources. All incoming resources shall be received at the City Corporation Yard unless directed elsewhere.

Meals

The EOC Director will authorize provision of meals for employees after working hours under conditions prescribed in the City's current Memorandums of Understanding with employee bargaining groups. The City maintains blanket purchase orders for emergency meals with several sources in the Santa Cruz area. The Finance Section Chief will direct the Food Unit manager to provide meals and refreshments as needed.

The Incident Commander, or Finance Section staff, will determine the most appropriate way for employees to receive meals. During a **Level 2** or **Level 3** emergency, concern for situation and command coverage must be followed when personnel are rotated for meals.

Coordination of Volunteers

All volunteer workers will be assigned to a Volunteer Reception Center for assignments. Volunteers shall be coordinated and managed by the Volunteers Unit Leader who shall be subordinate to the Logistics Section Chief.

The Volunteers Unit Leader shall direct volunteers to a Volunteer Staging Area to await work assignments. The Volunteers Unit Leader shall keep the Logistics Section Chief and the EOC or DOC

Manager(s) advised at all times of the number, availability, and significant skills and specialties of members of the volunteer work force.

Loyalty Oath: Volunteers who will be working as Disaster Service Workers (DSW) must be registered per state laws, and shall have taken the appropriate loyalty oath as prescribed by law. (Reference: Title 19. Public Safety Division 2. Office of Emergency Services. Chapter 2. Emergencies and Major Disasters. Subchapter 3. Disaster Service Worker Volunteer Program.). Volunteers not sworn as DSWs shall not be assigned.

PLAN DEVELOPMENT AND MAINTENANCE

Training: Understanding the Emergency Operations Plan

Training will be provided annually, or as needed, on the utilization of the Emergency Operations Plan and the duties and responsibilities of persons eligible for mobilization under the provisions of the Plan. The EOC Manager, in consultation with Section Chiefs, will determine which type of training is needed by each of the various levels of EOC respondents and may elect to combine classroom with field instruction or simulations.

Training will include familiarization with the EOC, individual staff training based upon the staff member's potential assignment during an emergency response including specialized training essential to the effective use of the Standardized Emergency Management System, the Incident Command System and the National Incident Management System.

Emergency Operations Plan: Maintenance • Updates • Revisions

The EOP as a whole is reviewed and updated once per year by the Emergency Operations Center Manager. In the intervening months, Section Chiefs and Team Leaders (IT; EOC Facility Set-Up) are tasked with providing updates to the EOC Manager regarding reorganization of their staffing. This task includes notifying the EOC Manager with staff additions, deletions and/or other changes to the call out roster (*see* Appendix A1). Contact information changes including new cell phone, home phone numbers shall be provided for the confidential call out roster of key employees.

Updates of Standard Operating Procedures from emergency response departments and divisions shall be provided to the EOC Manager to assess their compliance with the EOP Concept of Operations.

AFTER ACTION REVIEWS • REPORTS • CORRECTIVE ACTIONS

"Hotwashes"

At the conclusion of declared emergency response activations and related training exercises, there will be a "hotwash" — which shall consist of a discussion to identify critical issues and problems resulting from or occurring during participation in the incident-related operations, exercises or training events.

The EOC Director or Incident Commander (or designees) are responsible for conducting hotwashes, which shall be as inclusive as practicable. The goal of the hotwash is to capture critical issues that may be addressed and resolved.

After Action Reviews

After Action Reviews (AARs) are to be conducted following any significant incident and/or emergency in which this Emergency Operations Plan is employed. The AAR shall identify those areas requiring attention, corrective action, or plan revisions. After Action Review should be held as soon as possible following an incident and demobilization from that incident or emergency. Outside agencies that were involved in the emergency response to the incident shall be invited to participate in the review process. An After Action Report will be distributed to all agencies involved in the response effort.

Completion of an After Action Report is part of the required SEMS reporting process. The Emergency Services Act, [Section 8607 (f)] mandates that the Office of Emergency Services in cooperation with involved state and local agencies, complete an After Action Report within 120 days after each declared disaster.

Section 2450 (a) of the SEMS Regulations states:

> "Any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after action report to OES within ninety (90) days of the close of the incident period…"

The After Action Report shall document the City of Santa Cruz' emergency response actions and will identify areas of concern as well as successes. The AAR will be used to develop a work plan for enhancing emergency response capabilities. Responsibility for initiating the After Action Report process is assigned to the Documentation Unit within the Planning Section.

