



# CITY OF WATERFORD



## EMERGENCY OPERATIONS PLAN 2011

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**BASIC PLAN**

**November 2011**

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### Letter of Promulgation



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Council Member

#### Letter of Promulgation

Approval Date:

To: Officials, Employees, and Citizens of the City of Waterford, California

The preservation of life and property is an inherent responsibility of all levels of government – local, state and federal. Because disasters in many devastating forms can strike California at any time, the City of Waterford must provide safeguards, which will save lives and minimize property damage through prior planning and preparedness training.

The objective of this plan is to incorporate and coordinate all of the facilities and personnel of the City of Waterford into an efficient organization capable of responding effectively to any emergency.

While no plan can prevent death and destruction, good plans carried out by knowledgeable and well-trained personnel can and will minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts of the various emergency staff and service elements utilizing the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS).

This Emergency Operations Plan is an extension of the State Emergency Plan. It will be reviewed and exercised periodically and revised as necessary to meet changing conditions.

The Waterford City Council gives it full support to this plan and urges all officials, employees and the citizens, individually and collectively, to do their share in the total emergency effort of the City of Waterford.

This letter promulgates the City of Waterford Emergency Operations Plan, constitutes the adoption of the City of Waterford Operations Plan and the adoption of the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) by the Waterford City Council.

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Tim Ogden  
City Administrator

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### **Foreword**

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In September 2006 the City of Waterford City Council passed a resolution adopting the National Incident Management System (NIMS) for use in and by all city departments.

The National Incident Management System, a direct result of the events of September 11, 2001, was developed to establish a standardized framework for emergency management as well as identifying basic components such as common operating pictures, terminology, resource management and personnel credentialing.

NIMS is based on the California developed, all risk, Standardized Emergency Management System (SEMS), which in turn has as its foundation in the Incident Command System (ICS), both of which were adopted for use throughout California and in Stanislaus County in the 1980s and 1990s respectively.

NIMS represents an emergency management system to be used for all natural and human caused large-scale incidents and disasters. It is also designed to be employed across disciplinary lines and provides a common platform for multiple levels of government and non-governmental agencies and jurisdictions cooperating to manage emergencies.

This Emergency Operations Plan (EOP) is developed based on the National Incident Management System and its component parts. The foundation of NIMS is based on the California Standardized Emergency Management System (SEMS) including the five functional areas of incident or event management, operational coordination, planning and intelligence, logistical support, and finance/administration support. The EOP will serve as the basis for response as well as recovery efforts and activities within the City of Waterford.

This plan also identifies ten Emergency Functions (EFs) that represent core emergency response categories performed by agencies and jurisdictions within Stanislaus County. Some EFs are performed county-wide by county agencies, i.e. Public Health, etc., while most are performed at the local government level. Therefore, most cities may perform less than the total number of Emergency Functions.

These Emergency Functions are based on the State of California's Emergency Functions and the Federal Emergency Support Functions (ESFs).

Attachment A provides a matrix of the Stanislaus County Emergency Functions as they relate to the State of California and the Federal Government.

Each of the ten Emergency Functions identifies a core response as well as primary and supporting agencies and departments responsible for carrying out the functions. These may include not only public but non-government organizations in some cases.

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### **Scope**

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The Waterford Emergency Operations Plan (EOP) is written to provide guidance and direction related to preparedness and training, response and recovery efforts by the departments and divisions within the City of Waterford government. The plan is based on cooperative development as well as combined response by all stakeholders, including government agencies, non-government participants and appropriate community and faith based organizations.

The EOP represents planning from an all risk perspective, including natural as well as human caused situations, and those stemming from accidental as well as deliberate acts or omissions.

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### **Emergency Operations Plan Development and Approval Process**

#### **Decision Process**

In April, 2008, the Stanislaus County Board of Supervisors adopted the Stanislaus Operational Area Decision Process for Emergency Planning for the purpose of clarifying memberships, purpose, roles and responsibilities of the Disaster Council and Operational Area Council. The Decision Process is based upon the California FIRESCOPE Decision Process model, adopted by the Stanislaus County Board of Supervisors in September 2006. It is also based on the Standardized Emergency Management System (SEMS) and the Incident Command System (ICS) adopted by the Board of Supervisors in December 1995.

Attachment B provides an Operational Area Council/Disaster Council Organization Chart highlighting the Stanislaus Operational Area Decision Process for Emergency Management.

Attachment C provides a flow chart defining the Decision Process.

#### **Operational Area Council**

The California Emergency Services Act (Government Code Section 8550 et seq.), was adopted to ensure adequate preparations and programs to deal with the mitigation of natural, human-caused or war-caused emergencies. To further this end, the Act designated each county as an Operational Area. The Operational Area serves as a coordinator of all local agencies and jurisdictions within the Operational Area and as a conduit between the local level and region and state organizations.

The Act requires each Operational Area to form an organization to develop a systematic approach for exchanging information and resources in emergencies as well as conduct cooperative planning and exercises.

Stanislaus County and the cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock and Waterford, executed an agreement in 1998 (reviewed in 2003). This agreement formed and recognized the Stanislaus County Operational Area Council.

Attachment D provides a copy of the Stanislaus Operational Area Agreement.

#### **Disaster Council**

Stanislaus County restructured its Disaster Council in 2008 to better serve the community by bringing together the Stanislaus Operational Area Council members and other community members from non-government agencies, community and faith-based organizations, and other partners involved in emergency management planning, training and operations. Members of the Disaster Council are policy-level representatives from selected public and private organizations that have a part in emergency and disaster management. Together, the Council will be responsible for reviewing and approving

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emergency management and disaster response programs developed by the Operational Area Council and/or special work groups formed for specific project work. Although the Council will have no overall authority over any individual political jurisdiction, through the consensus process, programs and concepts will be developed that will provide a common platform for all stakeholders, thereby making a more effective and efficient delivery system area wide.

### **Emergency Operations Plans**

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The Stanislaus County Office of Emergency Services will write the Emergency Operations Plan for the county and assist each of the nine cities with their plans.

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### **Purpose**

The City of Waterford's Emergency Operations Plan addresses the 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 Waterford.

This plan accomplishes the following:

- Uses as its foundation, the Standardized Emergency Management System (SEMS) as its functional components and concepts.
- Complies with and integrates the National Incident Management System (NIMS) concepts related to local government emergency management, including coordination with Federal, State and Local agencies and jurisdictions as well as non-governmental entities.
- Establishes the emergency management organization required to mitigate any significant emergency or disaster affecting the City of Waterford.
- Identifies the policies, responsibilities and procedures required to protect the health and safety of the City of Waterford, public and private property and the environmental effects of natural and technological emergencies and disasters.
- Establishes the operational concepts and procedures associated with initial response operations (field response) to emergencies, the expanded response operations (City Emergency Operations Center (EOC) activities) and the recovery process.

This plan is designed to establish the framework for implementation of the California Standardized Emergency Management System (SEMS) for the City of Waterford, which is located within Stanislaus County and the California Emergency Management Agency (Cal EMA) Mutual Aid Region IV / Inland Administrative Region. It is intended to facilitate multi-agency and multi-jurisdictional coordination, particularly between the City of Waterford and other local governments, including special districts and state agencies, in emergency operations.

This document is primarily operational in design. It serves a secondary use as a planning reference. Departments within the City of Waterford who have roles and responsibilities identified by this plan are encouraged to develop emergency operations plans, detailed Standard Operating Procedures (SOPs), and emergency response checklists based on the provisions of this plan. This plan will be used in conjunction with the State Emergency Plan.

This plan is designed to guide the reader or user through each phase of an emergency: mitigation, preparedness, response, and recovery. It consists of the Basic Plan, which addresses generic emergency preparedness and response activities, as well as including specific appendices designed to address identified threats and/or situations that may occur in the City of Waterford.

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### **Authorities and References**

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The following is as list of emergency-related authorities which establish the legal basis for emergency operations and activities.

#### **Federal**

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- Federal Civil Defense Act of 1950 (Public Law 920, as amended).
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended).
- Army Corps of Engineers Flood Fighting (Public Law 84-99).
- Homeland Security Presidential Directive 5 - Management of Domestic Incidents (February 28, 2003).
- Homeland Security Presidential Directive 8 – National Preparedness (December 17, 2003).
- Post – Katrina Emergency Management Reform Act of 2006 (enacted in Title V of P.L. 109-295, DHS Appropriations Act of 2007)

#### **State**

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

Attachment E is a copy of the California Emergency Services Act – Article 14 – Local Emergency.

- Standardized Emergency Management System (SEMS) Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations) and (California Government Code §8607 et sec).
- Hazardous Materials Area Plan Regulations (Chapter 4 of Division 2, Title 19, Article 3, §2720-2728 of the California Code of Regulations) and (California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5)
- California Department of Water Resources Flood Control (California Water Code §128).
- Orders and Regulations which may be Selectively Promulgated by the Governor during a STATE OF EMERGENCY.
- Orders and Regulations which may be Selectively Promulgated by the Governor to take affect upon the Existence of a STATE OF WAR.

#### **Local**

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- Waterford Municipal Code – 2.48-080

Attachment F provides a copy of the City of Waterford Ordinance No. 2.48–Emergency Services

- Operational Area Organization Agreement

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- City of Waterford, Resolution No. 2006-47, adopting the National Incident Command Management System (NIMS).

Attachment G provides a copy of the City of Waterford Resolution No. 2006-47 adopting the National Incident Management System (NIMS).

- City of Waterford, Resolution No. 2008-071, approving the re-establishment of a combined City/County Disaster Council.

Attachment H provides a copy of the City of Waterford Resolution No. 2008-71 approving the re-establishment of a combined City/County Disaster Council.

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### **Concept of Operations**

#### **General**

This Emergency Operations Plan addresses the entire spectrum of contingencies, ranging from relatively minor incidents to large-scale disasters, such as an earthquake. A buildup or warning period, providing sufficient time to warn the public will precede some emergencies and implement mitigation measures designed to reduce loss of life, property damage, and effects on the environment. Other emergencies occur with little or no advance warning, thus requiring immediate activation of the Emergency Operations Plan and efficient and coordinated mobilization and deployment of resources. All departments and agencies of the City must be prepared to promptly and effectively respond to any foreseeable emergency, taking all appropriate actions, including requesting and providing mutual aid.

#### **Emergency Phases**

Emergency management activities during peacetime and national security emergencies are often associated with the four federally defined phases:

- Mitigation
- Preparedness
- Response
- Recovery

#### **Mitigation Phase**

Mitigation efforts occur both before and after emergencies or disasters. Post-disaster mitigation is actually part of the recovery process. This includes eliminating or reducing the impact of hazards that exist within the City of Waterford. Mitigation efforts may include:

- amending local ordinances and statutes, such as zoning ordinances, building codes, and other enforcement codes
- initiating structural retrofitting measures
- assessing tax levees or abatements
- emphasizing public education and awareness
- assessing and altering land use planning

#### **Preparedness Phase**

The preparedness phase involves activities that are undertaken in advance of an emergency or disaster. These activities develop operational capabilities and effective responses to a disaster. Preparedness activities fall into two basic areas: readiness and capability.

Readiness activities shape the framework and create the basis of knowledge necessary to complete a task or mission. Readiness activities might include:

- implementing hazard mitigation projects

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- developing hazard analyses
- developing and maintaining emergency plans and procedures
- conducting general and specialized training
- conducting exercises
- developing mutual aid agreements
- improving emergency public education and warning systems.

Departments within the City of Waterford that have responsibilities in this plan will prepare Standard Operating Procedures (SOPs) detailing personnel assignments, policies, notification rosters, and resource lists that are in compliance with SEMS and NIMS concepts.

Emergency response personnel should be acquainted with these SOPs, and receive periodic training on the policies and procedures contained within the SOPs. Capability activities involve the procurement of items or tools necessary to complete the task(s) or mission(s).

Capability activities might include:

- assessment of the City of Waterford and Operational Area resources
- comparison and analysis of anticipated resource requirements and resources
- identification of local sources to meet anticipated resource "shortfall"
- develop resources inventory based on NIMS resource typing standards.

### **Response Phase**

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The response phase includes increased readiness, initial response, and expanded response activities. Upon receipt of a warning or the observation that an emergency situation is imminent, the City of Waterford will initiate actions to increase its readiness.

Events, which may trigger increased readiness activities, include:

- receipt of a flood advisory or other special weather statement
- receipt of a potential dam failure advisory
- conditions conducive to wildland fires, such as the combination of high heat, strong winds, and low humidity
- an expansive hazardous materials incident
- a rapidly-deteriorating international situation that could lead to an attack upon the United States
- information or circumstances indicating the potential for acts of violence or civil disturbance

Increased readiness activities may include, but are not limited to, the following:

- briefing of Mayor, City Council, City Administrator, and other key officials or employees of the City of Waterford
- reviewing and updating the City of Waterford Emergency Operations Plan & Departmental SOPs

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- increasing public information efforts through the Joint Information System (JIS) process
- accelerating training efforts
- inspecting critical facilities and equipment, including the testing of warning and communications systems
- mobilizing and/ or recruiting additional staff and Disaster Service Workers
- warning threatened elements of the population
- conducting precautionary evacuations in the potentially impacted area(s)
- mobilizing personnel and pre-positioning resources and equipment
- contacting County agencies that may become involved in field activities.

The City of Waterford's initial response activities are primarily performed at the field response level. Emphasis is placed on minimizing the effects of the emergency or disaster.

Essential Function Annexes to this plan provide guidance to the departments who are responsible for initial response operations in the City. Examples of initial response activities include:

- making all necessary notifications, including City Departments and personnel and the Stanislaus Operational Area Member Jurisdictions, including the Stanislaus County Office of Emergency Services.
- disseminating warnings, emergency public information, and instructions to the citizens of Waterford
- conducting evacuations and/or rescue operations
- caring for displaced persons and treating the injured
- conducting initial damage assessments and surveys
- assessing need for mutual aid assistance
- restricting movement of traffic/people and unnecessary access to affected areas
- developing and implementing Incident Action Plans
- applying tactical activities in the field to mitigate the incident.

In situations where an incident develops into an "expanded incident" due to size, duration, or complexity, the City of Waterford may activate the Emergency Operations Center (EOC) to provide coordination and support to the field command(s). The EOC activity may include, but not be limited to, MAC Group Activation and briefing, situation briefings, EOC *plan* development, EOC staffing, and communications with other local, regional, state or federal partners. The Emergency Operations Center may guide the incident transition from response to recovery.

Expanded response operations provides specific guidance for conducting of expanded response operations, including those functions performed by the EOC staff.

Examples of expanded response activities include:

- preparing detailed damage assessments
- operating mass care facilities

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- conducting coroner operations
- procuring required resources to sustain operations
- documenting situation status
- protecting, controlling, and allocating vital resources
- restoring vital utilities
- tracking resource allocation
- conducting advance planning activities
- documenting expenditures
- developing and implementing Action Plans for Expanded Response Operations
- disseminating emergency public information
- declaring a local emergency
- coordinating with state and federal agencies working within the county

### **Recovery Phase**

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Recovery activities involve the restoration of services to the public and returning the affected area(s) to pre-emergency conditions. Recovery activities may be both short-term and long-term. Ranging from restoration of essential utilities such as water and power, to mitigation measures designed to prevent future occurrences of a given threat.

Recovery Operations describes in detail the roles and responsibilities of each level of government following a disaster. It addresses the procedures for accessing federal and state programs available for individual, business, and public assistance following a disaster. Examples of recovery activities include:

- restoring utilities
- applying for state and federal assistance programs
- conducting hazard mitigation analyses
- identifying residual hazards
- determining and recovering costs associated with response and recovery

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### **Standardized Emergency Management System (SEMS)**

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#### **Introduction**

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The Standardized Emergency Management System (SEMS) is the system required by California Government Code Section 8607(a) for managing emergencies involving multiple jurisdictions and agencies. SEMS consists of five coordination levels which are activated as necessary:

1. Field Response
2. Local Government
3. Operational Area
4. Regional
5. State

SEMS incorporates the functions and principles of the Incident Command System (ICS), the Master Mutual Aid Agreement (MMAA), existing mutual aid systems, the operational area concept, and multi-agency or interagency coordination.

