

2018

# City of Elk Grove



CITY OF  
**ELK GROVE**  
PROUD HERITAGE. BRIGHT FUTURE.

## EMERGENCY OPERATIONS PLAN

FINAL 09/01/18

CITY OF ELK GROVE | 8400 Laguna Palms Way, Elk Grove, CA 95758

## Handling Instructions

There are numerous individuals who have contributed their time, efforts, insights and resources towards the completion of this version of the City of Elk Grove Emergency Operations Plan (EOP). The strategies, guidance, and information in this plan represent the diligent work of numerous persons in the City of Elk Grove.

Thanks go to all the persons who extended their time and energy into developing this Plan. Of special note is the City of Elk Grove Police Department, who led and managed this project with Howell Consulting, under the direction of Lt. Paul Kent. Thanks also go to those persons who contributed during the planning meetings, provided insights and data, and supported the development of the plan.

As with any working plan, this document represents planning strategies and guidance as understood as of the date of this plan's release. This plan provides a framework to facilitate an organized and effective response to a catastrophic disaster event.

1. The title of this document is the *City of Elk Grove Emergency Operations Plan*
2. The information gathered herein is to be used for guidance, training and reference purposes within the City of Elk Grove. Reproduction of this document, in whole or in part, without prior approval from the City of Elk Grove is prohibited.
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Prepared by HOWELL CONSULTING, INC. for the City of Elk Grove Emergency Plan Update Project.



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## LETTER OF PROMULGATION

September 2018

To: Officials and Employees of the City of Elk Grove

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

The City of Elk Grove Emergency Operations Plan (EOP) establishes an Emergency Management Organization and assigns functions and tasks consistent with the County of Sacramento, California's Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). It provides for the integration and coordination of planning efforts of multiple jurisdictions within the City of Elk Grove.

This plan was developed for each City of Elk Grove department with emergency services responsibilities. The content is based upon guidance approved and provided by the California Office of Emergency Services (Cal OES) and the Federal Emergency Management Agency (FEMA). The intent of the EOP is to provide direction on how to respond to an emergency from the onset, through an extended response, and into the recovery process.

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

The City of Elk Grove City Council gives its full support to this EOP, and urges all public employees and individuals to prepare for times of emergency before they occur.

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Mayor,  
City of Elk Grove

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## APPROVAL AND IMPLEMENTATION

### Foreword

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

This plan accomplishes the following:

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

### Plan Approval and Implementation

Upon concurrence of the City of Elk Grove City Council, the plan will be officially adopted and promulgated. The approval date will be included on the title page. The plan will be distributed to those City departments, supporting allied agencies and community organizations having assigned primary functions or responsibilities within this plan and the County of Sacramento.

### Plan Activation

The City of Elk Grove Emergency Operations Plan (EOP) may be activated by the Director of Emergency Services, Assistant Director of Emergency Services or designated alternates under any of the following circumstances:

- On the order of the City of Elk Grove Municipal Code Chapter 9.19 Emergency Services Organization and Functions as designated by the City of Elk Grove EOP.
- Upon proclamation by the Governor that a STATE OF EMERGENCY exists in an area of the State.
- Automatically on the proclamation of a STATE OF WAR EMERGENCY as defined in the California Emergency Services Act (Chapter 7, Division 1, Title 2, California Government Code.)
- Upon declaration by the President, of the existence of a National Emergency.
- Automatically, on receipt of an attack warning or actual attack on the United States, or upon occurrence of a catastrophic disaster that requires immediate government response.

### Plan Modifications

Upon the delegation of authority from the City of Elk Grove City Council, specific modifications can be made to this plan without the signature of the City Council. This Basic Emergency Operations Plan (EOP), it's Functional Annexes, Appendices and Attachments supersede all previous versions of the City of Elk Grove EOP.

**RECORD OF CHANGES**

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

REVISION NUMBER	ENTERED BY	DATE	REVISION NUMBER	ENTERED BY	DATE
1			21		
2			22		
3			23		
4			24		
5			25		
6			26		
7			27		
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20			40		

**RECORD OF CONCURRENCE**

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

Mayor \_\_\_\_\_  
DATE

Vice-Mayor \_\_\_\_\_  
DATE

City Council Member \_\_\_\_\_  
DATE

City Council Member \_\_\_\_\_  
DATE

City Council Member \_\_\_\_\_  
DATE





## SECTION 1.0 PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

### 1.1 Purpose

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

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

- Facilitate multi-jurisdictional and interagency coordination in emergency operations, particularly between the City of Elk Grove, County of Sacramento and special districts such as: the Cosumnes Community Services District, Elk Grove Water District, Elk Grove Unified School District, Sacramento Municipal Utility District, Sacramento Area Sewer District and/or private sector companies and appropriate state and federal agencies.
- Serve as a City plan, a reference document, and when possible, may be used for pre-emergency planning in addition to emergency operations.
- To be utilized in coordination with applicable local, state and federal contingency plans.
- Identify the components of an Emergency Management Organization (EMO) and establish associated protocols required to effectively respond to, manage and recover from major emergencies and/or disasters.
- Establish the operational concepts and procedures associated with field response to emergencies and EOC activities.
- Establish the organizational framework of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) within the City.

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

#### 1.1.1 Planning Organization and Format

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

#### **Basic Plan**

This section provides the structure and organization of the City of Elk Grove emergency management organization, identifies individual roles and responsibilities, describes the concept of emergency operations, and identifies how the City integrates SEMS and NIMS into their emergency management organizations. In addition, this section contains supporting materials to the overall EOP and its components.

#### **Functional Annexes**

The Functional Annexes contain detailed descriptions of the methods that the City of Elk Grove and its departments follow for critical functions during emergency operations. These Functional Annexes address both the State's Emergency Functions (EF) and the Federal Emergency Support Functions (ESF) and are explained in more detail in **Section 1.2 Scope**.

#### **Support Documents**

The support annexes focus on critical operational functions and who is responsible for carrying

them out. These annexes clearly describe the policies, processes, roles and responsibilities that agencies and departments carry out before, during, and after any emergency

### **Hazard Specific Appendices**

Hazard specific annexes identify hazard-specific risk areas and evacuation routes, specify provisions and protocols for warning the public and disseminating emergency public information, and specify the types of protective equipment and detection devices for responders.