Remedial Action Issues

Issues identified during an incident or exercise that could not be resolved and, that may require higher level remediation, may be forwarded directly to the EOC Manager. Those remedial actions should describe, for each recommendation:

- Description of actions to be taken
- Assignments
- Associated costs and budget
- Timeline for completion
- Follow up responsibility

ACRONYMS

List of commonly used acronyms found in federal, state and local emergency operations plans.

A

AC........................Area Command
ADA.....................Americans with Disabilities Act
ARC.....................American Red Cross
ARES...................Amateur Radio Emergency Services

C

CALTRANS...........California Department of Transportation
CALWAS...............California Warning System
CAO.....................Chief Administrative Officer
CBO.....................Community Based Organization
CBRNE.................Chemical, Biological, Radiological, Nuclear and Explosive
CCC.....................California Conservation Corps
CD.......................Civil Defense
CDC.....................Centers for Disease Control
CDF.....................California Department of Forestry
CERT...................Community Emergency Response Team
CESA...................California Emergency Services Association
CESFRS..............California Emergency Service Fire Radio System
CESRS.................California Emergency Services Radio System
CFR.....................Code of Federal Regulations
CHP.....................California Highway Patrol
CLEMARS............California Law Enforcement Mutual Aid Radio System
CLERS.................California Law Enforcement Radio System
CLETS.................California Law Enforcement Telecommunications System
COE.....................Corps of Engineers / US Army

D

DA........................Damage Assessment
DAC.....................Disaster Application Center
DAP.....................Disaster Assistance Programs
DCS.....................Disaster Communications Service
DEST...................Disaster Emergency Support Team
DFCO..................Deputy Federal Coordinating Officer
DFO.....................Disaster Field Office
DHA.....................Disaster Housing Assistance
DHS.....................Department of Homeland Security
DMAT...................Disaster Medical Assistance Team
DMORT...............Disaster Mortuary Operational Response Team
DMIS...................Disaster Management Information System
DOC.....................Department Operations Center
DRC.....................Disaster Recovery Center
DRM....................Disaster Recovery Manager
DRO.....................Disaster Recovery Operations
DSA.....................Disaster Support Area
DSR.....................Damage Survey Report
DWR....................Department of Water Resources / California

E

EAS ....Emergency Alert System
EDIS ....Emergency Digital Information System
EMAC ....Emergency Management Assistance Compact
EMIS....................Emergency Management Information System
EMMA..................Emergency Managers Mutual Aid
EMSA ....Emergency Medical Services Authority
EMS......................Emergency Medical Services
EMT ....Emergency Medical Technician
EOC.....................Emergency Operations Center
EOP ....Emergency Operations Plan
EPA......................Environmental Protection Agency
EPI.......................Emergency Public Information
ERT ....Emergency Response Team
ESA ....Emergency Services Act / California
ESC ....Emergency Services Coordinator
ESF......................Emergency Support Functions
EST......................Emergency Support Team

F

FAA......................Federal Aviation Administration
FCO ....Federal Coordinating Officer
FEMA...................Federal Emergency Management Agency
FIRESCOPE.........Firefighting Resources of California Organized for Potential Emergencies

G

GAR.....................Governor's Authorized Representative
GIS ....Geographic Information System
GSA.....................General Services Administration

H

HAZMAT ....Hazardous Materials
HSPD...................Homeland Security Presidential Directive

I

IACG....................Inter Agency Coordinating Group
IAP.......................Incident Action Plan
IC ....Incident Commander
ICP.......................Incident Command Post
ICS.......................Incident Command System
IDE.......................Initial Damage Estimate
IIMG.....................Interagency Incident Management Group
IMT ....Incident Management Team
IRMS....................Information Resources Management Service

J

JIC ....Joint Information Center
JIS ....Joint Information System
JFO......................Joint Field Office
JOC ....Joint Operations Center
JPIC.....................Joint Public Information Center

L

LFA ....Lead Federal Agency

M

MACS	Multi-Agency Coordination System
MARAC	Mutual Aid Regional Advisory Committee
MHFP	Multi-hazard Functional Planning
MSA	Multi-Purpose Staging Area