Local governments must use SEMS to be eligible for funding of their response related recovery costs under state disaster assistance programs.

#### **Purpose**

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SEMS has been established to provide effective management of multi-agency and multi-jurisdictional emergencies in California. By standardizing key elements of the emergency management system, SEMS is intended to:

- Facilitate the flow of information within and between levels of the system, and
- Facilitate coordination among all responding agencies.

Use of SEMS improves the mobilization, deployment, utilization, tracking and demobilization of needed mutual aid resources. Use of SEMS reduces the incidence of poor coordination and communications, and reduces resource ordering duplication on multi-agency and multi-jurisdictional responses. SEMS is designed to be flexible and adaptable to the varied disasters that occur in California and to the needs of all emergency responders.

#### **SEMS Coordination Levels**

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The five designated organizational levels in the SEMS organization, field response, local government, operational area, regional, and state, are activated as needed.

The field response level commands emergency response personnel and resources to carry out tactical decisions and activities in direct response to an incident or threat.

The local government level manages and coordinates the overall emergency response and recovery activities within its jurisdiction. The local government level includes cities, counties, and special districts.

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The Operational Area level manages and/or coordinates information, resources, and priorities among local governments; and serves as the coordination and communication link between the local government level and the regional level, within the SEMS system.

The Operational Area includes all the jurisdictions and special districts within the County geographical area. Stanislaus County O.E.S. is the staff agency for the Stanislaus Operational Area.

Attachment I provides a map of the Stanislaus Operational Area.

The regional level manages and coordinates information and resources among operational areas within the mutual aid region designated and between the operational areas and the state level. This level, along with the state level, coordinates overall state agency support for emergency response activities.

The state level manages state resources in response to the emergency needs of the other levels, manages and coordinates mutual aid among the mutual aid regions and between the regional level and state level, and serves as the coordination and communication link with the federal disaster response system.

### **Coordination with Other Levels of Government**

Stanislaus County has identified the jurisdictions, special districts, volunteer agencies, and private agencies within the County geographical area that may have an emergency response role during an emergency or disaster that affects Stanislaus County. Their emergency roles have been identified as well as provisions for coordination with each of them made. A diagram titled Coordination with other SEMS Levels illustrates how the County, as the lead agency for the Stanislaus Operational Area, will coordinate with these agencies during an emergency or disaster.

Attachment J provides a diagram titled Coordination with other SEMS Levels and illustrates how the County, as the lead agency for the Stanislaus Operational Area, will coordinate with these agencies during an emergency or disaster.

The Stanislaus Operational Area agreement between the Cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock Waterford, the County of Stanislaus and Special Districts defines the roles and responsibilities of each party.

The County will also work with State and Federal agencies that have emergency responsibilities to ensure they are integrated into County emergency operations.

In addition, as a commitment to the NIMS process, the Stanislaus Operational Area Council will continue to engage and partner with all appropriate public agencies and jurisdictions as well as non-government agencies involved in the field of local emergency management.



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### **Incident Command System (ICS)**

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#### **General**

The Incident Command System (ICS) is 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 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.

#### **Functions**

The five functions of the ICS organization are command, operations, planning/intelligence, logistics, and finance/administration. Command is responsible for directing, ordering, and/or controlling resources by virtue of explicit legal, agency or delegated authority. Operations is responsible for the coordinated tactical response of all field operations directly applicable to or in support of the mission(s) in accordance with the Incident Action Plan. Planning/Intelligence is responsible for the collection, evaluation, documentation, and use of information about the development of the incident. Logistics is responsible for providing facilities, services, personnel, equipment, and tracking the status of resources and materials in support of the incident. Finance/Administration is responsible for all financial and cost analysis aspects of the incident and/or any administrative aspects not handled by the other functions.

#### **Principles**

The principles of ICS are that the system provides the following kind of operations: single jurisdictional/agency involvement, single jurisdictional responsibility with multiple agency involvement, and multiple jurisdictional responsibility with multiple agency involvement. The system's organizational structure adapts to any emergency or incident to which emergency response agencies would expect to respond. The system will be applicable and acceptable to all user agencies. The system is readily adaptable to new technology. The system expands in a rapid and logical manner from an initial response to a major incident and contracts just as rapidly as organizational needs or the situation decrease. The system has basic common components in organization, terminology and procedures.

#### **Components**

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The components of ICS are:

- common terminology
- modular organization
- unified command structure
- Incident Action Plans (IAP)
- manageable span-of-control
- pre-designated incident facilities
- comprehensive resource management

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- integrated communications

Common terminology is the established common titles for organizational functions, resources, and facilities within ICS.

Modular organization is the method by which the ICS organizational structure develops based upon the type and size of an incident. The organization's staff builds from the top down as the incident grows, with responsibility and performance placed initially with the Incident Commander.

At all incidents there will be five functions: Command; Operations; Planning/Intelligence; Logistics and Finance/Administration. These may, as the incident grows, be organized and staffed into sections. Initially, the Incident Commander may be performing all five functions. Then, as the incident grows, each function may be established as a section with several units under each section.

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

Consolidated incident action plans identify objectives and strategy determinations made by the Incident Commander for the incident based upon the requirements of the affected jurisdiction. In the case of unified command, the incident objectives must adequately reflect the policy and needs of all the jurisdictional agencies. The consolidated Action Plan for an incident documents the tactical and support activities required for the operational period.

Manageable span-of-control within ICS is a limitation on the number of emergency response personnel who can effectively be supervised or directed by an individual supervisor. The type of incident, the nature of the response or task, distance, and safety will influence the span-of-control range. The ordinary span-of-control range is between three and seven personnel.

The need for pre-designated incident facilities is identified within ICS. The determination of the types and locations of facilities to be used will be based upon the requirements of the incident.

Comprehensive resource management is the identification, grouping, and assignment and tracking of resources.

Integrated communications are managed through the use of a common communications plan and an incident-based communications center established for the use of tactical and support resources assigned to the incident.

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### Situation and Assumptions

#### General

The City of Waterford is located in Northern San Joaquin Valley, in central California. It is located in Stanislaus County, southeast of the City of Modesto, the County seat. The City of Waterford is located approximately 75 miles southeast of Sacramento and 110 miles east of Oakland via the 99, 120, 5 and 580 freeways. It is bordered on the south by the Tuolumne River. The City's total area is approximately 2.7 square miles.

Attachment K provides a map of the City of Waterford.

Approximately 40% of the land within Waterford city limits is devoted to residential uses; almost 8 percent to commercial uses, 1 percent to industrial uses, 10 percent to institutional uses and 41 percent is vacant. The city is surrounded to the east, south and southwest by open land used primarily for agriculture or related industry.

The population of the City of Waterford, according to the 2010 U.S. Bureau of Census, is 8,456. This is an increase of 22.1% from the 2000 Census which cited the population at 6,924.

The City of Waterford is divided by State Route 132/Yosemite Boulevard, which runs predominately in an east-west direction, with other main thoroughfares being the Oakdale/Waterford Highway running in a north/south direction.

Although no airports exists within the city limits of Waterford, there is one joint County/City of Modesto operated airport in the City of Modesto, Modesto Airport's runways are 5911 feet and 3459 feet respectively. The airport operates 24 hours daily, although the tower is closed at night. It is capable of multiple engine propeller aircraft or jet aircraft, as large as a 737-400. It also supports a significant private and charter aircraft business. Four additional, but smaller, airports are located throughout Stanislaus County.

The City of Waterford, with it mix of urban and rural areas and rapidly growing population, is subject to a variety of negative impacts from various hazards and threats. There are three broad categories of hazards that threaten: natural, technological, and domestic security threats.

These are as follows:

#### Natural Hazards

- earthquakes
- floods
- wildland fires
- extreme weather/storm
- landslides
- food and agriculture
- Public Health

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### Technological Hazards

- dam failure
- hazardous material
- transportation emergencies
- train accident
- major truck accident
- aircraft crash
- power interruptions

### Domestic Security Threats

- civil unrest
- terrorism

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### **Specific Hazards and Threats**

#### **Earthquakes**

There are no faults known to exist within the City of Waterford, however faults do exist within Stanislaus County. In the extreme eastern parts of the county, the Bear Mountain and Melones faults are found, though believed to have been inactive for the past 150 million years. No faults are currently known to exist within the valley floor portion of the county. Within the Diablo Range, the most recent movements were along the Tesla-Ortogonalita fault approximately five million years ago, although earthquake activity without surface fracturing or faulting is still common. Since 1930, one earthquake epicenter of a magnitude greater than 4.0 on the Richter Scale was recorded in Stanislaus County. Additionally, on June 27, 1986 an earthquake with a magnitude of 3.7 on the Richter Scale occurred with an epicenter several miles west of Crows Landing. Future earthquakes of similar or greater magnitudes can be expected.

Attachment L provides a map of the Stanislaus County Fault Zone Map.

Numerous earthquakes occur each year along California's major faults which are the San Andreas, Calaveras, Hayward and the Nacimiento faults. Information furnished by the State Department of Mines and Geology and the State Office of Emergency Services indicate that ground shaking along these faults can produce damage within the county to reach varying intensities rated on the Modified Mercalli Intensity Scale of 1931. The eastern half of the county can be expected to have shaking to an intensity of VI or VII, producing minor to moderate damage. The western half of the county can expect to receive shaking to an intensity of VII to VIII Mercalli, which can cause considerable damage to ordinary structures.

Although the City of Waterford is not known for its seismic activity, it is imperative that we plan for a potential earthquake disaster. In any earthquake, the primary consideration is saving lives. Time and effort must also be given to providing for people's mental health by reuniting families, providing shelter to the displaced persons and restoring basic needs and services. A major effort will be needed to remove debris and clear roadways, demolish unsafe structures, assist in reestablishing public services and utilities and provide continuing care and temporary housing for affected citizens.

It is clear that the most likely impact to the City of Waterford may well be related to the indirect effects of major earthquake activity on a fault system adjacent to Stanislaus County. While direct damage may be minimal, the indirect effect of mass relocation, mutual aid activities, support activities and collateral damage could severely tax the capabilities of local resources.

#### **Floods**

Flooding has been an occasional problem throughout the history of the City of Waterford. The City is located along the north bank of the Tuolumne River, at an elevation sufficient to protect it from most occurrences of normal river flooding.

In the past years substantial action has taken place to reduce flood hazards. Construction of Don Pedro Dam on the Tuolumne River has permitted officials to monitor flows of water in that river, significantly reducing the changes of down stream flooding. Regulation of the flows from Don Pedro limits flooding along the Tuolumne River but does not completely eliminate it. Flood control agencies continue to study the river and

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related channel capacity in an effort to eliminate flood hazards. There are no reclamation districts on the Tuolumne River in the Waterford area.

The flood control concerns for the City of Waterford are the controlled or uncontrolled releases from the Don Pedro Dam onto the Tuolumne River. Additionally, flood conditions can and have been exacerbated by flood conditions along the tributary known as Dry Creek, which originates in the watershed of the eastern Stanislaus foothills and terminates where it flows into the Tuolumne River in Modesto. Most flood conditions are from heavy, prolonged rain or rapid snow thaw. Although unlikely, flooding could involve extensive life and property loss, interruption of transportation and communications systems, loss and damage to agricultural land, and interruption of government infrastructure. A more likely impact would be the indirect impact of support and mutual aid to other cities and the county, in areas more prone to severe flood conditions.

For the City of Waterford's emergency organization, there are two flood stages:

**WARNING STAGE** – The Stage at which initial action must be taken by concerned interests (livestock warning, removal of equipment from lowest overflow areas, or simply general surveillance of the situation). This level may produce overbank flows sufficient to cause minor flooding of low-lying lands and local roads.

**FLOOD STAGE** – The Stage at which overbank flows are of sufficient magnitude to cause considerable inundation of land and roads and/or threat of significant hazard to life and property.

Attachment M provides the Warning and Flood Stage tables for the San Joaquin, Tuolumne and Stanislaus Rivers.

### **Expected Damage**

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For purposes of emergency preparedness, copies of the F.E.M.A. 100 year and 500 year projected flood planes map can be found in the attachments to this plan.

Facilities potentially affected by extensive flooding are:

- Airport
- Schools
- Utilities
- Emergency Services
- Agriculture
- Sanitation
- Residential

Attachment N provides a map of the F.E.M.A. 100 year and 500 year projected flood planes for the purpose of emergency planning and preparedness.

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### **Dam Failure**

Two dams could have a direct effect on the City of Waterford. LaGrange Dam, located in the eastern corner of Stanislaus County, is situated on the Tuolumne River just above the town of LaGrange and operated by the Modesto and Turlock Irrigation Districts.

Don Pedro Dam is located in Tuolumne County on the upper Tuolumne River. It has a gross pool capacity of 2,030,000- acre feet and is operated jointly by the Modesto and Turlock Irrigation Districts and the City of San Francisco.

Dam failure is the collapse or failure of an impoundment that causes significant downstream flooding. Flooding of the area below the dam may occur as the result of structural failure or overtopping of the dam.

A severe storm, earthquake or erosion of the embankment and foundation leakage may cause the collapse and structural failure of Dams in or adjacent to Stanislaus County. Seismic activity may also cause inundation by the action of a seismically induced wave that overtops the dam without causing failure of the dam, but significant flooding downstream.

Landslides flowing into Lakes and Reservoirs may also cause dams to fail or overtop.

The catastrophic failure of Don Pedro or LaGrange dams will have severe consequences. Foremost, are injuries, loss of life, limited transportation routes and a decrease in vital utilities. Additionally, because of Stanislaus County's strong agricultural influences significant downstream property damage and the loss of domestic and farm production animals will be a major concern.

### **Expected Damage**

For purposes of emergency preparedness, areas expected to be inundated should a failure occur are depicted as "Dam Failure Inundation Areas" and can be found in the attachments to this plan. More specific emergency preparedness information and potential hazards can be found in the individual Emergency Plans for each Dam. These plans are available at the Office of Emergency Services and will be available in the EOC when activated.

Facilities affected by a dam failure are:

- Hospitals
- Schools
- Utilities
- Emergency Services
- Agriculture
- Sanitation
- Residential
- Domestic Water Supply

Attachment O provides an inundation map for the San Joaquin River Basin.

Attachment P provides an inundation map for the Tuolumne River Basin.

Attachment Q provides an inundation map for the Stanislaus River Basin.

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### **Wildland Fires**

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Generally from May to October of each year, Stanislaus County experiences its wildland fire season. Most of the fire susceptible areas are located in the extreme eastern and western portion of the county. This is due to the underdeveloped, rugged terrain and the highly flammable, grass and brush covered land. High temperatures, low humidity, and strong winds may exacerbate the potential for wildland fires.

The urban areas of Stanislaus County are not normally susceptible to wildland fires, however, there is still potential for smaller fires in and around the less developed areas where patches of vegetation are present.

### **Extreme Weather Emergencies**

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The City of Waterford, like the rest of Stanislaus County, is somewhat susceptible to extreme weather/storm conditions. *Extreme weather conditions* is a generalized term used to describe thunderstorms, tornadoes, heavy precipitation, high winds, extreme heat or cold, and drought. Extreme weather may cause a variety of damages, depending on the type or weather situation. Damage may range from temporary power and utility outages due to thunderstorm and high wind activity to the sometimes, although rare, destruction of a tornado. Extreme weather such as a drought can have long-term economic repercussions.

### **Food and Agriculture**

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Animal health, disease outbreaks of wildlife, livestock and agricultural crops, pest infestations and biological and chemical contamination of food are a serious threat to our food and agricultural infrastructure. The protection of our food supply requires cooperation, collaboration and partnership between all levels of government and private partners. A natural or man-made disruption to the agricultural industry in Stanislaus County could have a devastating affect on the nation's food supply. Agriculture is Stanislaus County's number one industry with a 2008 farm gate value of 2.4 billion dollars. The agricultural industry has an economic multiplier of at least three which equates to a 7.2 billion impact in the local and State economy. Agriculture not only plays an important role in directly related businesses, but it is also an integral part of many other sectors such as those involving land use, water and utility services.

The ability of the local economy to recover from a disaster can greatly depend on the agricultural industry's ability to return to normal operations. In recent years the agricultural industry has been affected by natural disasters such as droughts, floods, extreme high and low temperatures and threatened by foreign animal disease outbreaks.