### **1.2 Scope**

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

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

Incorporating the FEMA Comprehensive Preparedness Guide (CPG) 101 v. 2.0 and State of California Emergency Plan best practices, in addition to the County's Emergency Operations Plan, the City of Elk Grove's Emergency Operations Plans, this plan is designed to be read, understood and exercised prior to an emergency and establishes the framework for implementation of SEMS and NIMS for the City. The City EOP is intended to facilitate multi-agency and multi-jurisdictional coordination, particularly between the City of Elk Grove, the County of Sacramento and its jurisdictions, as well as special districts, utilities, major businesses, the American Red Cross (ARC), community groups, state agencies, and the federal government. Emergency operations in the City of Elk Grove will be coordinated through the structure of the EOC. This plan will be used in coordination with the *State Emergency Plan and the National Response Framework*.

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

#### **1.2.1 California Emergency Functions**

The State Emergency Plan (SEP) establishes the California Emergency Functions (CA-EFs) as a key component of California's system for all-hazards emergency management. The California Governor's Office of Emergency Services (Cal OES) initiated the development of the CA-EFs in cooperation with California's emergency management community including federal, state, tribal, and local governments, public/private partners and other stakeholders to ensure effective collaboration during all phases of emergency management. The development of the CA-EFs involves organization of the participating stakeholders and gradual development of emergency function components. This development also includes a process to maintain each of the CA-EFs as a permanent component of California's emergency management system. The CA-EFS will be used to interpret the SEP and bridge the federal and state guidance in the City of Elk Grove's emergency planning efforts. A comparison of Federal ESFs and CA-EFs is found in **Figure 1 - Federal Emergency Support Function/State Emergency Functions Comparison**.

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

Figure 1 - Federal ESF/State EF Comparison

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

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

### 1.3 Situation Overview

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

City of Elk Grove Base Map

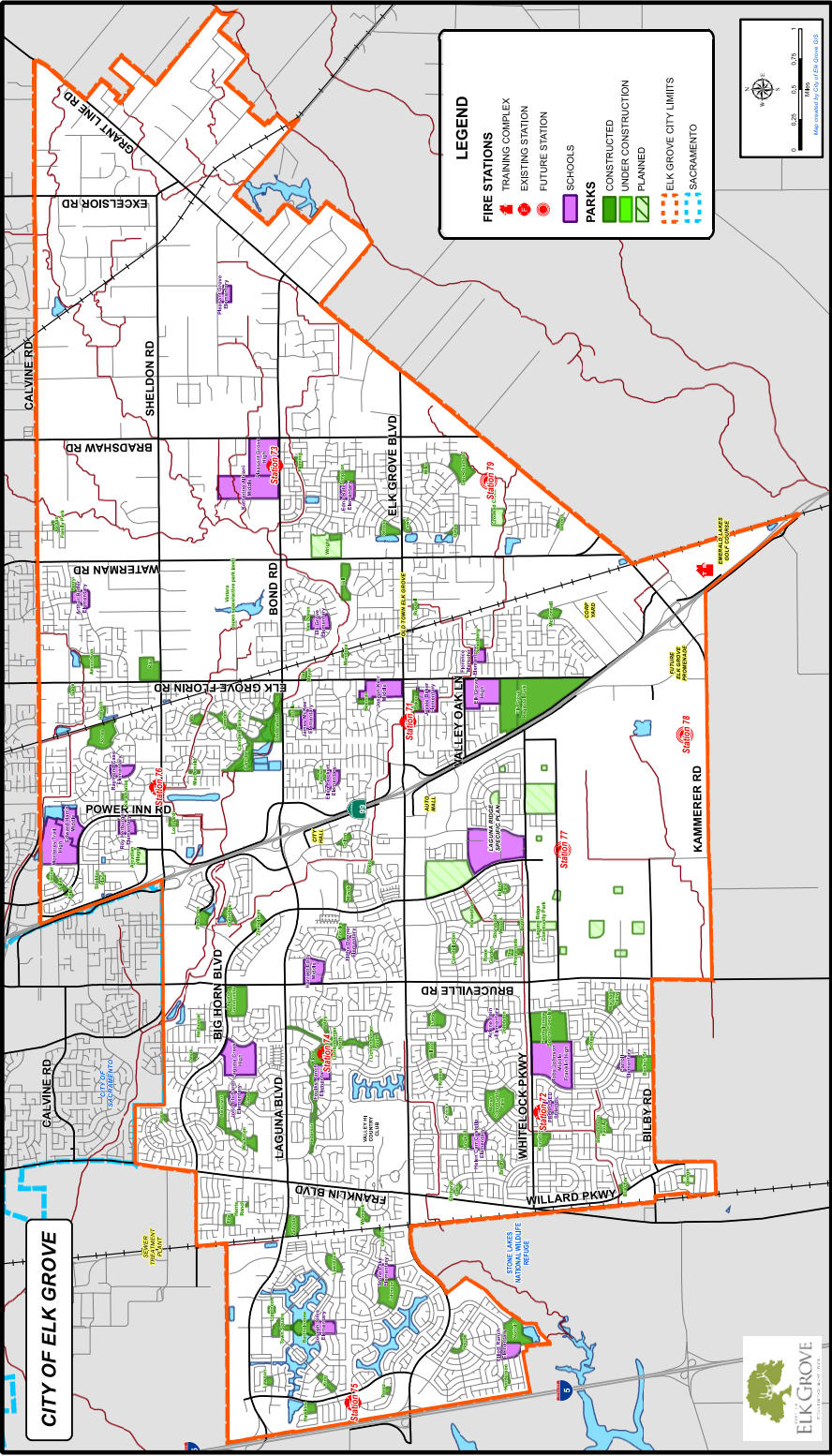


Figure 2 - Base Map of City boundaries

### **1.3.1 Hazard Analysis Summary**

In 2017, the City of Elk Grove together with the Sacramento County Office of Emergency Services and a consortium of community stakeholders worked to complete the County of Sacramento Multi-jurisdictional Local Hazard Mitigation Plan, which included the City of Elk Grove. The purpose of this analysis was to identify and discuss the natural and human caused threats confronting the communities and the mitigation efforts that have taken place or are underway that might address those threats.

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

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

### **1.3.2 Capability Assessment**

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

The City has performed a capability assessment and continues to work at a regional level to develop plans, agreements, procedures, exercises and critical tasks needed for strengthening regional capabilities. Some of the following products from the assessment are listed below:

- Participation in County Evacuation Planning
- Investment in the Disaster Information Management System (WebEOC)
- Training and Exercises for Staff
- Emergency Operations Center Annex
- Recovery Guidance
- Debris Removal Planning

The City has also demonstrated their capabilities and actively participated in the Sacramento County Local Hazard Mitigation Planning Process.