N

NAWAS	National Warning System
NCS	National Communications System
NDAA	California Natural Disaster Assistance Act
NDMS	National Disaster Medical System
NEP	National Exercise Program
NFIP	National Flood Insurance Program
NGO	Non-Government Organization
NIMS	National Incident Management System
NMRT	National Medical Response Team
NOAA	National Oceanic and Atmospheric Administration
NOC	National Operations Center
NRCS	Natural Resources Conservation Service
NRP	National Response Plan
NRT	National Response Team
NWS	National Weather Service

O

OA	Operational Area
OASIS	Operational Area Satellite Information System
OEM	Office of Emergency Management
OES	Office of Emergency Services
OMB	Office of Management and Budget (Federal)
OSC	On-Scene Coordinator
OSHA	Occupational Safety and Health Administration

P

PA	Public Affairs
PA	Public Assistance
PAO	Public Affairs Officer
PA/O	Public Assistance Officer
PA#	Project Application Number
PBX	Private Branch Exchange
PDA	Preliminary Damage Assessment
PDD	Presidential Decision Directive
PFO	Principal Federal Officer
PIO	Public Information Officer
PL	Public Law - U.S. Public Law 93-288, Federal Disaster Relief Act of 1974
POC	Point of Contact
PNP	Private Nonprofit Organization
PUC	Public Utilities Commission / California
PW	Project Worksheet

R

RACES	Radio Amateur Civil Emergency Services
RAP	Radiological Assistance Program
RCP	Regional Oil and Hazardous Substances Pollution Contingency Plan
RD	Regional Director (FEMA)
REACT	Radio Emergency Associated Communication Team

REC ....Regional Emergency Coordinator
REOC ....Regional Emergency Operations Center
RIMS....................Response Information Management System
ROC.....................Regional Operations Center
RRCC ....Regional Response Coordinating Center
RRT ....Regional Response Team

S

SA.........................Salvation Army
SAC ....Special Agent in Charge
SAP ....State Assistance Program
SAR ....Search and Rescue
SAST ....State Agency Support Team / California
SCO.....................State Coordinating Officer
SEMO...................State Emergency Management Office
SEMS ....Standardized Emergency Management System
SFLEO.................Senior Federal Law Enforcement Officer
SFO ....Senior Federal Officer
SHMO...................State Hazard Mitigation Officer
SHPO ....State Historic Preservation Officer
SIOC....................Strategic Information and Operations Center
SITREP................Situation Report
SLPS ....State and Local Programs and Support Directorate (FEMA)
SOC.....................State Operations Center
SOP ....Standard Operating Procedure
STO ....State Training Officer

T

TEWG...................Terrorism Early Warning Group
TH........................Temporary Housing
TSCA...................Toxic Substances Control Act
TWG ....Terrorism Working Group

U

UASI ....Urban Areas Security Initiative
USACE ....United States Army Corps of Engineers
USAR...................Urban Search and Rescue
USDA...................United States Department of Agriculture
USFA ....United States Fire Administration
USGS ....United States Geological Survey

V

VA........................Veterans Administration
VOAD ....Volunteer Organizations Active in Disaster

W

WMD....................Weapons of Mass Destruction

GLOSSARY OF KEY TERMS

For the purposes of the National Incident Management System (NIMS), the following terms and definitions apply:

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative: A person assigned by a primary, assisting, or cooperating state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Area Command (Unified Area Command): An organization established to: (1) oversee the management of multiple incidents that are each being handled by an ICS organization or, (2) oversee the management of large or multiple incidents to which several Incident Management Teams (IMTs) have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments: Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the Incident Action Plan (IAP).

Assistant: Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

Assisting Agency: An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. *See also* Supporting Agency.

Available Resources: Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A Branch is organizationally situated between the Section and the Division or Group in the Operations Section, and between the Section and Units in the Logistics Section.

Chain of Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Check-In: The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

Chief: The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

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

Command Staff: In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Common Operating Picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Communications Unit: An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

Cooperating Agency: An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

Coordinate: To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

Dispatch: The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

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

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

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

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

Emergency Public Information: Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Emergency Response Provider: Includes state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. *See* Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

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

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Function: Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term "function" is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic

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division. Groups, when activated, are located between Branches and Resources in the Operations Section. (*see* Division.)

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

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

Incident Action Plan: An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP): The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

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

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

Incident Management Team (IMT): The IC and appropriate Command and General Staff personnel assigned to an incident.

Incident Objectives: Statements of guidance and direction necessary for selecting 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 strategic and tactical alternatives.

Initial Action: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.