### **Public Health**

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A public health emergency may involve communicable disease, virus or contagion that significantly impacts life safety. A disease outbreak can cause illness and result in significant casualties. Since 1900, there have been three influenza pandemics that killed approximately 600,000 people in the United States. So far this century, severe acute respiratory syndrome (SARS) caused a near pandemic between November 2002 and July 2003, with 8,096 known infected cases and 774 deaths. In June 2009 the World health Organization declared that flu due to a new strain of swine-origin H1N1 (swine flu) was



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responsible for the 2009 flu pandemic. Illness and deaths from H1N1 resulted in state and federal emergency declarations.

### **Hazardous Materials**

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The production and use of hazardous materials has become a normal part of every day life. A hazardous material is any substance that may be explosive, flammable, poisonous, corrosive, reactive, radioactive, or any combination thereof, because of its quantity, concentration or characteristics. Hazardous Materials require special care in handling because of the hazards they pose to the public's health and safety, and the environment. For this special care the City of Waterford is served by, and is a participant in, a fully developed Hazardous Materials Response Team (HMRT). This team is staffed by representatives of select, local fire departments and on call Stanislaus County Department of Environmental Resources personnel. The Stanislaus County Area Plan has been developed to more specifically address hazardous materials response.

A hazardous incident involves the uncontrolled release of a hazardous substance during storage or use from a fixed facility or mobile transport. Releases of hazardous materials can be especially damaging when they occur in highly populated areas or along transportation routes used simultaneously by commuters and hazardous materials transports.

Due to the multitude of hazardous substances being transported in California, incidents are more likely to occur along highways and railways. Fixed facilities do have occurrences of hazardous materials incidents also. Fixed facilities include chemical manufacturing or processing facilities, manufacturing and light industrial facilities.

Agriculture and agriculture related industries surround the City of Waterford. With that, comes the potential for hazardous materials incidents. Accidental releases of pesticides, fertilizers and other agricultural chemicals may be harmful to the public health, safety and the environment.

Hazardous materials incidents in the City of Waterford would most likely occur on the transportation routes or at fixed hazardous materials facilities. Hazardous materials are often transported through the Stanislaus County area on State Route Highways 99, and on the Union Pacific Railroad. Surface streets are also used for the local transportation of hazardous materials.

A map of Acutely Hazardous Materials Storage Sites within the City of Waterford is available through the Stanislaus County Department of Environmental Resources.

### **Transportation Emergencies**

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The City of Waterford is divided by State Highway 132, which runs predominantly in an east-west direction, with other main thoroughfares being the Oakdale-Waterford Highway running in a north-south direction.

The City of Waterford is susceptible to several different types of transportation emergencies, major truck/auto accidents and airplane crashes. Many of these emergency situations may cause ancillary emergencies such as hazardous materials spills, which may require extensive population movement and sheltering efforts.

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Several major railroads pass through many populated areas within the Stanislaus Operational Area including the cities of Riverbank, Modesto, Ceres, Turlock, Patterson and Newman as well as the towns of Salida, Keyes, Denair, Empire, Grayson, and Crows Landing. A train accident in or near any of these areas can result in considerable injury, loss of life and/or significant property damage. An accident in rural areas of the County will pose more of a threat to livestock and the environment. Hazardous materials spills, fires, significant property damage and mass casualty incidents are the potential hazards associated with cargo and passenger train accidents near the City of Waterford, requiring movement and shelter operations in the affected area(s).

Attachment I provides a map of the Stanislaus Operational Area and includes railroads and airports.

A major truck/auto accident literally has the potential of shutting down a major transportation artery for north/south traffic statewide. Closures will cause traffic to overflow onto surface roads adjacent to freeways, creating significant traffic problems for local law enforcement agencies.

Often the impact of a disabled aircraft as it strikes the ground creates the potential for multiple explosions, resulting in an intense fire. Wherever the crash occurs, the resulting explosions and fires have the potential to cause injuries, fatalities and the destruction of property at, and adjacent to the impact point. The time of day when the crash occurs may have a profound effect on the number of injuries and fatalities. It can be anticipated that the mental health needs of survivors, surrounding residents and emergency responders will greatly increase due to the trauma associated with such a catastrophe.

The Modesto / Stanislaus County Airport is located on Mitchell Road, in eastern Modesto. It is served by a limited carrier and, at present, has no commercial, large carrier jet services. An extensive charter offering is present from several vendors.

Modesto City Fire Department has a crash-rescue truck available for aircraft emergencies and is located at Modesto Station 8, on airport property. This apparatus is available for mutual aid as well.

### **Power Interruptions**

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The City of Waterford is served by Modesto Irrigation District for electricity and Pacific Gas and Electric for gas.

At times, usually during periods of extreme and/or prolonged heat, the electrical distribution capacity of one or more of these utilities may be overwhelmed requiring the utility(s) to implement a plan for power restrictions. These plans normally require some form of planned and managed rotational power curtailment for specific geographical areas and for calculated time periods

In these cases the utility(s) work closely with the City of Waterford, as well as the Operational Area EOC to coordinate the curtailment with timely pre-notification of essential customers (hospitals, clinics, public safety facilities, etc.) as well as non-essential consumers. Information related to the curtailment plan is developed and delivered jointly between the utility(s) and the Operational Area EOC Joint Information Center.

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### **Civil Disturbance**

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Civil disturbances include incidents that are intended to disrupt a community to the degree that law enforcement intervention is required to maintain public safety. Civil disturbances are generally associated with controversial political, judicial, or economic issues and/or events.

Locations within the City of Waterford that have large public gatherings have the potential for unstable conditions, possibly impacting an Operational Area jurisdiction's ability to provide sufficient law enforcement and fire protective services.

The effects of civil disturbances are varied and are usually based upon the type, severity, scope and duration of the disturbance. The effects of civil disturbances include traffic congestion or gridlock, illegal assemblies, disruption of utility service, property damage, injuries and potentially loss of life.

### **Facilities**

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During a civil disturbance that affects the City of Waterford, there are certain facilities within the city that may be more at risk than other facilities. The following locations often hold musical concerts, sporting events, and other events that attract large numbers of people, which create significant traffic congestion problems and the potential for disruptive behavior:

#### **City of Waterford**

- Waterford Community Center
- Beard Park
- Brethren Park
- River Park
- Western Heritage Days
- Waterford High School Football Field
- Waterford High School Gymnasium

### **Terrorism**

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Terrorism involves a struggle between competing principles and ideologies below the level of conventional war.

A terrorist act is defined as: “The use or threatened use, of force to achieve a political or social goal.” The person(s) who instigate these acts can be from either foreign or domestic sources, and unfortunately, terrorist acts in America are increasing in frequency. We can count on the fact that these attacks will continue, that any place in our country can be a target, and that the local law enforcement officers, firefighters and emergency medical personnel will be called on to handle the first response to these acts.

Within the past decade we have begun to use the term WMD (Weapons of Mass Destruction) in referring to large-scale terrorists incidents. Additionally, there is now an emphasis to plan and train local agencies for “Domestic Terrorism”, terrorist acts that are promulgated toward domestic targets and by in-country perpetrators.

The effects of terrorist attacks can vary greatly depending on the type, severity, scope and duration of the activity. Terrorist activities may result in disruption of utility services, property damage and mass loss of life.

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Until the 1990's, terrorist attacks against the United States of America took place only against American assets abroad. This changed when the World Trade Center in New York was bombed by foreign terrorists in 1993 and destroyed using aircraft in 2001, and the Oklahoma City Courthouse was bombed and destroyed by domestic terrorists. For the first time in American history the continental United States is vulnerable to weapons of mass destruction.

Potential targets would be Government, Federal, State, County and City buildings. Generally, the threat of attack increases along with the level of government as the highest risk potential. Remember targeted sites do not have to be government buildings. Today, any place where there are large numbers of people, such as sports arenas, ball parks, convention centers and transportation centers like bus stations, railroad stations or airports can be potential targets. Other targets to consider are targets of high visibility or strong interest, such as abortion clinics, political party headquarters, places of worship or the homes of political or religious leaders.

A terrorist attack can take many paths. However, 80% of past terrorist attacks involved explosives. Under the Federal authority of Presidential Decision Directive-39, the FBI is the lead agency in any act of foreign or domestic terrorism and will assume command of the incident and subsequent criminal investigation. The first responders to a terrorist attack will be responsible for the swift treatment of the injured, the preservation of the crime scene and to assist in the ultimate arrest and prosecution of the terrorists.

It is imperative to remember that the goal of a terrorist act is to affect some type of change through the use of fear. To create the level of fear desired, the terrorist will destroy and kill as much as possible with a single well-planned act. The act can be so well developed, that in some cases, secondary explosions have been used to harm and kill the first responders who represent government authority and who are on scene to help the original casualties.

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### **The City of Waterford Emergency Management Organization**

The City of Waterford's emergency management organization operates under the Standardized Emergency Management System (SEMS) and is compliant with the National Incident Management System (NIMS). The City of Waterford is situated within Stanislaus County, or the "Stanislaus Operational Area," and is part of the Governor's Office of Emergency Services Inland Region.

Attachment R provides a map of the California Emergency Management Agency (Cal EMA) Inland Region.
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The City of Waterford's City Administrator will direct the emergency management organization, serving as the Director of Emergency Services. The Director of Emergency Services is responsible for implementing the Emergency Operations Plan through the efforts of the City of Waterford's Office of Emergency Services. The City of Waterford's Emergency Organization is depicted on page 29.

Within the Emergency Organization, departments and agencies have specified roles and responsibilities for certain functions. A functional matrix is shown on page 31.

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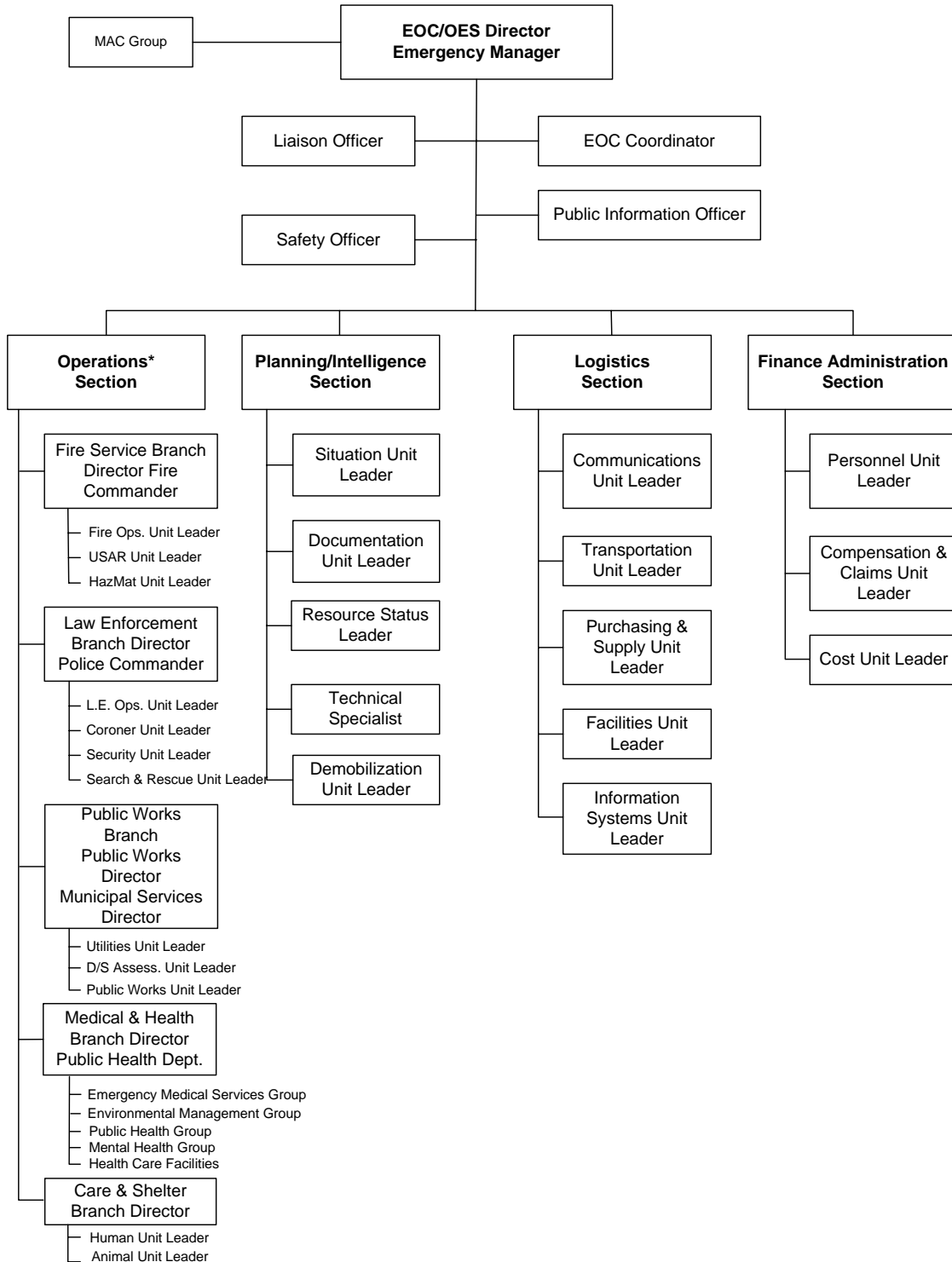
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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### Emergency Management Organization Chart



\* The Operations Section Chief Position may be staffed differently dependant on the type and severity of the incident.

Note: Some functions may be provided by other agencies.

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### City Functional Matrix

P = Primary Responsibilities

S = Support Responsibilities

SEMS FUNCTIONS	MGMT		PLANS/ INTEL		OPERATIONS												LOGISTICS		FIN/ADMIN		
	MANAGEMENT	PUBLIC INFORMATION	SITUATION ANALYSIS	VOLUNTEER MGMT.	ALERTING AND WARNING	DAMAGE ASSESSMENT	FIRE/HEAVY RESCUE	HAZARDOUS MATERIALS	LAW ENFORCEMENT	EVACUATION	UTILITIES	MEDICAL/PUBLIC HEALTH	BEHAVIORAL HEALTH & RECOVERY SERVICES	SEARCH & RESCUE	ANIMALS SERVICES	CARE & SHELTER	TRANSPORTATION	COMMUNICATIONS	PROCUREMENT UNIT	RECOVERY	PERSONNEL
City Administration/Finance	<b>P</b>	<b>P</b>	<b>P</b>	<b>P</b>	<b>S</b>											<b>S</b>			<b>P</b>	<b>P</b>	<b>P</b>
City Attorney	<b>S</b>																			<b>S</b>	
Fire District	<b>S</b>	<b>S</b>	<b>S</b>			<b>S</b>	<b>P</b>	<b>S</b>		<b>S</b>			<b>S</b>	<b>S</b>				<b>S</b>			
Municipal Utilities	<b>S</b>		<b>S</b>		<b>S</b>	<b>S</b>				<b>S</b>	<b>P</b>		<b>S</b>							<b>S</b>	
Public Works	<b>S</b>		<b>S</b>			<b>P</b>				<b>S</b>	<b>S</b>						<b>P</b>			<b>S</b>	
Police	<b>S</b>	<b>S</b>	<b>S</b>		<b>P</b>	<b>S</b>		<b>P</b>	<b>P</b>	<b>P</b>				<b>P</b>				<b>P</b>			
County Agricultural Commissioner															<b>S</b>						
County Animal Services															<b>P</b>	<b>S</b>					
County Behavioral Health & Recovery Svcs.													<b>P</b>			<b>S</b>					
County Community Services Agency																<b>P</b>					
County Environmental Resources (DER)	<b>S</b>		<b>S</b>		<b>S</b>			<b>S</b>													<b>S</b>
County Public Health	<b>S</b>		<b>S</b>		<b>S</b>							<b>P</b>				<b>S</b>					<b>S</b>
Emergency Medical Services (Private Providers)			<b>S</b>					<b>S</b>		<b>S</b>		<b>S</b>	<b>S</b>			<b>S</b>	<b>S</b>				
Cal EMA Inland Region	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>		<b>S</b>	<b>S</b>
Operational Area Cities/County	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>		<b>S</b>	<b>S</b>

Note: Some functions may be provided by other agencies.