### **1.3.3 Mitigation Overview**

The City of Elk Grove has taken a number of mitigation measures for each identified hazard to minimize the impact that is likely to result from an emergency. The County's Hazard Mitigation Plan, City of Elk Grove Annex, formally approved by FEMA, identifies mitigation efforts to reduce the likelihood that a defined hazard will impact their community. As the cost of damage from natural disasters continues to increase nationwide, the City of Elk Grove recognizes the importance of identifying effective ways to reduce their vulnerability to disastrous events.

For detailed information on the City of Elk Grove mitigation strategies, please refer to **County of Sacramento Multi-jurisdictional Local Hazard Mitigation Plan, City of Elk Grove Annex**.

#### 1.3.4 Assumptions

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

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

## SECTION 2.0 CONCEPT OF OPERATIONS

### 2.1 Goals, Priorities and Strategies

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

#### 2.1.1 Operational Goals

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

- Mitigate hazards
- Meet basic human needs
- Address needs of the people with disabilities and others with access and functional needs
- Restore essential services
- Support community and economic recovery

#### 2.1.2 Operational Priorities

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

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

#### 2.1.3 Operational Strategies

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

- **Mitigate Hazards** – As soon as practical, suppress, reduce or eliminate hazards and/or risks to persons and property during the disaster response. Lessen the actual or potential effects and/or consequences of future emergencies.
- **Meet Basic Human Needs** – All possible efforts must be made to supply resources to meet basic human needs, including food, water, shelter, medical treatment and security during the emergency. Provisions will be made for temporary housing, general needs assistance, and support for re-establishing employment after the emergency passes.
- **Address Needs of People with Disabilities and Others with Access and Functional Needs** – People with disabilities and others with access and functional needs are more vulnerable to harm during and after an emergency. The necessities for people with disabilities and others with access and functional needs must be considered and addressed.



- **Restore Essential Services** – Power, water, sanitation, transportation and other essential services must be restored as rapidly as possible to assist communities in returning to normal daily activities.
- **Support Community and Economic Recovery** – All members of the community must collaborate to ensure that recovery operations are conducted efficiently, effectively and equitably, promoting expeditious recovery of the affected areas.

## 2.2 Standardized Emergency Management System (SEMS)

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

### 2.2.1 Standardized Emergency Management System Organization Levels

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

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

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

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



Figure 3 - SEMS Organization Levels

**Region** – The Regional Level manages and coordinates information and resources among OAs within the mutual aid region and also between the OA and the State Level. The Regional Level also coordinates overall state agency support for emergency response activities within the region. California is divided into three California Office of Emergency Services (Cal OES) Administrative Regions – Inland, Coastal and Southern – which are further divided into six mutual aid regions. The Regional Level operates out of the Regional Emergency Operations Center (REOC). *See Figure 6 – California Mutual Aid Regions.*

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

**Federal** - At the **Federal Level**, the National Response Framework (NRF) identifies the methods and means for federal resources to provide support to the State and local government. Federal resources would be accessed via SEMS process through the mutual aid region and State Operations Center (SOC).

#### 2.2.2 Standardized Emergency Management System (SEMS) Functions

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

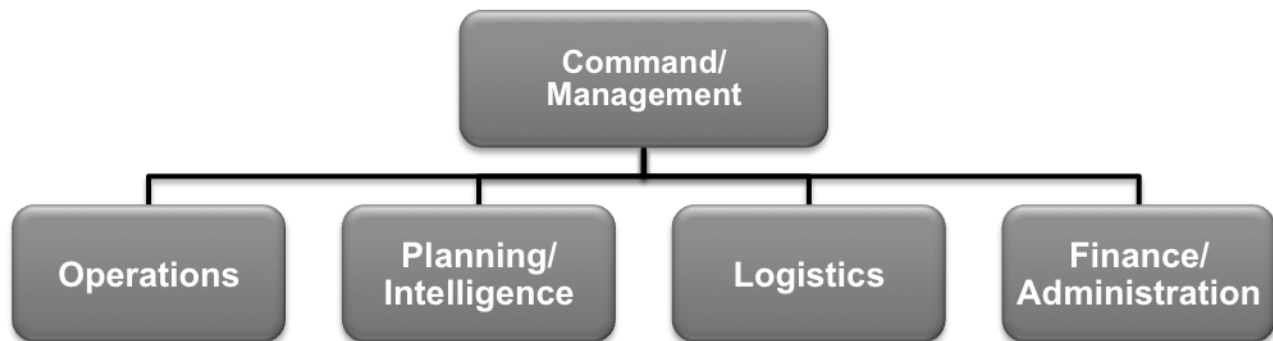


Figure 4 - SEMS Functions

**Command/Management:** Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at SEMS EOC levels. Command and Management are further discussed below:

- **Command:** A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in the organization. In the Incident Command System (ICS), the Incident Commander (IC), with appropriate policy

direction and authority from the responding agency, sets the objectives to be accomplished and approves the strategy and tactics to be used to meet those objectives. The IC must respond to higher authority. Depending upon the incident's size and scope, the higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the Department Operations Center (DOC) or the EOC, when activated.

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

The field and EOC functions are further illustrated in **Figure 5 - Comparison of Field and EOC SEMS Functions**.

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

**Figure 5 - Comparison of Field and EOC SEMS Functions**

#### 2.2.4 National Incident Management System (NIMS)

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

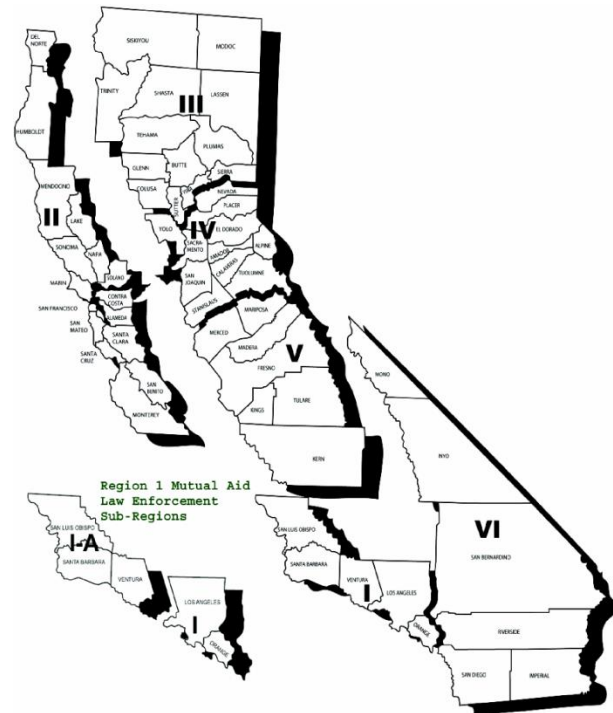
- **HSPD-5, Management of Domestic Incidents:** identifies steps for improved coordination in response to incidents. It requires the Department of Homeland Security (DHS) to coordinate with other federal departments and/or agencies and state, local, and tribal governments to establish a National Response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