Intelligence Officer: The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

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

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

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

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

Liaison Officer: A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

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

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

Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a "major disaster" is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, 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 this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Management by Objective: A management approach that involves a four-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

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

Multiagency Coordination Entity: A multiagency coordination entity functions within a broader multiagency coordination system. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination Systems: Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers, specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

Multi-jurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual-Aid Agreement: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

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

National Disaster Medical System: A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the Federal Response Plan.

National Incident Management System: A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Plan: A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

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

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

Operations Section: The Section responsible for all tactical incident operations. In ICS, it normally includes subordinate Branches, Divisions, and/or Groups.

Personnel Accountability: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

Planning Meeting: A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the Incident Action Plan.

Planning Section: Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Preparedness Organizations: The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate,

specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

Processes: Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

Public Information Officer: A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Publications Management: The publications management subsystem includes materials development, publication control, publication supply, and distribution. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

Reception Area: This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

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

Recovery Plan: A plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

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

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

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

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

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Section: The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The Section is organizationally situated between the Branch and the Incident Command.

Span of Control: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. An appropriate span of control is between 1:3 and 1:7.

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

State: When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States.

Strategic: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strike Team: A set number of resources of the same kind and type that have an established minimum number of personnel.

Strategy: The general direction selected to accomplish incident objectives set by the Incident Commander.

Supporting Technologies: Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

Task Force: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

Technical Assistance: Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

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

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

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

Tribal: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Type: A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

Unified Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (*See* Area Command.)

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

Unit: The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

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

REFERENCES

This Plan is promulgated under the authority of the Mayor and City Council of the City of Santa Cruz.

The City of Santa Cruz Emergency Operations Plan fulfills the City's responsibilities to adhere to the:

- **Standardized Emergency Management System (SEMS),** as described by California Government Code 8607(a), for managing response to multi-agency and multi-jurisdictional emergencies in California. SEMS, adopted by the state of California in 1995, incorporates —

    Incident Command System (ICS) to facilitate the flow of information and coordination between responding agencies. ICS provides an organizational structure capable of responding to various levels of emergencies ranging in complexity. It provides the flexibility to respond to an incident as it escalates in severity. After each major emergency, the plan calls for an analysis of actions taken during the emergency incident and suggestions for corrective actions, if any.

    National Incident Management System (NIMS), as prescribed by Homeland Security Presidential Directive 5 – Management of Domestic Incidents.

    NIMS establishes a uniform set of procedures that emergency responders at all levels of government use to conduct response operations. It also utilizes the Incident Command System, as described above, to coordinate response activities on a national level.

    Master Mutual Aid Agreement (MMAA), which provides that all of the resources and facilities of the State, its various departments and agencies, and all its political subdivisions, municipal corporations, and other public agencies be made available voluntarily to aid and assist each other, including, but not limited to, fire, police, medical and health, communication, and transportation services and facilities.

    Under the terms of the MMAA, Mutual Aid emergency response is provided at no cost to a requesting jurisdiction. Under specific conditions federal and State monies may be appropriated to reimburse public agencies who aid other jurisdictions.

    (http://www.calema.ca.gov/PlanningandPreparedness/Documents/CAMasterMutAid.pdf)

- California Governor's Executive Order S-2-05

APPENDICES

Appendices A:
Emergency Incident Command System Organization Guides

A1.   Emergency Operations Center Staffing and Contact Numbers
A2.   Emergency Operations Plan Activation Guide
A3.   Emergency Operations Duty Checklists
A4.   Emergency Management Functional Responsibilities Matrix
A5.   Emergency Operations Center Floor Plan Layout Guide
A6.   Emergency Operations Center Telephone Numbers
A7.   Incident Level Activation Matrix
A8.   Santa Cruz County Emergency Management MOU
A9.   Emergency Operations Center Radio Call Numbers
A10.   Backup Emergency Operations Center Floor Plan Layout Guide

Appendices B:
Hazard Analysis Summaries for the City of Santa Cruz

B1.   City of Santa Cruz Hazard Analysis Summary
B2.   Wharf Hazard Plan
B3.   Flood Hazard
B4.   Earthquake
B5.   Dam Inundation
B6.   Wild land Fire
B7.   Tsunami
B8.   Oil Spill
B9.   Hazardous Materials Incident
B10.   Airplane Crash

Section/Unit Operations Plans ('Under Construction')

1.   Command/Management
2.   Operations
3.   Planning
4.   Logistics
5.   Finance
6.   PIO