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### **Reconstitution of Government**

#### **Continuity of Government**

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

Government at all levels is responsible for providing continuity of effective leadership and authority, direction of emergency operations and management of recovery operations. To this end, it is particularly essential that the City of Waterford continues to function as a government entity. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unable to serve.

#### **Lines of Succession**

The California Government Code, Sections 8635 – 8644, Article 15, Chapter 7, Division 1, Title 2, establishes a method for maintaining or reconstituting local government in the event of a state of emergency. The Code maintains that to help preserve law and order and to continue to restore local services, it is essential that the local units of government continue to function.

Pursuant to Section 8638, the City of Waterford shall have the power to appoint the following standby officers: (a) three for each member of the governing body (city council) and, (b) three for the chief executive, if he is not a member of the governing body. The succession list for the City of Waterford may be updated and approved by the city on an annual basis.

Attachment S provides a list of up to three Standby Officers for the City of Waterford City Council and City Administrator.

Pursuant to Section 8637, each political subdivision may provide for the succession of officers who head departments having duties in the maintenance of law and order and the furnishing of public services related to health and safety.

Attachment T provides a list of standby officers for department heads responsible for maintaining law and order, or for furnishing public services relating to health and safety.

#### **Reconstitution of the Governing Body**

Section 8635 et seq., Article 15, Chapter 7, Division 1, Title 2 of the California Government Code establishes a method for reconstituting the governing body. It authorizes that, should all members, including all standbys, be unavailable, temporary officers shall be appointed by the chairman of the Board of Supervisors of the County in which the political subdivision is located or by the chairman of the Board of Supervisors of any other county within 150 miles.

Section 8642 of Article 15 authorizes local governing bodies to convene as soon as possible whenever a state of emergency or local emergency exists and at a place not necessarily within the political subdivision. Under Article 15, the duties of a governing body during emergencies include ascertaining the damage to the jurisdiction and its

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## BASIC PLAN

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personnel and property, reconstituting it and any subdivision, and performing functions in preserving law and order and furnishing local services.

During any absence of the City Administrator as the Director of Emergency Services, or during the course of sickness or disability of the City Administrator to act in the capacity as the Director of Emergency Services, the duties and responsibilities are then transferred to the Assistant Director of Emergency Services.

As soon as the City Council is re-established, it shall proceed to make all other necessary appointments to city government positions.

### **Alternate Seats of Government**

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Section 8643 of the California Government Code provides that, during a state of war emergency, a state of emergency or a local emergency, the governing body shall meet as soon as possible. The place of meeting need not be within the political subdivision. The City of Waterford has selected the following locations to be designated as alternate seats of government:

#### **Alternate:**

- First: Waterford City Hall - 312 E Street, Waterford, CA 95386
- Second: Waterford Community Center – 540 C Street
- Third: Waterford High School - 121 S. Reinway Ave.

### **Vital Record Retention**

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In the City of Waterford, the City Clerk is responsible for the preservation and protection of vital records. Each department within the County will identify, maintain, and protect its vital records. Vital records are defined as those records that are essential to the rights and interests of individuals, governments, corporations and other entities, including vital statistics, land and tax records, license registers, articles of incorporation, and historical information. Vital records also include those records essential for emergency response and recovery operations including utility system maps, emergency supply and equipment locations, emergency operations plans and procedures, and personnel rosters.

These vital records will be essential to the re-establishment of normal City of Waterford government functions, serving to protect the rights and interests of government. These rights and interests may include the constitutions, charters, statutes, ordinances, court records, official proceedings and financial records of the City of Waterford

In order to provide normal government operations following a disaster, vital records must be protected. The principal causes of damage to records are fire and water; therefore, essential records will be protected accordingly.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Emergency Operations Center Organization**

#### **Emergency Operations Center - Primary (Waterford)**

##### **Concept of Operations**

Within the City of Waterford, normal day-to-day operations are conducted by the various departments and agencies that are widely dispersed throughout the City. The Emergency Operations Center (EOC) is the location from which centralized emergency management activities can be performed during a major emergency or disaster. The role of the EOC is to coordinate and support field operations through implementation of the principles of the Standardized Emergency Management System (SEMS). The primary emphasis of EOC activities will be placed on saving lives, protecting property and preserving the environment. The level of EOC staffing will vary with the specific type and size of emergency situations.

##### **Coordination and Support**

In situations where an incident develops into an “expanded incident” due to size, duration, or complexity, the city may activate the Emergency Operations Center (EOC) to provide coordination and support to the field command(s). The EOC activity may include, but not be limited to, activation of the Multi-Agency Coordination (M.A.C.) group, situation briefings, EOC plan development, EOC limited or full staffing, and communications with other local, regional, state or federal partners. The Emergency Operations Center may guide the incident transition from response to recovery.

##### **M.A.C. Group**

When operating at the Area Command or EOC level, the City of Waterford may formulate a M.A.C, or Multi-Agency Coordination Group, comprised of key representatives of public and private agencies appropriate to the mission of acting as an advisory body to the Area Command and/or EOC. Members must have the authority to speak and commit for the agencies or jurisdictions they represent on the Waterford M.A.C. group.

##### **Primary Location**

The primary Waterford Emergency Operations Center (EOC) is located 540 C. Street Waterford

##### **Access**

Access to the Primary EOC will be through the front double doors of the facility.

##### **Parking**

Parking for representatives assigned to the EOC will be in the designated spaces available in the parking lot.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## BASIC PLAN

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### **Room Arrangement**

The EOC is comprised of two main rooms. The Operations, Command & Control, Maps and Logistics/Finance are located in the larger main portion of the facility.

The Public Information Officer is located in the foyer area and the Policy/M.A.C.S., Plans, and files area are located in the Council Chambers section of the facility. The Security and Check in area are located at the front entrance in the facility.

The facility contains both men's and women's restroom facilities, a full kitchen, and has 2 additional storage room areas that can be used for other purposes should the need arise.

A diagram of the City of Waterford EOC layout is contained on page 41.

### **Alternate Location**

The alternate Waterford Emergency Operations Center (EOC) is located at 3705 Oakdale Road, Modesto.

### **Activation Requirements**

The Waterford EOC is activated when the field response agencies require support or coordination. Activation may involve scalable staffing, depending on the support and coordination required. The following is a non-inclusive list of situations that may prompt a limited or full activation of the Waterford EOC:

- Incidents that require greater than day-to-day commitment of local resources;
- Incidents that require a greater than day-to-day level of interdepartmental coordination;
- Situations that require more than day-to-day mutual aid, especially from outside the Operational Area;
- Incidents that result in mass evacuation situations;
- Incidents that result in mass sheltering situations.

### **EOC Activation Authority**

The activation of the Waterford EOC must be authorized. The following City of Waterford personnel are authorized to request the activation of the Waterford EOC:

- Director of Emergency Services (City Administrator)
- Chief of Police
- Chief of Consolidated Fire
- Public Works Director
- Incident Commander in charge of an active field incident

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

**BASIC PLAN**

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**EOC Activation Levels and Minimum Staffing Guide per Level**

The City of Waterford has developed guidelines that identify the events/situations that could require EOC activation. Waterford has established three levels of activation. For each level, a minimum staffing guide has been developed. An Activation and Staffing Guide is depicted on page 39.

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### City of Waterford EOC Activation & Staffing Requirements

	EVENT/SITUATION	MINIMUM STAFFING
<b>ACTIVATION LEVEL ONE</b>	<ul style="list-style-type: none"> <li>* Severe Weather Advisory</li> <li>* Earthquake Advisory/Prediction – OES Level 1</li> <li>* Flood Watch</li> </ul>	<ul style="list-style-type: none"> <li>* EOC Director/EOC Coordinator</li> <li>* Planning/Intelligence Section Chief</li> <li>* Logistics Section Chief</li> </ul>
<b>ACTIVATION LEVEL TWO</b>	<ul style="list-style-type: none"> <li>* Moderate Earthquake</li> <li>* Major Wind or Rain Storm</li> <li>* Two or more large incidents involving two or more City Departments</li> <li>* Earthquake Advisory/Prediction – OES Levels 2 or 3</li> <li>* Local emergency declared or proclaimed by: City or County</li> <li>* A State of Emergency is Proclaimed by the Governor for the County or two or more Cities</li> <li>* Resources are requested from outside the Stanislaus Operational Area for response into the City</li> </ul>	<ul style="list-style-type: none"> <li>* EOC Director/EOC Coordinator</li> <li>* All Section Chiefs (General Staff)</li> <li>* Branches and Units as appropriate for the situation</li> <li>* Representatives of responding City Departments</li> <li>* Agency Representatives as appropriate</li> </ul>
<b>ACTIVATION LEVEL THREE</b>	<ul style="list-style-type: none"> <li>* Major County-wide or Regional emergency or disaster</li> <li>* Multiple Departments with heavy resource involvement</li> <li>* Major earthquake damage</li> </ul>	<ul style="list-style-type: none"> <li>* All EOC Positions</li> </ul>

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## BASIC PLAN

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### **EOC Activation Procedure**

Once activation is requested and properly authorized, the City will make appropriate staff notifications. Notifications begin with the Director of Emergency Services and key staff members. If the Director cannot be reached, his or her alternate will be contacted until someone is reached to assume the Director of Emergency Services role.

The Director of Emergency Services will be provided with a complete status of the incident or disaster, identifying damage sustained, current response actions, resource status, etc. Based on the information provided, the Director of Emergency Services will determine what parts of the Emergency Notification System will be implemented, including what sections of the Waterford Emergency Operations Center will be alerted and requested to respond.

### **EOC Deactivation Procedures**

As the incident or situation diminishes, the EOC Director will evaluate the need to continue, modify, or scale back EOC operations and/or staffing. At the appropriate point, the EOC Director will close EOC operations and demobilize all resources. At the point of deactivation of either specific sections of the EOC, or the entire operation, it becomes especially important that all documentation is collected and filed for subsequent recovery programs.

Following the EOC deactivation, a member of the OES staff will conduct the process necessary to develop an After Action Report (AAR), including a section addressing corrective actions.

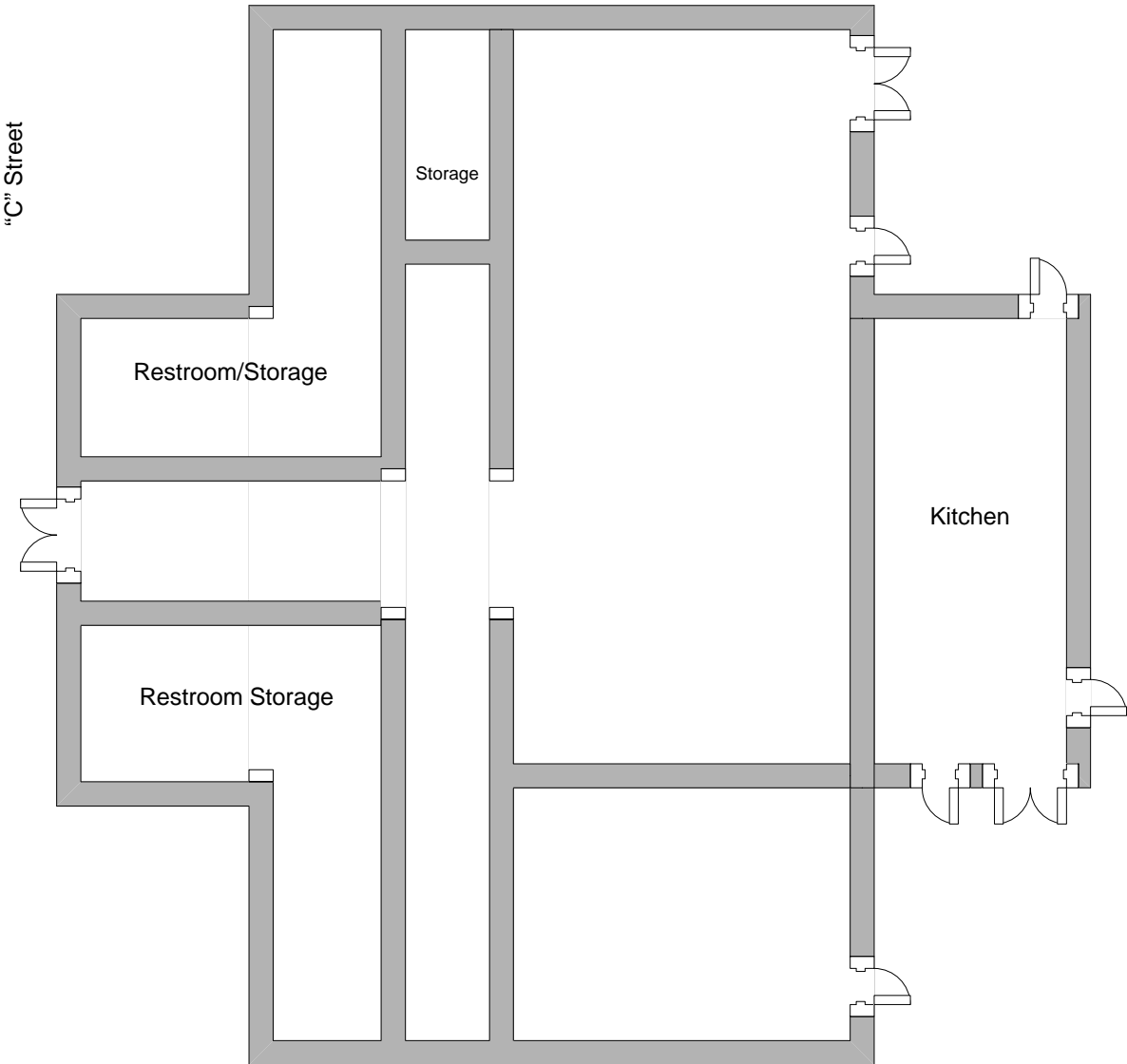
**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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**WATERFORD EOC DIAGRAM**

WATERFORD EMERGENCY OPERATIONS CENTER  
540 C. Street  
Bonnie Brae Avenue

Canal



**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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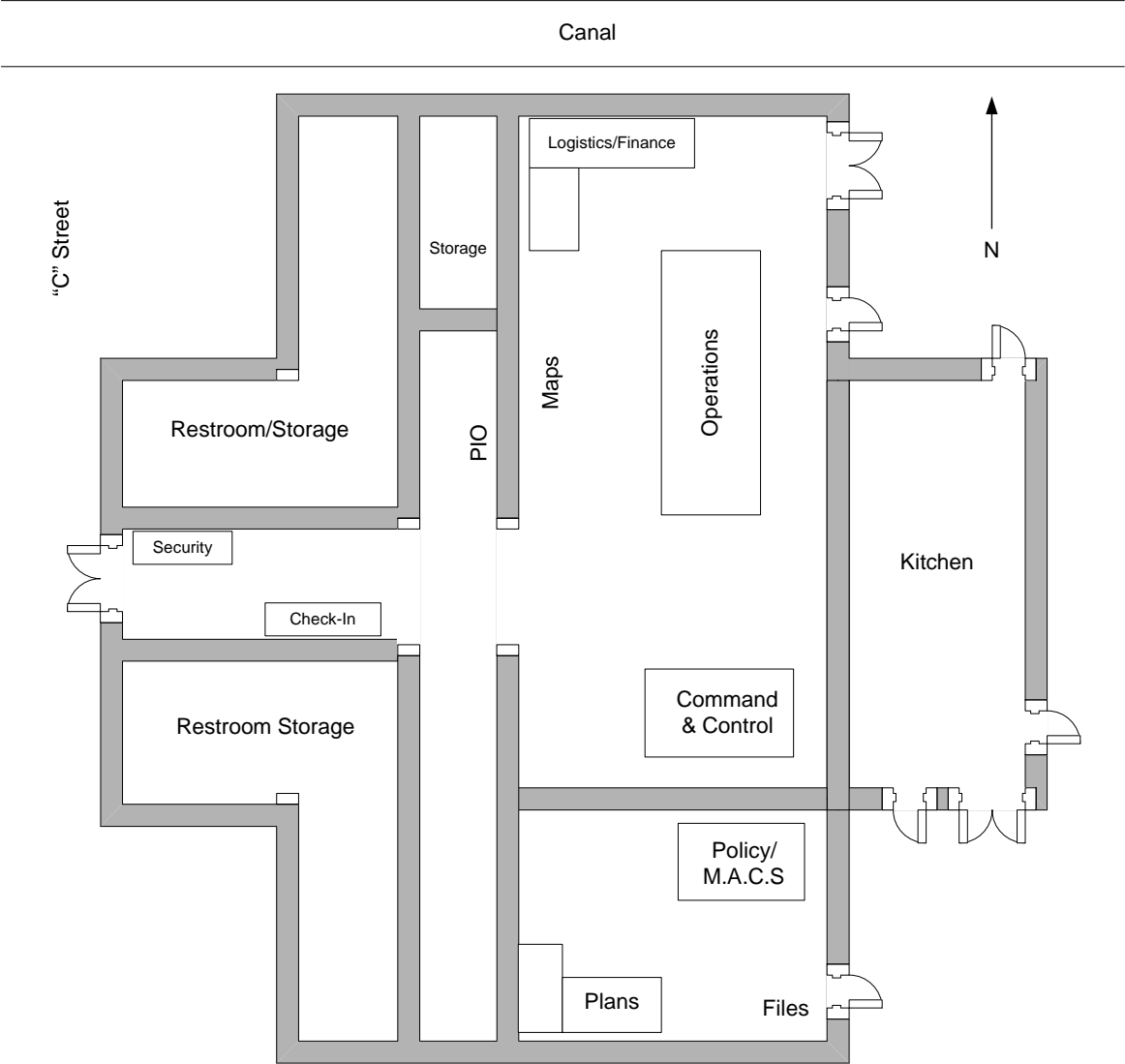
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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### EOC ROOM DIAGRAM