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

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

### 2.2.5 Mutual Aid

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



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

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

Figure 6 - California Mutual Aid Regions

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

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

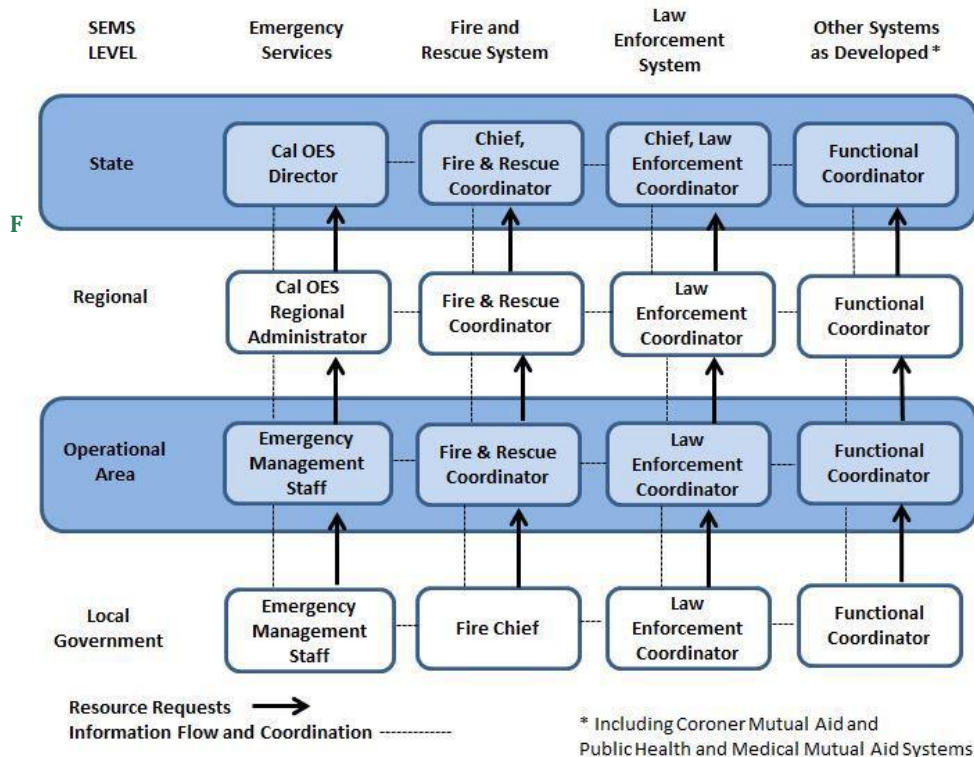
California is divided into six mutual aid regions, which are subdivisions of the State’s emergency services organization established to facilitate the coordination of mutual aid and other emergency operations within an area of the State consisting of two or more Operational Areas. A map of the Regions is shown in *Figure 6 – California Mutual Aid Regions*, which details the Mutual Aid Regions. The City of Elk Grove is located in Mutual Aid Region IV.

**2.2.6 Mutual Aid Coordination**

Formal mutual aid requests will follow specified procedures and are processed through pre-identified Mutual Aid Coordinators. Mutual aid requests will follow discipline-specific chains (i.e. fire, law enforcement, emergency manager, etc.) from one level of government to the next. The Mutual Aid Coordinator receives the mutual aid request and coordinates the provision of resources from within the Coordinator's geographic area of responsibility. In the event resources are unavailable at one level of government, the request is forwarded to the next higher level of government to be filled. *Figure 7 - Discipline-Specific Mutual Aid Systems* documents the flow of information, resource requests and resources within specific mutual aid agreements relative to SEMS organization levels.

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

**Local Government Request:** Local jurisdictions are responsible for the protection of life and property within the municipal geographic boundaries. The local jurisdiction where the incident occurred should assess its resource inventory and existing local agreements to determine if the



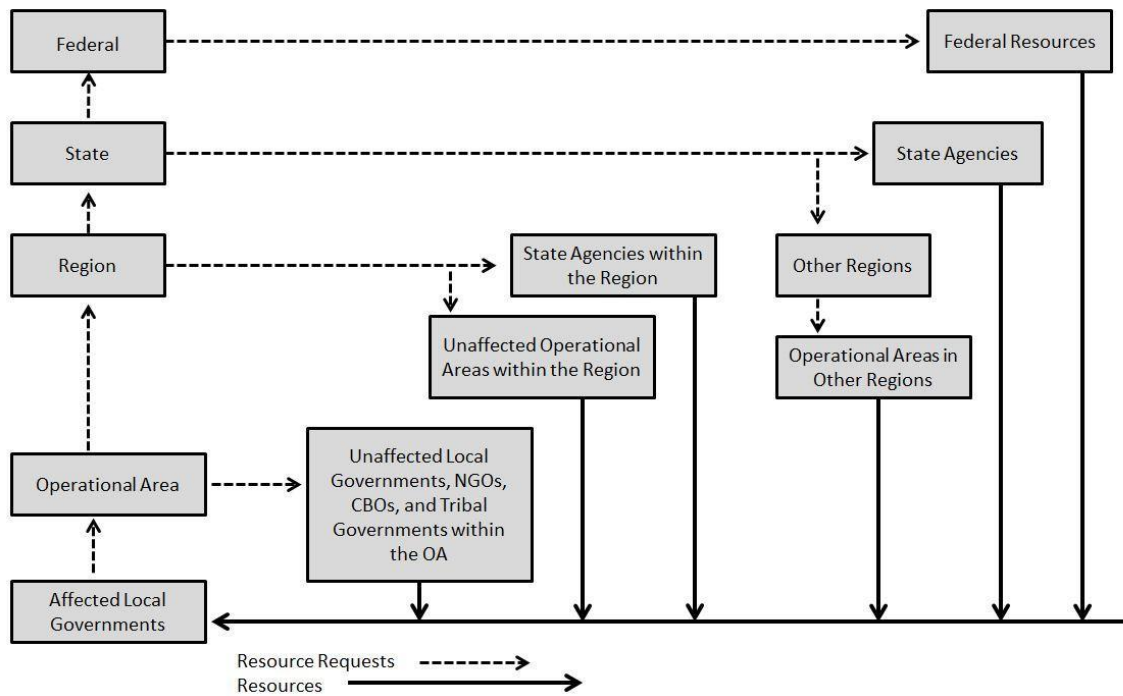
requested resource is available. When locally committed resources are exhausted and mutual aid is needed, the local official will request assistance from the OA Mutual Aid Coordinator.

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

**Region Level Requests:** The State is geographically divided into six Mutual Aid Regions. For Law Enforcement Mutual Aid, Region I is divided into two sub-regions. Each Mutual Aid Region is comprised of multiple OAs and has a Regional Mutual Aid Coordinator. The Region Mutual Aid Coordinator is granted the authority to coordinate the mutual aid response of discipline-specific resources within the Region to support a mutual aid request by a jurisdiction also within the Region. In the event resources are unavailable at the Region Level, the request is forwarded to the State Mutual Aid Coordinator to be filled.

**State Level Requests:** On behalf of the Governor, the Director of Cal OES has the responsibility for coordination of state mutual aid resources in support of local jurisdictions during times of emergency. The Director will analyze and coordinate the request by forwarding the request to an unaffected REOC or tasking an appropriate state agency to fill the need.

**Figure 8 - Flow of Requests and Resources** depicts the resource management process for the State under SEMS. In this model, the affected local government has the ability to access all stakeholders at all levels of the system.



**Figure 8 - Flow of Requests and Resources**

## 2.3 Sequence of Events During Disasters

Two sequences of events are typically associated with disasters: one involves the response and the other involves emergency proclamations. The response sequence generally describes the emergency response activities to save lives, protect property and preserve the environment. This sequence describes deployment of response teams, activation of emergency management organizations and coordination among the various levels of government. The emergency proclamation sequence outlines the steps to gain expanded emergency authorities needed to mitigate the problem. It also summarizes the steps for requesting state and federal disaster assistance.

### 2.3.1 Before Impact

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

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

- Briefing government officials.
- Reviewing plans and procedures.
- Preparing and disseminating information to the community.
- Updating resource lists.
- Testing systems such as warning and communications systems.
- Activating Department Operations Centers (DOCs) or EOCs, even if precautionary.

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

### 2.3.2 Immediate Impact

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

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

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

**Incident Response:** Immediate response is accomplished within the City by local responders. First responders arrive at the incident and function within their established field level plans and



procedures. The responding agencies will manage all incidents in accordance with ICS organizational structures, doctrine and procedures.

**Establishing Incident Command:** Incident Command is established to direct, order, and/or control resources by virtue of some explicit legal agency or delegated authority. Initial actions are coordinated through the on-scene Incident Commander (IC). The IC develops an initial Incident Action Plan (IAP), which sets priorities for the incident, assigns resources and includes a common communications plan. If multiple jurisdictions or agencies are involved, the first responders will establish a Unified Incident Command Post (ICP) to facilitate multijurisdictional and multiagency policy decisions. The IC may implement an Area Command to oversee multiple incidents that are handled by separate ICS organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged.

**Activation of the Multiagency Coordination System (MACS):** Responding agencies will coordinate and support emergency management and incident response objectives through the development and use of integrated Multiagency Coordination Systems (MACS) and MAC Groups. This includes developing and maintaining connectivity capability between the ICP, local 9-1-1 Centers, and local DOC, EOC, REOC, SOC, Federal Emergency Operations Center (FEOC), and NRF organizational elements.

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

**Communications between field and the EOC:** When a jurisdiction EOC is activated, communications and coordination are established between the IC and the Department Operations Center (DOC) to the EOC, or between the ICP and the EOC.

**Operational Area (OA) EOC Activation:** If one or more local DOCs and/or EOCs are activated, or if the event requires resources outside the affected jurisdiction, the OA EOC activates. The OA EOC also activates if a Local Emergency is proclaimed by the affected local government. The OA EOC then coordinates resource requests from the affected jurisdiction to an unaffected jurisdiction, or if resources are not available within the OA, forwards the resource request to the REOC and Mutual Aid Coordinators.

**Regional Emergency Operations Center Activation:** Whenever an OA EOC is activated the Cal OES Regional Administrator will activate the REOC within the affected region and notifies the Cal OES Headquarters. The REOC will then coordinate resource requests from the affected OA to unaffected OAs within the affected region, or, if resources are not available within the affected region, resource requests are forwarded to the State Operations Center (SOC) for coordination.

**State Level Field Teams:** The State may deploy Field personnel to provide situation reports on the disaster to the REOC in coordination with the responsible Unified Command.

**State Operations Center Activation:** The SOC is activated when the REOC activates in order to:

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

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

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

**FEMA Regional Response Coordination Center (RRCC) Activation:** The FEMA RRCC may deploy a liaison or IMAT to the SOC to monitor the situation and provide situational awareness to federal officials.

### *2.3.3 Sustained Operations*

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

### *2.3.4 Transition to Recovery*

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

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

**Joint Field Office (JFO):** The State coordinates with FEMA as necessary to activate a JFO to coordinate federal support for the emergency. The State will appoint a State Coordinating Officer

(SCO) to serve as the State's point of contact. A Federal Coordinating Officer (FCO) is appointed upon a Presidential Declaration of an Emergency or Major Disaster.

**Demobilization:** As resources are no longer needed to support the response, or the response activities cease, resources are demobilized. Demobilization includes provisions to address and validate the safe return of resources to their original location and include processes for resource tracking and ensuring applicable reimbursement. Where applicable, the demobilization should include compliance with mutual aid and assistance provisions.

### **2.3.5 Proclaiming an Emergency**

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

- **Local Emergency Proclamation:** A Local Emergency may be recommended by the Director of Emergency Services as specified by the City of Elk Grove Municipal Code 9.19. Once the local emergency is proclaimed by any of the previously mentioned jurisdictions the City of Elk Grove will be included. A Local Emergency proclaimed by these individuals must be ratified within seven (7) days, if the City is affected.

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

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

- Request the Governor proclaim a State of Emergency, if necessary.
- Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew within designated boundaries.
- Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements.
- Request state agencies and other jurisdictions to provide mutual aid.
- Require the emergency services of any local official or employee.
- Requisition necessary personnel and materials from any local department or agency.
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use.
- Impose penalties for violation of lawful orders.
- Conduct emergency operations without incurring legal liability for performance, or failure of performance. (Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities).