WATERFORD EMERGENCY OPERATIONS CENTER  
540 C. Street  
Bonnie Brae Avenue



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## BASIC PLAN

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### **Emergency Operations Center - Alternate (Modesto)**

In circumstances when the City of Waterford is not able to use its EOC, or needs to relocate for any reason, the first alternate location will be the County EOC in Modesto. The Alternate EOC in Modesto is situated, operated, and managed by the same practices and principals as the Waterford EOC. All operations are based on SEMS and the facility layout supports operations of the five SEMS functions, whether actually operating as an EOC, Incident Command Post or an Area Command. Most operational documents, guidelines and references are duplicated at the Alternate EOC. The Alternate EOC also has similar telephone, radio and connectivity as well as capabilities for RIMS, OASIS and EAS / EDIS.

The Stanislaus County EOC will serve as the Stanislaus Operational Area EOC for coordination and communications between the Stanislaus Operational Area Member Jurisdiction's EOCs and the Inland Region. The Operational Area EOC will be activated whenever an emergency or disaster impacts the County and a city, or cities or special district(s). The Operational Area EOC may also be activated at the request of a city, the county or special district to coordinate information and resources. The Stanislaus Operational Area EOC will utilize the discipline-specific mutual aid coordinators to coordinate fire, law enforcement, public works, and medical specific resources. Other resource requests that do not fall into these four disciplines will be coordinated by the requesting branch/section/unit within the Logistics Section.

In concept, the facility located at 3705 Oakdale Rd., Modesto is made to be multi-use and can serve in the capacity of the County EOC, Operational Area EOC or Area Command, or a combination of these. It can also be used as an incident command post in certain situations.

### **Access**

Access to the EOC for Policy, Management, Command and General Staff will be through the south, rear door, accessible from the secure parking lot. Access for others assigned to the EOC will be through the south, front door (public entrance), and into the foyer for the purposes of "check-in".

### **Parking**

Parking for Policy, Management, Command and General Staff will be within the secured parking on the west side of the building. Entrance is off of Bridgewood Ave. Parking for others assigned to the EOC will be in the front, public parking lot with access off of Oakdale Rd.

### **Room Arrangement**

The EOC is comprised of five main rooms, Operations, Planning, Logistics/Finance, Public Information Officer and ARES. Additionally the EOC may use portions of the building occupied by the Modesto Police Department and/or the Stanislaus Office of Emergency Services.

The Operations Room will contain the Incident Commander / EOC Manager, the Command Staff and the Operations Section Chief as well as the Operations Section Branch Managers. Also, Policy representatives may be located in the Operations Room.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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The Planning Room will be the location where planning meetings are conducted, staff assigned to the Planning Section will work and the Incident Action Plan will be produced.

The Logistics / Finance Room will accommodate staff assigned to the Logistics and Finance Sections.

The P.I.O. Room will be used for small scale Press Briefings or exclusively for the Incident PIO's use.

The ARES room will provide for alternate methods of communications in support of the Emergency Operations Center, as well as a link between the field and EOC, and the EOC and regional and state facilities.

### **Coordination with Special Districts, Private, and Volunteer Agencies in Initial Response Operations**

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The level of involvement of special districts, public utilities, private organizations, and volunteer agencies will vary considerably depending upon the kind of incident. In general, special districts or other agencies that have a statutory or jurisdictional responsibility with the incident should be represented at the incident. The form of involvement for these districts and agencies may be as part of the Unified Command or as an Agency Representative who coordinates with a Liaison Officer. The emergency response role of special districts will be focused on their normal services and functional area of responsibility.

A cooperating agency supplies assistance other than direct tactical resources to the incident control effort. AT&T, Pacific Gas and Electric (PG&E), American Red Cross, the Salvation Army, and other private and volunteer agencies are cooperating agencies depending on the type of incident.

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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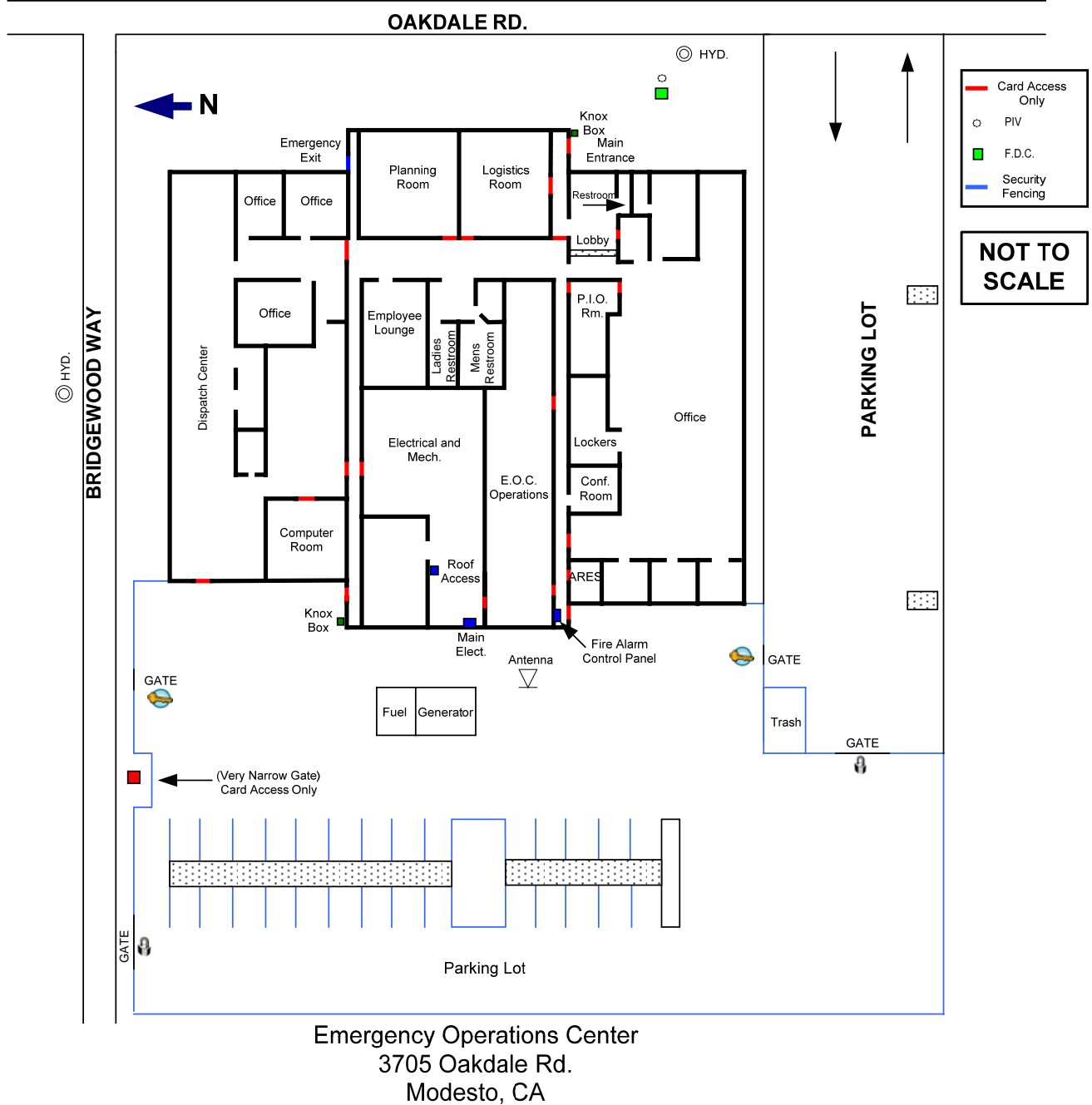
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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### ALTERNATE EOC DIAGRAM



**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

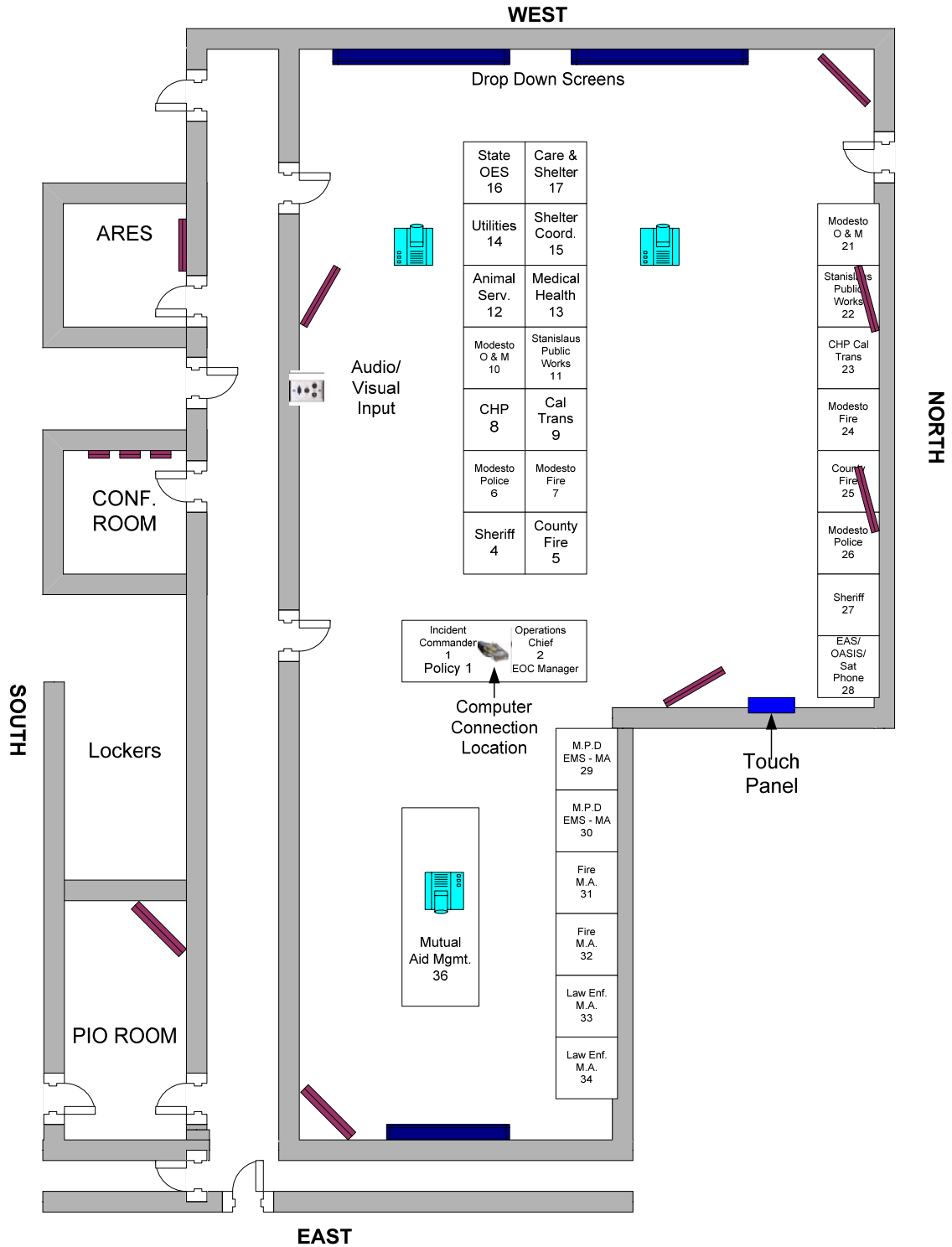
**BASIC PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### ALTERNATE EMERGENCY OPERATIONS CENTER



**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

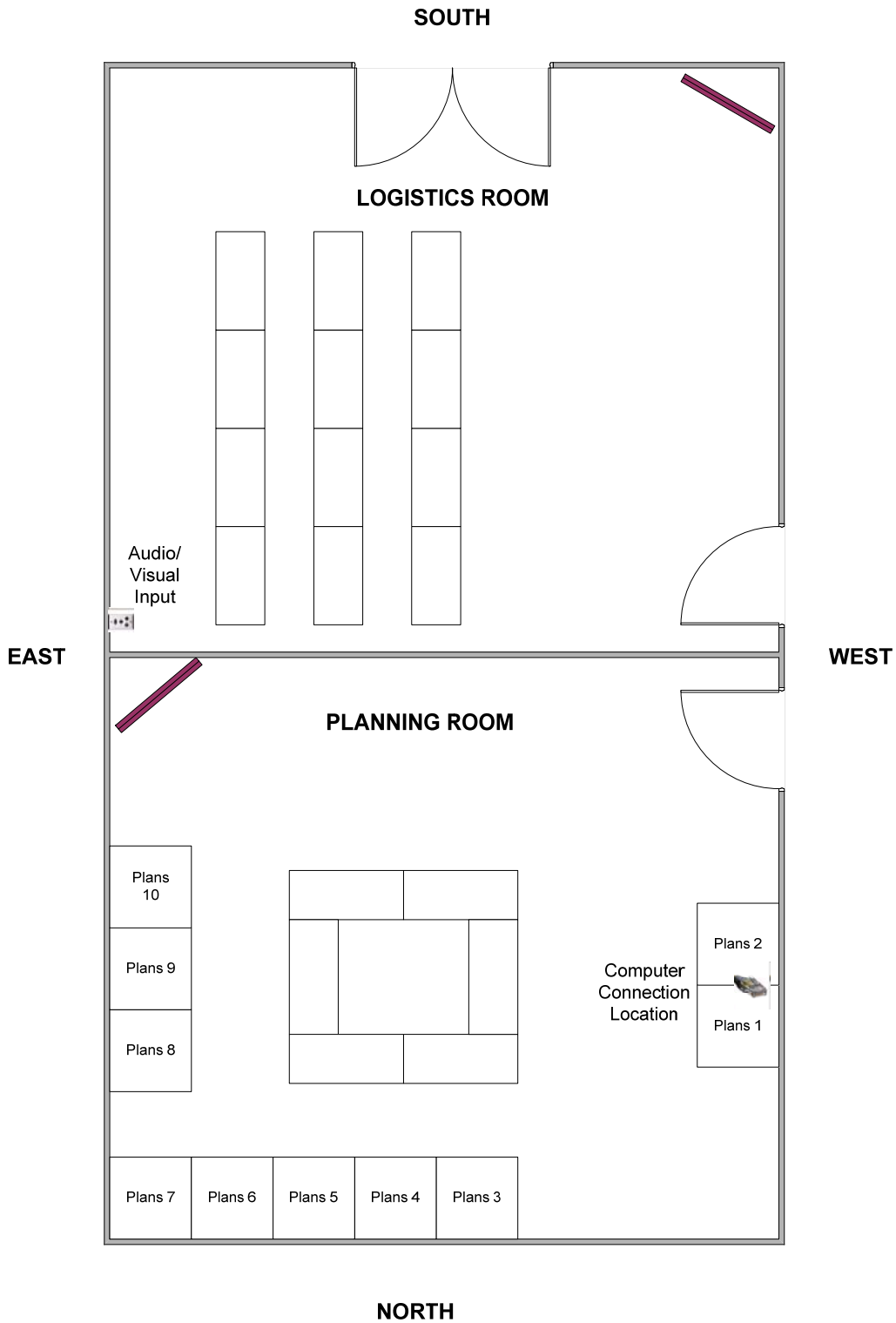
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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### ALTERNATE EOC PLANNING AND LOGISTICS ROOMS



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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Alerting and Warning**

#### **Notification – Public (External) and Internal**

Alerting and warning of the public to a pending or actual event is the responsibility of the Director of Emergency Services and the emergency management staff.