### **2.4 Continuity of Government (COG) Operations**

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

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

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

#### ***2.4.1 Continuity of Government***

##### **City of Elk Grove City Council**

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

##### ***City Officials***

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

##### ***Alternate Facilities***

The City of Elk Grove Director of Emergency Services, together with the Police Department, have identified alternate facilities to coordinate emergency response. The pre-identified facilities are as follows:

##### ***City Council Chambers***

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

##### ***Primary***

**Wackford Center  
9014 Bruceville Road  
Elk Grove, CA 95758**

##### ***Secondary***

**Elk Grove Pavillion  
Elk Grove, CA 95624**

##### ***Emergency Operations Center***

The City's Emergency Operations Center is located in the **City Council Chambers**. This facility has access to emergency power, landline telephones, radio communications and other important supporting information and resources.

##### ***Secondary***

**Wackford Center  
9014 Bruceville Road  
Elk Grove, CA 95758**

##### ***and/or***

**Creekside Community Church  
Elk Grove, CA 95624**

#### 2.4.2 Preservation of Vital Records

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

In the City of Elk Grove, the City Clerk is responsible for the preservation and protection of vital records. Each department within the City will identify, maintain, and protect its vital records.

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

1. Records necessary to conduct emergency operations may include the following categories:
  - Utility system maps
  - Locations of emergency supplies and equipment
  - Emergency operations plans and procedures
  - Lists of regular and auxiliary personnel
2. Records required to restore day-to-day City operations include the following categories:
  - Constitutions and charters
  - Resolutions
  - Court records
  - Official proceedings
  - Financial reports
3. Records necessary for the protection of rights and interests of individuals and government, which may include the following categories:
  - Articles of incorporation

Currently, vital records for the City of Elk Grove are stored in a server location off site.

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

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

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

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

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

#### **2.4.4 Disaster Service Workers**

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

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

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

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

### **2.5 Continuity of Operations (COOP)**

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

#### **2.5.1 Orders of Succession**

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

- Approving emergency policy changes.
- Approving changes in Standard Operating Procedures (SOPs).
- Empowering designated representatives to participate as members of departmental emergency response teams to act on behalf of the Department Head.
- Making personnel management decisions.

- Approving commitment of resources.
- Signing contracts.

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

**Emergency Organization Succession**

The Emergency Operations Plan (EOP) is designed so that anyone can step in and follow the position checklist for any emergency position within the City’s EOC, including the Director of Emergency Services; the Order of Succession for the Director of Emergency Service’s position be as follows:

1. Director of Emergency Services – City Manager
2. Assistant Director of Emergency Services (Chief of Police)– as appointed
3. Assistant City Manager/Deputy City Manager

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

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

DEPARTMENT	DESIGNATED SUCCESSORS
<b>City of Elk Grove</b>	
City Manager	1. Police Chief 2. Designated Alternate
City Attorney	1. Assistance City Attorney
City Clerk	1. Assistant City Clerk
Development Services Director	1. Assistant Development Services Director
	2. Division Managers
Finance and Admin Services Director	1. Assistant Director
	2.
Police Chief	1. Designated Alternate
	2.
Public Works Director	1. Assistant Public Works Director
	2.

**Figure 10 – City of Elk Grove Orders of Succession**

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

**SECTION 3.0 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

**3.1 Emergency Management Response Levels**

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

For planning purposes, Cal OES has established three "levels" of response to emergencies. The City of Elk Grove also employs this system to guide local response to emergencies. *See Figure 10 - Activation Levels*

Event/Situation	Activation Level	Minimum Staffing
Events with potential impacts on the health and safety of the public and/or environment	<b>Three</b>	EOC Director
Severe Weather Issuances		Other Designees
Significant incidents involving 2 or more departments		
Major wind or rain storm		
Power Outages and Stage 1 and 2 power emergencies		
Two or more large incidents involving 2 or more departments	<b>Two</b>	EOC Director
Major wind or rain		Section Chiefs/Coordinators
Major scheduled event		Branches and Units as appropriate to situation
Large scale power outages and Stage 3 power emergencies		Liaison/Agency Representatives as appropriate
Hazardous Materials incident involving large scale or possible large scale evacuations		Public Information Officer
Events with potential impacts on the health and safety of the public and/or environment	<b>One</b>	
Major County/City or Regional emergency - multiple departments with heavy resource involvement		All EOC as appropriate
Events with potential impacts on the health and safety of the public and/or environment		

**Figure 10 - EOC Activation and Staffing Example**

**3.1.1 National Emergency**

In the event of a declared National Emergency, the City’s EOC could be activated and all elements organized to respond to the indicated threat. A National Emergency may occur due to a real or potential act of terrorism or other catastrophic event that affects the country, including the City of Elk Grove, Sacramento County and surrounding jurisdictions.



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

### **3.2 City Department/Allied Agency Emergency Operations Center Organization Assignments**

In the event of EOC activation, each City department and selected allied agencies are assigned specific functions to support emergency management operations. These assignments may involve direct participation within the EOC or provide indirect support. ***Figure 11 – Responsibility Matrix*** on the following page reflects Primary and Support roles for each City department or organization.

Emergency Operations Center Responsibility Matrix		City of Elk Grove																													
		Management				Operations				Planning						Logistics						Finance									
City Departments	Emergency Operations Center Functions	EOC Coordinator	Public Information Officer	Legal Affairs Officer	Liaison Officer	Safety Officer	Security Officer	Operations Section	Law Enforcement Branch	Fire and Rescue Branch	Public Works Branch	Care and Shelter Branch	Planning Section	Situation Status Unit	Action Planning Unit	Resources Status Unit	Advance Planning Unit	Documentation Unit	Demobilization Unit	Technical Specialists Unit	Logistics Section	IT and Communications Branch	Facilities Branch	Supply/Procurement Branch	Personnel Branch	Transportation Branch	Finance Section	Recovery Unit	Compensation and Claims Unit	Fiscal Unit	
				P	S	P	P			S									S					P	S				S	S	
City Manager																															
Legal Counsel				P																											
City Clerk					S																										
Development Services														P	P	P	P	P	P	P											
Economic Development														S	S	S	S	S	S	S								S			
Finance/Admin Svs																					P						P	P	P	P	
Police Department		S	P	S	S				P	P				S								S									
Public Works											P												P								
Outside Agencies			S	S	S							S		S	S							S		S	S				S		
CSD Fire			S	S							P																				
CSD Parks												P																			

P = Primary, S = Support

Figure 11 Responsibility Matrix

### 3.2.1 Director of Emergency Services

As defined by the City of Elk Grove, the City Manager is the Director of Emergency Services and also serves as the EOC Director. If the Director is unavailable, the Assistant Director of Emergency Services (Chief of Police), who is appointed by the Director will assume the role.