Citizens may need to be notified of potential or actual situations in their geographical area such as: flooding, storm threats, hazardous materials releases, or the need to evacuate, to name just a few. These notifications may be very much localized or may be county-wide, possibly even part of the state-wide alert. Further, the notifications may originate locally (from city or the Operational Area EOC) or from a source representing a wider geographical area (i.e. National Weather Service).

Notification of the public under these circumstances usually originate from the Director of Emergency Services (EOC, Area Command, etc.) using one of several centralized methods and may also be supplemented with field applications.

The notification system is comprised of several methods and programs for conducting public (external) as well as internal notification.

#### **Notification Methods**

##### **Centralized Methods**

- **HipLink Notification System** – This program is a high volume, system for providing public as well as internal notification. Through voice or data delivery, this system can provide emergency notification to a specified telephone or telephones (cell or land line). Notification intended for the public can be targeted in several methods, including physically drawing a polygon on a GIS based map of an area. It can isolate a target area to a few contacts, or identify large geographical areas of the county. The database used for making public notification covers the entire county, including the nine cities and is updated on a regular basis. With training, all cities can access this system.

The HipLink Notification System is also used for message delivery to public employees and select partner agencies involved in emergency management activities.

- **Emergency Alert System (EAS)** – The Emergency Alert System (EAS) is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers and, direct broadcast satellite (DBS) service providers to provide the communications capability to the President to address the American public during a National emergency. The system also may be used by state and local authorities to deliver important emergency information such as AMBER alerts and weather information targeted to a specific area.

As a local authority, Stanislaus County has the ability to use the EAS system for warning the public regarding pending or real emergencies or disasters. Warnings may be for a specific type of event, may be restricted to this county or may be relayed to a regional area. Cities within the county may also use the EAS system by contacting the Stanislaus County Office of Emergency Services.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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- Emergency Digital Information System (EDIS) - The Emergency Digital Information Service (EDIS) delivers official information regarding emergencies and disasters to the public and the news media in California.

EDIS has been in continuous operation since 1990. In 1999 the statewide EDIS network was upgraded to add image and sound capabilities and to use an advanced satellite datacast technology for reliable statewide service.

Stanislaus County maintains a web based gateway to feed information into the EDIS system related to local emergency events and incidents. EDIS information can be received by any member of the public by a variety of means, including the internet, pager, cellular telephones, etc.

Cities within the county may also use the EDIS system by contacting the Stanislaus County Office of Emergency Services.

- Disaster Alert Roster – The Disaster Alert Roster is a comprehensive list, updated regularly, and includes work and home phone numbers as well as contact information specific to pagers, e-mail, etc. for representatives of each department and division in the city government. The roster also includes contact information for representatives of associated public and private organizations that are, or may be, partners in emergency management situations.

### **Field Applications**

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Direct warning of the citizens in both urban and rural areas may be accomplished by one or more of the following:

- Law Enforcement – Law enforcement resources may be deployed to affected areas to use both vehicle sirens and public address systems.
- Fire and Rescue – Fire and rescue resources may be deployed to affected areas to use both vehicle sirens and public address systems.
- Public Works/CalTrans – Public works agencies and CalTrans may deploy temporary electronic signage providing warnings and direction to the public.



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Evacuation and Movement**

The authority and responsibility for evacuation and movement of citizens in times of crisis resides with the various law enforcement agencies within Stanislaus County. These agencies, including the police departments of the nine cities, the Stanislaus County Sheriff's Department, and the California Highway Patrol, will work together to develop plans to:

- Expedite the evacuation of persons from hazardous areas.
- Identify evacuation routes.
- Control evacuation traffic.
- Institute access control measures to prevent unauthorized persons from entering vacated or partially vacated areas.
- Secure the safety and well being of persons in the affected areas of the emergency.
- Provide field level coordination of transportation for victims of an emergency, as appropriate.

Primary responsibility for evacuation and movement control on state highways will reside with the California Highway Patrol. They may be supported by local law enforcement agencies, CalTrans, local public works agencies, fire agencies, state and federal cooperators, and other appropriate transportation providers.

Primary responsibility for evacuation and movement control on other roadways and off road areas resides with the local law enforcement agency, i.e. city police departments within a city and the Stanislaus County Sheriff's Department in the unincorporated areas of the county. They may be supported by the California Highway Patrol, CalTrans, local public works agencies, fire agencies, state and federal cooperators, and other appropriate transportation providers.

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### **Essential Facilities – Americans with Disabilities Act**

Federal civil rights laws require accessibility and prohibit discrimination against people with disabilities in all aspects of emergency mitigation, planning, response, and recovery. To comply with these laws, people responsible for notification protocols, evacuation and emergency operation plans, shelter identification and operations, emergency medical care facilities and operations, human services, and other emergency response and recovery programs must:

1. have sound working knowledge of the accessibility and nondiscrimination requirements applicable under Federal disability rights laws;
2. be familiar with the demographics of the population of people with disabilities who live in their community;
3. involve people with different types of disabilities in identifying the communication and transportation needs, accommodations, support systems, equipment, services, and supplies that residents and visitors with disabilities will need during an emergency; and
4. identify existing and develop new resources within the community that meet the needs of residents and visitors with disabilities during emergencies.

For a comprehensive guide to accommodating individuals with disabilities in the provision of disaster mass care, housing, and human services, refer to the Reference Guide found at the FEMA website, [www.fema.gov/oer/reference/index.shtm](http://www.fema.gov/oer/reference/index.shtm).

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Field/EOC Direction and Control Interface**

#### **Coordination with Field Response Level**

Upon activation of the city EOC, communications and coordination must be established with field level responders who are responding in both the incorporated and unincorporated areas of the incident. In situations where any department(s) has activated a Department Operations Centers (DOCs) the Incident Commanders operating in the field will still report directly to the Operations Section Chief in the city EOC, via dispatch channels or through the EOC communications component, if established.

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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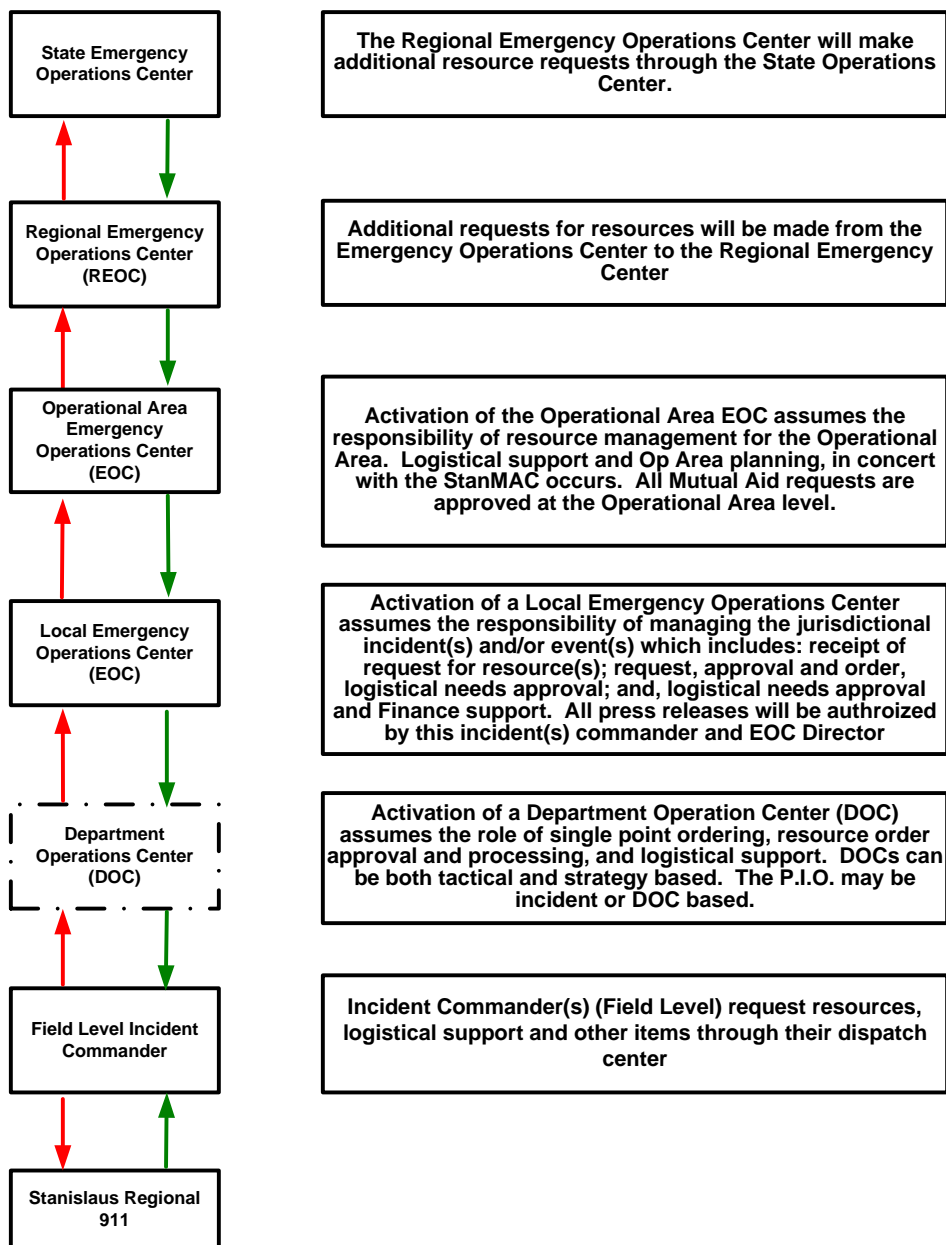
# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### Field Coordination with Department Operations Centers (DOCs) and EOCs

#### Coordination with the City of Waterford Department Operations Centers (DOCs)

The appropriate City of Waterford EOC Section/Branch/Unit will coordinate with DOCs to obtain information for advance planning, logistical needs, available personnel and equipment resources, and other information as required. The DOCs will assist the City of Waterford EOC in supporting field operations.



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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Field/EOC Communications and Coordination**

#### **Information and Resource Management**

Within the Waterford EOC, the EOC Message Form will be used to provide written communications between the functional resources. Each functional position will use this form to order disaster/event related resources and to record information to be transmitted to other positions. The message form system provides an audit trail of all pertinent information necessary to document the actions taken by the EOC Staff.

The EOC message form will not replace face-to-face communications, but will ensure a paper trail of critical verbal communication is maintained, if not recorded on the individual's or functional resources' ICS 214 form.

Stanislaus County, acting as the Operational Area EOC, coordinates emergency activities within the Operational Area, augmenting, not replacing, member jurisdiction's emergency operations. It also serves as the communications link between the State's Inland Region Emergency Operations Center (REOC) and the operating centers of the Stanislaus Operational Area member jurisdictions. It provides a single point of contact for information on the emergency situation, as well as resource needs and priorities.

SEMS regulations specify seven circumstances in which the operational area EOC must be activated and SEMS used:

1. A local government within the operational area has activated its EOC and requested activation of the operational area EOC to support their emergency operations.
2. Two or more cities within the operational area have declared or proclaimed a local emergency.
3. The county and one or more cities have declared or proclaimed a local emergency.
4. A city, city and county, or county has requested a governor's proclamation of a state of emergency.
5. A state of emergency is proclaimed by the governor for the county or two or more cities within the operational area.
6. The operational Area is requesting resources from outside its boundaries. This does not include resources used in normal day-to-day operations, which are obtained through existing mutual aid agreements.
7. The operational area has received resource requests from outside its boundaries. This does not include resources used in normal day-to-day operations, which are obtained through existing mutual aid agreements.

Critical information and resource requests from member jurisdictions within the Operational Area will be provided electronically using the Response Information Management System (RIMS), if established.

Transmission of information to the State's Inland REOC will be accomplished electronically using RIMS. If the regular telephone lines servicing the County are not operable, the Operational Area Satellite Information System (OASIS) will be used to establish the link to the network server, allowing the County to transmit the data to the State.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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Critical information from the County of Stanislaus and the Stanislaus Operational Area will be submitted to the State's Inland REOC on a preliminary report, situation summary, status report, and a flash report.

- The Preliminary Report form will be used by the County to transmit information to the State's Inland REOC during the first two hours after an event, if possible.
- The Situation Summary is an assessment of the emergency and identifies major incidents/problems and response and recovery priorities. It is intended for use after the first two hours of an event.
- The Status Report is informational, providing data about the effects of the emergency in several categories. The Status Report and Situation Summary will be transmitted to the State together.
- The Flash Report is used to transmit vital and/or time-sensitive information between the State and County/Operational Area outside regularly scheduled Situation Summaries and Status Reports.

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

- Discipline-specific 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 member jurisdictions within the OA will be coordinated to determine if the resource is available from other local governments or other sources within the OA. Mutual Aid Coordinators at each level will keep the Operations Chief informed of the status of resource requests and allocations. Mutual Aid 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 Stanislaus Operational Area members must be submitted on RIMS, if established. 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 of the County EOC are responsible for ensuring that priorities are followed.

Resources that are not available within the Operational Area (except fire and rescue, law enforcement or EMS) will be requested through the State's Inland Region EOC. Resource requests should be coordinated internally at the Operational Area level before being forwarded to the regional level. The Resource Status Unit Leader in the Planning Section, in coordination with various Operations Branches, is responsible for tracking resource requests.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Response Information Management System (RIMS)**

The purpose of the Response Information Management System (RIMS) is to improve the City of Waterford's ability to respond to major disasters. The system will increase their level of service and efficiency by improving their ability to:

- respond to, manage and coordinate requests for resources
- collect, process, and disseminate information during and after a disaster

A dedicated computer with RIMS installed will be set up in the County EOC when activated. The following reports or requests will be provided to the California Emergency Management Agency (Cal EMA) via RIMS during and after the emergency or disaster:

- Situation Status Reports
- Mutual Aid Requests
- Local Declarations, Gubernatorial, and Presidential Declaration requests
- After-Action Reports

### **Operational Area Satellite Information System (OASIS)**

The Operational Area Satellite Information System (OASIS) has a low susceptibility to geologic hazards and is independent of the public telephone system. OASIS is intended to be a backup to the existing Stanislaus County communication resources, which includes a countywide radio system.

Stanislaus County has 4 OASIS telephone terminations:

- Primary County EOC (Modesto)
- Alternate County EOC (Ceres)
- Stanislaus Regional 911
- Sheriff's Department – Operations Building

An OASIS telephone directory listing all available sites and dialing instructions are available at each location or from the County OES Office. The State is responsible for all maintenance of the system.

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## BASIC PLAN

### Mutual Aid

The foundation of California's emergency planning and response is the Governor's Office of Emergency Services, statewide mutual aid system, which 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(s).

The basis for the system is the California Master Mutual Aid Agreement, as referenced in the California Emergency Services Act. It created a formal process wherein each jurisdiction retains control of its own resources and facilities, but can give and receive help whenever it is needed.

State government is obligated to provide available resources to assist local jurisdictions in emergencies. To facilitate the coordination and flow of mutual aid, the state has been divided into six mutual aid regions and three administrative regions. Stanislaus County is located within Mutual Aid Region IV and the Inland Administrative Region.

Attachment U provides a map of the Mutual Aid Regions.

The statewide system includes several discipline-specific mutual aid systems, such as, but not limited to, fire and rescue, law enforcement and medical/health services. The adoption of SEMS does not alter existing mutual aid systems.

To further facilitate the mutual aid process, particularly during day-to-day emergencies involving public safety agencies, Fire and Rescue, Law Enforcement and Medical/Health Mutual Aid Coordinators have been selected and function at the Operational Area, Regional and State levels.

Regional Disaster Medical Health Coordinators have been identified for each mutual aid region to coordinate medical mutual aid during disasters. It is expected that, during a disaster, the Stanislaus Operational Area Mutual Aid Coordinators, or their designees, will be assigned to the Stanislaus County Emergency Operations Center or Area Command.

The basic role of a mutual aid coordinator is to receive mutual aid requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility and pass on unfilled requests to the next SEMS level.

Volunteer and private agencies are part of the Stanislaus Operational Area's mutual aid system. The American Red Cross and Salvation Army are essential elements of the City of Waterford response to meet the care and shelter needs of disaster victims and are managed and coordinated in an Area Command/EOC situation by Stanislaus County Community Services Agency (CSA). Private sector medical/health resources are an essential part of the County's medical response. Volunteer and private agencies mobilize volunteers and other resources through their own systems. Volunteer coordination is provided by the City of Waterford.

Incoming mutual aid resources may be received and processed at several types of facilities including marshaling areas, mobilization centers and incident facilities.

Marshaling areas are used for the complete assemblage of personnel and other resources prior to being sent directly to the disaster site.

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Mobilization centers are off-incident locations at which emergency response personnel and equipment are temporarily located pending assignment, release or reassignment.

Incident facilities include Incident Command Posts, Staging Areas, Bases, and Camps. Staging Areas are temporary locations at an incident where personnel and equipment are kept while awaiting tactical assignments.

During a proclaimed emergency, outside of the normal Law and Fire Mutual Aid Systems, the Stanislaus Operational Area will coordinate mutual aid requests between Stanislaus County, the Stanislaus Operational Area Member Jurisdictions, and the State OES Inland Regional Emergency Operations Center (REOC). Requests should specify, at a minimum:

- number and type of personnel needed, and/or; type and amount of equipment needed
- reporting time and location
- authority to whom resources should report
- safe access routes into the affected area(s)
- estimated duration of operations
- risks and hazards

The following depicts the mutual aid agreements in which Stanislaus County is a participant:

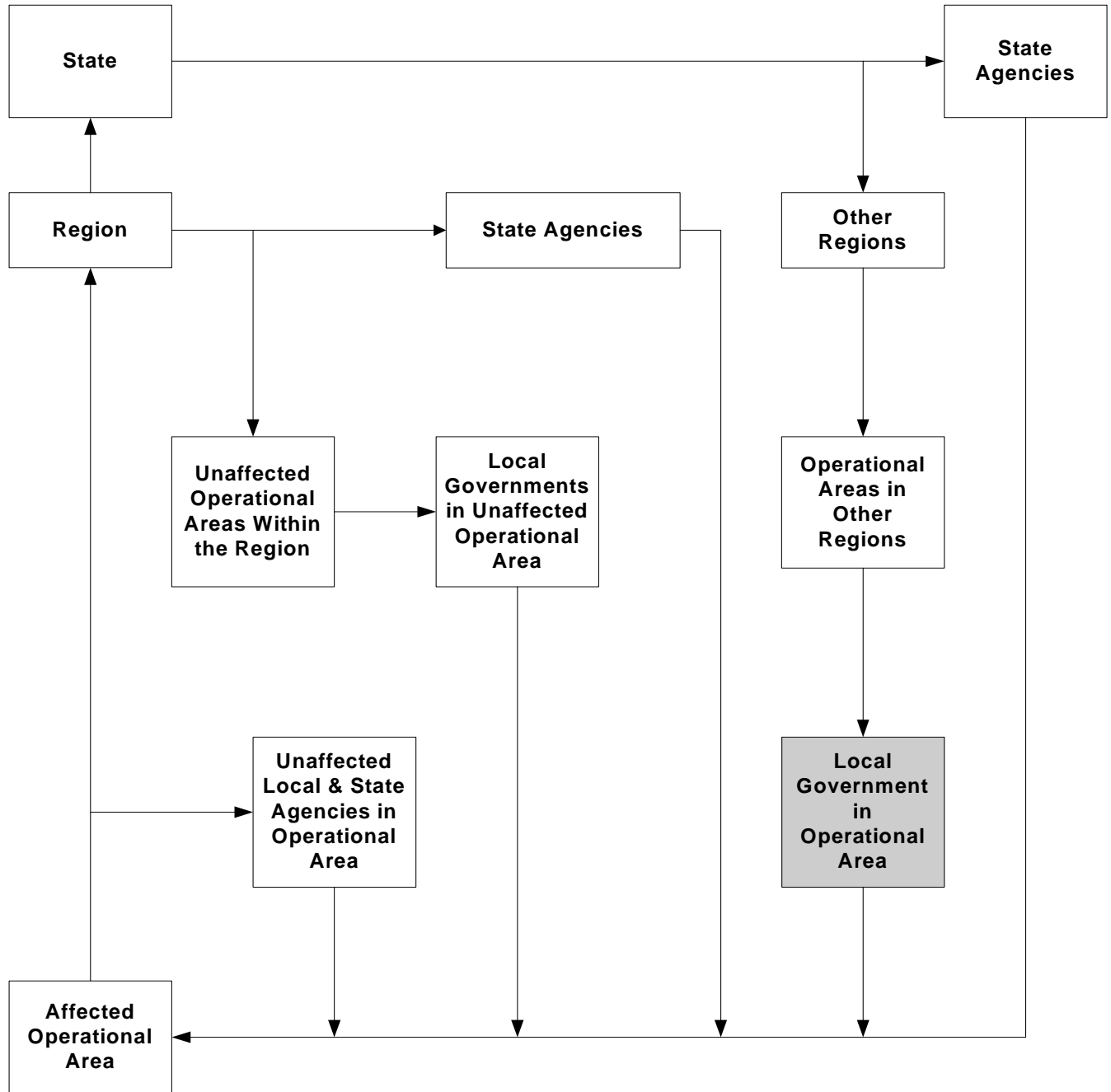
- California Master Mutual Aid Agreement
- Region IV Fire and Rescue Operations Plan
- Region IV Law Enforcement Mutual Aid Agreement
- California Office of Emergency Services Region IV Medical/Health Mutual Aid System

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### Mutual Aid Process Chart

#### MUTUAL AID PROCESS: GENERAL FLOW OF REQUESTS AND RESOURCES



Key:  
→ Resource Request

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### **Emergency Proclamations**

A local emergency may be proclaimed only by the governing body of a county, city and county, city or by an official so designated by ordinance adopted by such governing body. Whenever an official designated by ordinance proclaims a local emergency, the local emergency shall not remain in effect for a period in excess of seven days unless it has been ratified by the governing body. The governing body shall review, at least every 14 days until such local emergency is terminated, the need for continuing the local emergency and shall proclaim the termination of such local emergency at the earliest possible date that conditions warrant. However, in no event shall a review take place more than 21 days after the previous meeting review.

During a local emergency the governing body of a political subdivision, or officials designated thereby, may promulgate orders and regulations necessary to provide for the protection of life and property, including orders or regulations imposing a curfew within public order and safety. Such orders and regulations and amendments and rescissions thereof shall be in writing and shall be given widespread publicity and notice.

The authorization granted by this chapter to impose a curfew shall not be construed as restricting in any manner the existing authority of counties and cities and any city and county to impose pursuant to the police power a curfew for any other lawful purpose.

Following the proclamation of a state of local emergency for the City of Waterford, the City Council may request that the Stanislaus County also proclaim a county-wide state of local emergency in accordance with the California Emergency Services Act.

Additionally, regardless of the County's action, the City of Waterford may apply for a Director's concurrence (Director, California Office of Emergency Services.) This request may be followed by a request asking for a governor's proclamation of a state of emergency as detailed in the California Emergency Services Act.

To qualify for State concurrence in a local emergency, a declaration must be made within 10 days of the occurrence. A copy of the declaration, along with the information compiled in the damage assessment process, must accompany the request for State concurrence.

In the City of Waterford, the following positions are authorized to proclaim an emergency:

1. Director of Emergency Services (City Administrator)

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### **Public Information**

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Emergency public information to both the general public and the media will only be provided through the Joint Information Center (JIC), unless the EOC is not yet activated, in which case the Incident Commander will release information based on the facts of the incident. The Incident Commander may elect to delegate this authority to a field level Public Information Officer (PIO). All other individuals working at either the field response level or the EOC will refer inquiries from the media or general public to the Joint Information Center or the Incident Commander.

Attachment V cites California Penal Code 409.5 which authorizes representatives from any news service, newspaper, radio or television station or network to enter restricted areas.

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### **Recovery Overview**

#### **Transition into Recovery Operations**

As the threat to life, property, and the environment dissipates, the EOC/Emergency Services Director will consider deactivating the EOC. The EOC/Emergency Services Director will direct Section Chiefs to deactivate their sections, ensuring that each unit/branch/section provides its logs and files to the Recovery Unit. The Recovery Unit will organize these materials so they can be archived and/or utilized for the financial recovery process.

The Recovery Unit Leader will coordinate the recovery effort, ensuring that all damaged public facilities and services are restored. In coordination with the Emergency Services Coordinator, the Recovery Unit will prepare the after-action report, submitting it to the State's Inland Region Office of Emergency Services within 60 days of the disaster/event.

### **Recovery Operations**

#### **Concept of Operations**

The County of Stanislaus, the Cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Waterford, Turlock and Waterford, and Special Districts serving the Stanislaus Operational Area may be involved in recovery operations. In the aftermath of a disaster, many citizens will have specific needs that must be met before they can return to their pre-disaster lives. Typically, there will be a need for such services as these:

- assessment of the extent and severity of damages to homes and other property
- restoration of services generally available in communities - water, food, and medical assistance
- repair of damaged homes and property
- professional counseling when sudden changes, resulting from the emergency, have resulted in mental anguish and the inability to cope

Local governments can help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them. "Recovery" occurs in two phases: short-term and long-term.

Recovery services may also include short and long term crisis counseling for those directly and/or indirectly affected by an incident, in addition to government workers who were directly involved in the mitigation efforts. Programs, including those offered by Behavioral Health and Recovery Services, are available immediately as well as on a follow up, long-term basis. These needs can last for a year or more after the incident occurrence. The California Department of Mental Health maintains a network of County Mental Health Disaster Coordinators through a central liaison person within the department. Additional resources, as needed, can be accessed through this system to augment local resources and programs.

Short-term recovery operations will begin during the response phase of the emergency. The major objectives of short-term recovery operations include rapid debris removal and cleanup, and orderly and coordinated restoration of essential services (electricity, water, and sanitary systems). Short-term recovery operations will include some or all the

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agencies participating in the Operational Area. The major objectives of long-term recovery operations include:

- coordinated delivery of social and health services
- improved land use planning
- improved Stanislaus Operational Area Emergency Operations Plan
- re-establishing the local economy to pre-disaster levels
- recovery of disaster response costs
- effective integration of mitigation strategies into recovery planning and operations

Participating agencies and jurisdictions of the Operational Area will handle the long-term recovery activities on their own, with the exception of improvements made on the Stanislaus Operational Area Emergency Operations Plan. Changes to the plan will be coordinated with all participating members of the Operational Area. Public information during the recovery process will be handled independently by each agency or jurisdiction. However, information will be coordinated among the agencies and jurisdictions.

### **Short-Term Recovery**

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The goal of short-term recovery is to restore local government to at least a minimal capacity. Short-term recovery includes:

- utility restoration
- expanded social, medical, and mental health services
- re-establishment of Stanislaus County Government Operations
- transportation routes
- debris removal
- cleanup operations
- abatement and demolition of hazardous structures

Each jurisdiction will coordinate its efforts to restore utility systems and services during recovery operations. Medical services may need to operate from temporary facilities, as necessary. Critical Incident Stress Management services may be needed during or following an event for emergency response personnel and victims of the event.

For federally declared disasters, tele-registration centers may be established by the Federal Emergency Management Agency (FEMA) to assist disaster victims and businesses in applying for grants, loans, and other benefits. In coordination with the American Red Cross, the County and other jurisdictions will provide sheltering for disaster victims until housing can be arranged.

The County and Cities will ensure that debris removal and cleanup operations are expedited. On the basis of the County and other Operational Area Jurisdictions' assessments, structures that pose a public safety concern will be demolished.

### **Long-Term Recovery**

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The goal of long-term recovery is to restore facilities to pre-disaster condition. Long-term recovery includes hazard mitigation activities, restoration or reconstruction of public facilities, and disaster response cost recovery. Each affected jurisdiction will be

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responsible for their own approach to mitigation, which could include zoning variances, building codes changes, plan reviews, seismic safety elements, and other land use planning techniques.

With public safety a primary concern, rapid recovery may require adjustments to policies and procedures to streamline the recovery process.

Hazard mitigation actions will need to be coordinated and employed in all activities by all jurisdictions in order to ensure a maximum reduction of vulnerability to future disasters. The County, Operational Area Jurisdictions and Special Districts will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing or reconstructing them during long-term recovery operations.

Recovery programs will also be sought for individual citizens and private businesses. The County's and other Operational Area Member Jurisdictions' redevelopment agencies will play a vital role in rebuilding commercial areas of Stanislaus Operational Area.

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### **Recovery Operations Organization**

For the City of Waterford, recovery operations will be managed and directed by the City Administrator. Recovery issues involving Operational Area Member Jurisdictions and Special Districts will be coordinated and managed between the City Administrator and designated representatives.

On a regularly scheduled basis, the City Administrator will convene meetings with City department directors, key individuals, and representatives from affected jurisdictions and Special Districts. These meetings will be held to make pertinent decisions collectively. They will also be used to obtain and disseminate information regarding completed and ongoing recovery operations.

The Stanislaus County Office of Emergency Services Director and Assistant Director will assist the City Administrator in the recovery process and as necessary. The City of Waterford departments will also be represented and responsible for certain functions through the recovery process. A Recovery Operations Organizational Chart is depicted on page 81.