Within the City of Elk Grove government organization, the Chief of Police is responsible to the City Council for the City's Emergency Management program and has the authority to implement the program goals.

### 3.2.2 Populations with Disabilities and Access and Functional Needs

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

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

- Have disabilities – temporary and/or lifelong
- Live in institutionalized settings
- Are elderly
- Are unaccompanied children
- Are from diverse cultures
- Have limited English proficiency or are non-English speaking
- Have sight or hearing losses (impairments)
- Are transportation dis-advantaged
- Other situations that would require assistance

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

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

### **3.3.3 At-Risk Individuals**

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

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

### **3.3.5 Volunteer Organizations**

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

- Cosumnes Fire Department CERT
- American Red Cross
- EGPD Volunteer in Policing

### **3.3.6 Public-Private Partnerships**

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

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

## **SECTION 4.0 DIRECTION, CONTROL AND COORDINATION**

### **4.1 Direction and Control**

The City of Elk Grove is responsible for coordinating the resources, strategies and policy for any event in the City that exceeds the capacity of field responders. Tactical control remains the responsibility of field Incident Commanders at all time. The City Manager, working through the mechanisms of the EOC, provides direction and control over the coordination of multi-department

and multi-jurisdictional resources to support the field responders. Policy decisions may be made by the EOC Director that is staffed by the Police Chief or designee.

#### **4.2 Coordination**

The City of Elk Grove EOC will coordinate resource requests from the field. If requests exceed the supply, the EOC will request resources based on established priorities.

If resources are not available within the City of Elk Grove, requests will be made to the Sacramento Operational Area EOC. The Sacramento OA EOC will coordinate resources obtained from within the OA. If resources are not available in the OA, they will request them from the Inland Region REOC located in Sacramento, CA. The REOC will coordinate resources obtained from the OAs throughout the region. If resources are not available in the region, they will make a request from the State Operations Center (SOC) located in Mather, CA. If the State cannot supply the resource, they will request from FEMA and other federal agencies.

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

## **SECTION 5.0 INFORMATION COLLECTION AND DISSEMINATION**

### **5.1 Action Planning**

The use of Incident Action Plans (IAP) in the City EOC provides a clear and measurable process for identifying objectives and priorities for a given event. Action planning is an important management tool that involves:

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

The planning process should involve the EOC Director and Section Chiefs (one from each section), along with other EOC staff, as needed, such as agency representatives.

#### **5.1.1 Planning Requirements**

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

- The incident overlaps more than one operational period.
- Multi jurisdictional incident
- Federal and State Guidelines requiring an IAP

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

### **5.2 Emergency Operations Center Reporting**

Information may be sent to the City EOCs, the Sacramento OA EOC and other key agencies using WebEOC, ICS Forms, radio, telephone, email, internet or fax. Regardless of the method of communication, all data should be verified prior to transmission. If unverified data must be transmitted, it should be clearly designated as unconfirmed information.

### **5.3 Emergency Public Information**

Emergency Public Information is a priority of utmost importance during emergencies and disasters. government has a primary responsibility to provide accurate and timely information to the public regarding conditions, threats, and protective measures. To avoid conflicts and confusion, the Emergency Public Information function operates best when centralized and coordinated among all involved jurisdictions, agencies and organizations. The City has PIOs that will integrate into the City/County Joint Information System as needed or requested. There are multiple personnel that are PIOs within the Sacramento Operational Area and can support as requested.

If media briefings are needed the City staff will conduct them either on site from a safe location in close proximity to the incident or they will be conducted at the City Council Chambers or in close proximity to the City Hall.

## **SECTION 6.0 COMMUNICATIONS**

In coordination with established public safety warning protocols, the affected jurisdictional EOC within the City boundaries will manage the dissemination of timely and adequate warnings to threatened populations in the most effective manner possible. Warning information will be issued as quickly as a threat is detected, using the most direct and effective means possible in coordination and with assistance from the City.

### **6.1 Warning Responsibility**

City Public Safety Departments within the City boundaries will coordinate the dissemination of official alerts and warnings to the general public and allied agencies using available methods. This alert and warning activity will be coordinated through the Police Departments, the dispatch center and other available alert and warning mechanisms available.

### **6.2 Warning and Alert Mechanisms**

Depending upon the threat and time availability, the City EOCs will initiate alerts and warnings utilizing any of the following methods:

- Sacramento-Alert.org (Everbridge)
- Media broadcast alerts
- Social Media
- Public Address Systems

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

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

### **6.3 Warning Conditions**

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

## **SECTION 7.0 DOCUMENTATION, ADMINISTRATION, FINANCE AND LOGISTICS**

### **7.1 Documentation**

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

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

### **7.2 Finance**

In the case of a major disaster, the EOC will support the City and provide financial data related to the incident to the appropriate requesting agencies regarding cost recovery efforts, if requested and as able.

### **7.3 Expenditure Tracking**

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

#### **7.3.1 Eligible Expenses**

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

#### **7.3.2 Recordkeeping Requirements**

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

- Costs and revenues associated with emergency operations should be segregated from normal operating expenses.
- Separate records should be maintained for each vehicle and piece of heavy equipment used for emergency operations.
- Vehicle and equipment documentation should include the miles and/or hours operated by location and operator.
- Vehicle operating expenses should include fuel, tires, and maintenance.
- Labor costs should be compiled separate from vehicle and/or equipment expenses.
- Equipment documentation should include exactly where the equipment was used and for what; hours and minutes used; and the name of the equipment operator if applicable.
- Revenues and subsidies for emergency operations must be subtracted from any costs claimed.



- Requisitions, purchase orders, and invoices must be maintained for all supplies, materials and equipment expenses claimed.
- Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.
- All non-competitive procurements must be justified.

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

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

## **LOGISTICS**

### **7.4 Resource Management**

#### **7.4.1 Resource Priorities**

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

#### **7.4.2 Resource Requests**

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

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

Resource requests from the City will be coordinated with the Sacramento OA EOC to determine if the resource is available internally or other more appropriate sources located within the OA. Emergency Management Mutual Aid Coordinators at each level will keep the Operations Chief informed of the status of resource requests and allocations. Coordinators at each level will communicate and coordinate with each other to maintain current status on resource requests and allocations within the disaster area.

Resource requests from the Field, EOC or other jurisdictions that go to the City EOC may be verbally requested and then documented. Available resources will be allocated to the requesting local government. If requests for a specific resource exceed the supply, the available resources will be allocated consistent with the priorities established through the action planning process. The Section Chiefs in the EOC are responsible for ensuring that priorities are followed.

Resource requests for equipment, personnel or technical assistance not available to the City should be coordinated with the City EOCs to the Sacramento OA EOC. Once the request is coordinated, approved and resources deployed, the Resource Status Unit, in coordination with various Operations Branches, is responsible for tracking the resources.

## **SECTION 8.0 PREPAREDNESS, TRAINING, EXERCISES AND AFTER ACTION REPORTING**

### **8.1 Preparedness Planning**

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

In addition to the planning activities conducted, City departments develop internal preparedness and contingency plans to ensure provision of government services and maintenance of departmental functions during disasters.

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

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

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

#### ***8.1.1 Community Preparedness and Awareness***

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

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

#### ***8.1.2 Preparedness Actions***

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

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

### **8.2 Readiness Training**

The Police Department will notify holders of this plan of training opportunities associated with emergency management and operations. Individual departments and agencies within the City of

Elk Grove are responsible for maintaining training records. Jurisdictions and agencies having assigned functions under this plan are encouraged to ensure that assigned personnel are properly trained to carry out these tasks.

The Police Department will develop and execute a comprehensive training program for emergency management topics on an annual basis. The established training schedule will include applicable courses of instruction and education that cover management subjects. Such instruction shall meet or exceed SEMS and NIMS training requirements.

### **8.3 Exercise and Evaluation**

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

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

### **8.4 After Action Reporting**

The SEMS and NIMS protocols require any city, city and county, or county declaring a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an After-Action Report (AAR) to Sacramento County and Cal OES within ninety (90) days of the close of the incident period. The City of Elk Grove will participate in the AAR events within Sacramento Operational Area as requested and will include the following:

- Response actions taken
- Application of SEMS
- Suggested modifications to SEMS
- Necessary modifications to plans and procedures
- Training needs
- Recovery activities to date

For the City of Elk Grove, the AAR's primary audience will be the City, Sacramento County, Cal OES and the City's employees, including management. As public documents, they are accessible to anyone who requests a copy and will be made available.

## **SECTION 9.0 PLAN DEVELOPMENT AND MAINTENANCE**

### **9.1 Plan Development and Maintenance Responsibility**

This plan is developed under the authority conveyed to the City of Elk Grove, Police Department who has the primary responsibility for ensuring that necessary changes and revisions to this plan are prepared, coordinated, published, and distributed.

### **9.2 Review and Updating**

This plan and its supporting documents or annexes, will be reviewed annually, with a full document update conducted minimally every two (2) years. Changes to the plan will be published and distributed to all involved departments and organizations. Recommended changes will be received by the City of Elk Grove, Police Department, reviewed and distributed for comment on a regular basis.

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

## SECTION 10.0 AUTHORITIES AND REFERENCES

### 10.1 Authorities

#### Federal

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

#### State

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

#### County

- County of Sacramento Government Code Chapter 2.46 – Emergency Services

#### City

- City of Elk Grove Municipal Code Chapter 9.19 Emergency Services Organization and Functions

### 10.2 References

#### Federal

- National Response Framework (As revised)
- National Incident Management System
- Comprehensive Preparedness Guide 101 v.2.0

#### State

- California State Emergency Plan, July 2017 edition
- Standardized Emergency Management System
- California Disaster Assistance Act
- Continuity of Government in California (Article IV, Section 21 of the State Constitution)
- Preservation of Local Government

#### County

- Sacramento County Emergency Operations Plan, 2012
- Sacramento County Hazard Mitigation Plan, 2011

#### City

- City of Elk Grove Emergency Operations Plan, 2012
- Cosumnes Community Services District EOP, 2015

## SECTION 11.0 GLOSSARY AND ACRONYMS

### 11.1 Glossary of Terms

**Action Plan (AP):** The plan prepared in the EOC containing the emergency response objectives of that SEMS level reflecting overall priorities and supporting activities for a designated period. The plan is shared with supporting agencies.

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

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

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

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

**Command/Management:** Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at SEMS EOC levels.

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

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

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

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

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

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

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

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

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

**Emergency:** A condition of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy.

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

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

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

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

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



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

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

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

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

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

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

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

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

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

**Functional Exercise:** Activities designed to test or evaluate the capability of individual or multiple emergency management functions. It is more complex than a tabletop exercise in that activities are usually under time constraints and are followed by an evaluation or critique. It usually takes place in

some type of coordination or operating center. The use of outside resources is often simulated. No field units are used.

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

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

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

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

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

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

**Incident Command System (ICS):** A nationally used standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the Field Level component of SEMS. It is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

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

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

**Joint Information System (JIS):** Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations. The mission of the 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.

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

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

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

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

**Mitigation:** Activities taken to eliminate or reduce the degree of risk to life and property from hazards, either prior to or following a disaster or emergency.

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

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

**Mutual Aid:** Voluntary aid and assistance in the event that a disaster should occur, by the interchange of services and facilities, including, but not limited to: fire, police, medical and health, communication, and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation, and reconstruction which would arise in the event of a disaster. Mutual aid is designed to ensure that adequate resources, facilities, and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

**Mutual Aid Region:** A subdivision of the State’s emergency services organization, established to facilitate the coordination of mutual aid and other emergency operations within an area of the state, consisting of two or more county Operational Areas (OAs).

**National Response Framework (NRF):** A national level plan developed by the FEMA in coordination with 26 federal departments and agencies plus the American Red Cross.

**National Warning System (NAWAS):** The federal portion of the Civil Defense Warning System, used for the dissemination of warnings and other emergency information from the FEMA National or Regional Warning Centers to Warning Points in each state. Also, used by the State Warning Points to disseminate information to local Primary Warning Points; provides warning information to the State and local jurisdictions concerning severe weather, earthquake, flooding, and other activities, which affect public safety.

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

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

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

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

**Presidential Declaration:** A formal declaration by the President that an Emergency or Major Disaster exists based upon the request for such a declaration by the Governor and with the verification of FEMA Preliminary Damage Assessments (PDA).

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

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

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

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

**Public Assistance Officer (PAO):** A member of the FEMA Regional Director's staff who is responsible for management of the Public Assistance Program.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Volunteer:** For purposes of 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. See 16 U.S.C. 742f(c) and 29 CFR 553.101.

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