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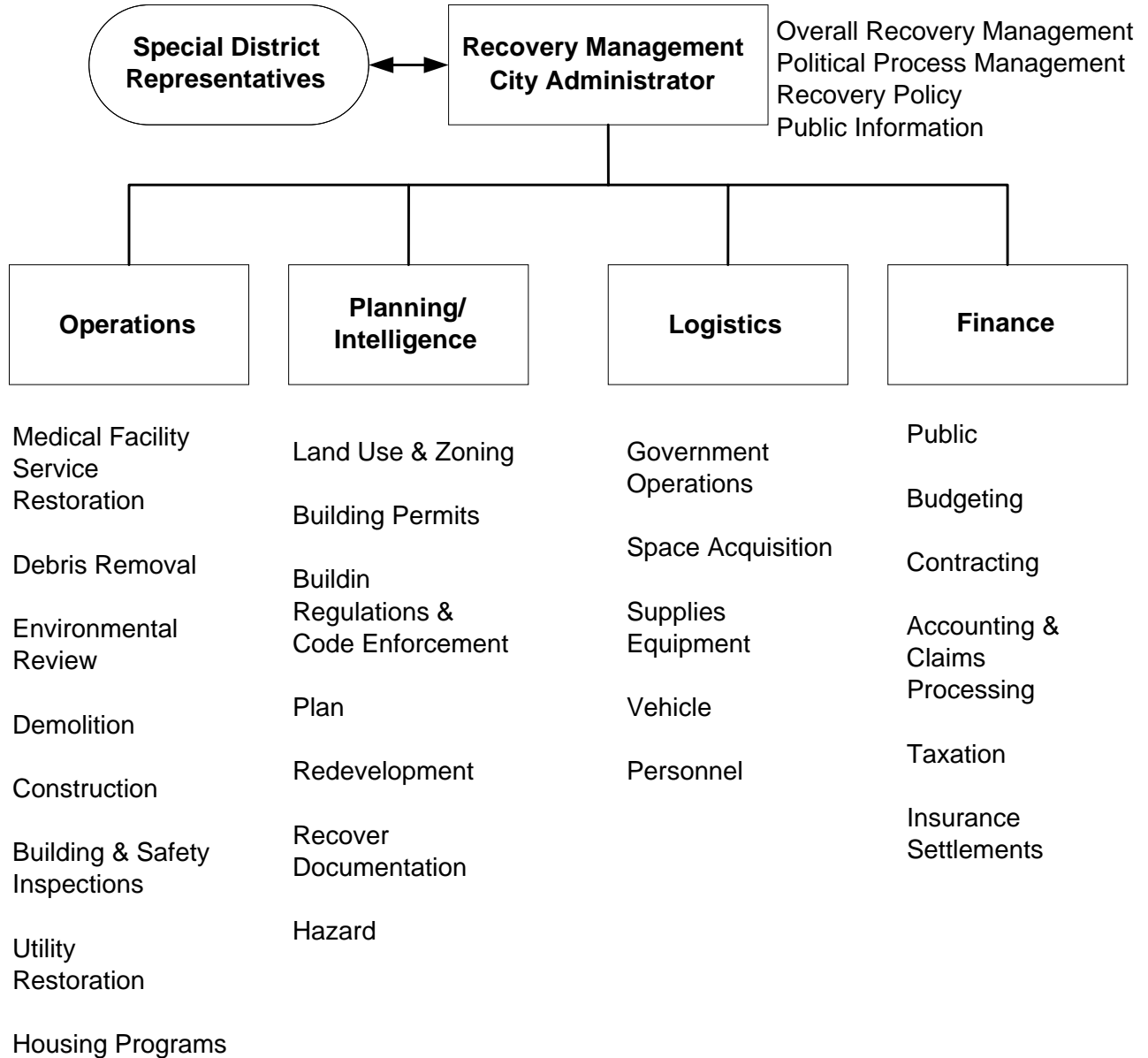
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### City of Waterford Operational Area Recovery Operations Organization Chart



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### Recovery Operations Responsibilities

The City and County, Operational Area Organization members, and Special Districts have specific responsibilities in recovering from a disaster. The chart, listed below depicts the functional responsibilities assigned to the City departments and/or key personnel, Operational Area Organization members, and Special Districts.

<u>FUNCTION</u>	<u>DEPARTMENTS/AGENCIES</u>
Political process management; interdepartmental coordination; policy development; decision making and public information	County Executive Office, City Manager’s Office Special District Management
Land use and zoning variance; permits and controls for new development; revision of building regulations and codes; code enforcement; plan review; and building and safety inspections.	County Planning Department, Jurisdictional Planning Departments
Restoration of medical facilities and associated services and perform environmental reviews.	County Public Health Departments
Debris removal; demolition; construction; management of and liaison with construction contractors; and restoration of utility services	County Public Works Dept., Jurisdictional Public Works Depts., Utility Special Districts
Housing programs; assistance programs for the needy; oversight of care facility property management; and low income and special housing needs.	County Community Services Agency, Jurisdictional Human Resources
Public finance; budgeting; contracting; accounting and claims processing; taxation; and insurance settlements.	County Auditor, Jurisdictional Finance Depts., Special District Accounting Offices
Redevelopment of existing areas; planning of new redevelopment projects; and financing new projects.	County Redevelopment Agency, City Redevelopment Agencies
Applications for disaster financial assistance; liaison with assistance providers; onsite recovery support; and disaster financial assistance project management.	County Office of Emergency Services, Jurisdictional OES, Special District Accounting Offices
Advise on emergency authorities, actions, and associated liabilities; preparation of legal opinions; and preparation of new ordinances and resolutions.	County Council/City Attorney
Government operations and communications; space acquisition; supplies and equipment; vehicles; personnel; and related support.	County General Services Agency (GSA), Jurisdictional Administration
Provision of post disaster and long-term Behavioral Health services to victims and other persons directly and/or indirectly affected by the crisis or its aftermath.	Behavioral Health and Recovery Services

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### **Recovery Damage/Safety Assessment**

The recovery damage/safety assessment is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. An Initial Damage Estimate (IDE) is developed during the emergency response phase to support a request for a gubernatorial proclamation and for the State to request a presidential declaration.

During the recovery phase, this assessment is refined to a more detailed level. This detailed damage/safety assessment will be needed to apply for the various disaster financial assistance programs. During the recovery phase a list of mitigation priorities will need to be developed by the jurisdictions' departments.

For the City, the Waterford Public Works Department in coordination with the County Office of Emergency Services and other applicable City Departments, will complete the detailed damage/safety assessment. Each Jurisdiction will have the responsibility of completing a detailed damage assessment and forwarding their findings to the County Office of Emergency Services. Special Districts will, in most cases, complete their own detailed damage assessment.

### **Recovery Documentation**

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

Under the State Natural Disaster Assistance Act (NDAA), documentation is required for damage sustained to the following:

- public buildings
- levees
- flood control works
- irrigation works
- county roads
- city streets
- bridges
- other public works

Under federal disaster assistance programs, documentation must be obtained regarding damages sustained to:

- roads
- water control facilities
- public buildings and related equipment
- public utilities
- facilities under construction

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- recreational and park facilities
- educational institutions
- certain private non-profit facilities

Debris removal and emergency response costs incurred by the affected entities should also be documented for cost recovery purposes under the federal programs.

It will be the responsibility of the City, County, Jurisdictions, and Special Districts to collect documentation of these damages and submit them to the Recovery Manager for their jurisdiction. Special Districts not within a city, should submit documentation to the County Recovery Manager.

The documenting information should include the location and extent of damage, and estimates of costs for: debris removal, emergency work, and repairing or replacing damaged facilities to a non-vulnerable and mitigated condition. The cost of compliance with building codes for new construction, repair, and restoration will also be documented. The cost of improving facilities may be provided under federal mitigation programs.

Documentation is key to recovering expenditures related to emergency response and recovery operations. For each jurisdiction and special district, documentation must begin at the field response level and continue throughout the operation of their Emergency Operations Center as the disaster unfolds.

### **Recovery After-Action Reporting**

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The Standardized Emergency Management System (SEMS) regulations require any city, city and county, or county declaring a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an after-action report to OES within 90 days of the close of the incident period. The after-action report will provide, at a minimum, the following:

- response actions taken
- application of SEMS
- suggested modifications to SEMS
- necessary modifications to plans and procedures
- training needs
- recovery activities to date

The after-action report will serve as a source for documenting Stanislaus Operational Area's emergency response activities, and identifying areas of concern and successes. It will also be utilized to develop a work plan for implementing improvements.

An after-action report will be a composite document for all SEMS levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations.

It will include an overview of the incident, including enclosures, and will also address specific areas of the response, if necessary. It will be coordinated with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the "recovery actions to date" portion of the after-action report.



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The City of Waterford Director of Emergency Services will be responsible for the completion and distribution of the after-action report, including sending it to the Governor's Inland Region Office of Emergency Services within the required 90-day period.

They may coordinate with the Operational Area jurisdictions and Special Districts in completion of the after-action report. The designated emergency services coordinators for each affected Operational Area jurisdiction will be responsible for submitting the jurisdiction's report to the Governor's Inland Region Office of Emergency Services within the 90 day period. They may incorporate information from Special Districts.

For the Stanislaus County and other Operational Area jurisdictions, the after-action report's primary audience will be County and city employees, including management. As public documents, they are accessible to anyone who requests a copy and will be made available through the City of Waterford.

The after-action reports will be written in simple language, well structured, brief and well presented, and geared to the primary audience. Data for the after-action report will be collected from questionnaires, RIMS documents, other documents developed during the disaster response, and interviews of emergency responders. The most up-to-date form, with instructions, can be found on RIMS.

### **Recovery Disaster Assistance**

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A Disaster Proclamation/Declaration usually follows these steps after a disaster event occurs:

Local Government responds to the local emergency, supplemented by neighboring communities and volunteer agencies. If the local government is unable to adequately respond to the emergency, they turn to the state for assistance.

The Local Government proclaims a Local Emergency, which allows the state to respond with aid to the emergency.

The State of California responds with state resources, such as the National Guard and other state agencies.

A Preliminary Damage Assessment is made by local, state, federal, and volunteer organizations to determine losses and recovery needs.

If necessary, a State of Emergency is proclaimed by the Governor, based on the damage assessment that may include an agreement to commit state funds and resources to the long-term recovery.

If the disaster is large enough, the Governor will request federal assistance. FEMA evaluates the request and recommends an action to the White House based on the disaster, the local community impacts and the state's ability to recover.

The President approves the request or FEMA informs the governor it has been denied. This decision process could take a few hours or several weeks depending on the nature of the disaster.

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When requesting implementation of disaster assistance programs, some key areas of concern must be adequately addressed. These areas include the needs of distinct groups, disaster assistance available at each level of declaration, and the level of detail required on each request for disaster assistance. The disaster assistance programs have been developed for the needs of four distinct groups:

- individuals and families (Individual Assistance)
- businesses (including agriculture interests) (SBA)
- governments (Public Assistance)
- non-profit organizations (Public Assistance)

Individuals may receive loans or grants for real and personal property, dental, funeral, medical, transportation, unemployment, sheltering, and rental assistance, depending on the extent of damage.

Loans for many types of businesses are often made available through the United States Small Business Administration, assisting with physical and economic losses as a result of a disaster or an emergency.

Programs exist for agricultural or other rural interests through the United States Department of Agriculture, including assistance for physical and production losses.

### **Individual Assistance**

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Businesses and individuals may be eligible for local government tax relief, low-interest loans from the United States Small Business Administration, and relief programs under the United States Department of Agriculture.

Under a State of Emergency Proclamation by the Governor, the following state agencies may be able to provide additional assistance and/or services.

- Contractor's License Board
- Department of Motor Vehicles
- Department of Aging
- Department of Insurance
- Department of Social Services
- Franchise Tax Board Tax Relief
- State Board of Equalization
- Department of Veteran's Affairs

Under a Presidential Declaration of a Major Disaster, the following Federal programs may be authorized.

- Cora Brown Fund
- Crisis Counseling Program
- Disaster Unemployment
- Temporary Housing Program
  
- Individual and Family Grant Program

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- Internal Revenue Service Tax Relief
- Public Assistance
- Hazard Mitigation
- Veteran's Affairs Assistance
- Federal Financial Institutions

### **Public Assistance**

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State and Federal grants are available to local governments, utility districts, school districts and certain non-profit organizations to repair, reconstruct, and mitigate the risk of future damage. A state grant program is available under the California Disaster Assistance Act (CDAA). Federal assistance is authorized under the Robert T. Stafford Disaster Assistance and Relief Act.

Both state and federal public assistance grants are administered by the California Emergency Management Agency.

### **Local Assistance Center (LAC)**

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Stanislaus County may establish one or more assistance centers to provide “one stop shopping” for disaster victims. Local Assistance Centers may include representatives from programs reflecting individual assistance, small business administration (SBA), and public assistance.

### **Public Assistance Program Responsibilities**

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Each jurisdiction and special district has the responsibility for completion and submittal of the required documents for both state and federal public assistance programs.

The City of Waterford will complete the necessary public assistance program application and supporting materials for the City to state and federal representatives. The County Office of Emergency Services will also serve as a contact for state and federal field representatives.

Special Districts will typically assign a representative from their accounting offices to complete application materials and coordinate with state and federal representatives. This special district representative will also work closely with their agency's/company's field operations staff throughout this process.

The following outlines the Federal Public Assistance Program and the State of California's Public Assistance Program, the California Disaster Assistance Act (CDAA).

### **Federal Public Assistance Program**

---

The federal public assistance program is authorized under the Federal Disaster Relief Act of 1974, as amended by the Robert T. Stafford Disaster Relief and Emergency Assistance Amendments of 1988. The federal program requires a local emergency declaration, state of emergency proclamation, and a federal declaration of a major disaster or emergency.

State agencies, Counties, Cities, Special Districts, K-12 schools, colleges, and private non-profit organizations are all eligible to apply for the Federal Public Assistance Program.

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The private non-profit organizations include educational, utility, emergency, medical, and custodial care facilities.

Private non-profit organizations must, when applying for assistance, produce a letter from the Internal Revenue Service that grants them tax-exempt status. They must also provide satisfactory evidence from the State of California showing they are a non-revenue-producing organization.

Eligible Work Projects:

- work project must be required as a result of a disaster event
- work project must be located within the designated disaster area
- work project must be the legal responsibility of the applicant

There are 7 categories of work projects under the federal program:

- Category A - Debris Clearance
- Category B - Emergency Protective Measures
- Category C - Road System Repairs
- Category D - Water Control Facilities
- Category E - Buildings and Equipment
- Category F - Public Utility Systems
- Category G - Other (Parks, Recreational Facilities, etc.)

To qualify under the federal program, removal of debris from privately or publicly owned lands and waters must:

- eliminate immediate threats to life, public health, and safety
- eliminate immediate threats of significant damage to improved public or private property
- ensure economic recovery of the affected community at large

Measures undertaken to preserve public health and safety must:

- eliminate or lessen immediate threats to life, public health, and safety
- eliminate or lessen immediate threats of significant damage to improved public/private property
- eliminate or lessen immediate threats of additional damage to improved public or private property through cost-effective measures

Examples of emergency protective measures include shelter, temporary repairs, National Guard emergency labor, emergency communications, emergency transportation, and cooperative agreement costs.

Permanent restoration of eligible facilities will be based on the design of such facilities as they existed immediately prior to the disaster, and in conformity with current codes and standards. Standards must:

- apply to the type of repair or restoration required
- be appropriate to the pre-disaster use of the facility
- be in writing and adopted prior to project approval

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- apply uniformly to all similar types of facilities within the jurisdiction of the code granting authority

A facility is considered repairable when repairs can restore the facility to the pre-disaster function; and the cost of such repairs can be made at a cost less than the estimated replacement cost of the damaged facility.

When the FEMA Region IX Director deems a facility non-repairable, approved restorative work shall include replacement of the facility on the basis of pre-disaster design, in conformity with applicable codes and standards for new construction. The FEMA Region IX Director may require and approve funding for restoration of a destroyed facility at a new location when the facility is and will be subject to repetitive heavy damage.

Generally, in order for costs for work projects to be eligible, they must be:

- necessary and reasonable
- authorized or not prohibited under state, local, or other federal laws, regulations, or other governing limitations
- consistent with policies, regulations, and procedures that apply uniformly to federal assistance and other activities of the unit government
- treated consistently through application of generally accepted accounting principles
- not allocable to or included as a cost of any other federally financed program
- net amount of all applicable credits

Overtime and overtime fringe benefits only for emergency protective measures performed by force account labor are eligible wage costs. Regular and overtime wages are eligible for permanent work performed by force account labor. If labor is contracted, whether emergency or permanent work, all costs are eligible:

Extra hire costs; Limited Supervisor or management staff salaries; and Compensatory Time off (CTO).

The California Emergency Management Agency (Cal EMA) is responsible for processing all sub-grants for applicants, including providing technical assistance and advice to sub grantees; providing state support for damage survey activities; ensuring that potential applicants for assistance are aware of available federal assistance; and, submitting documents necessary for grant awards. Cal EMA conducts briefings for public officials and potential applicants. The applicant process and requirements for the County of Stanislaus and other members of the Stanislaus Operational Area are:

- Application for CDAA or Request for Public Assistance for Federal Funding
- list of Projects (Exhibit B)
- resolution Designating an Authorized Representative
- Cal EMA Project Application (Cal EMA 89)

Once the Application for Assistance is received, a “Kickoff Meeting” is held with each applicant to assess the applicant's individual needs, discuss disaster related damage, and set forth a plan of action for repair of the applicant's facilities. A joint State/Federal inspection team comes to the requesting jurisdiction to prepare a Project Worksheet (PW).

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The PW identifies the scope of work and the quantitative estimate of cost of each work project.

To receive payment, the sub grantee must have a resolution that designates an authorized representative, filed a Cal EMA Project Application, and have a Vendor Data Record (STD 204). Work project funding is subject to FEMA/State Agreement and 75% / 25% federal/state and local costs shares, as established as the minimum under the Stafford Act.

The following deadlines have been established for each work category:

- Debris Clearance 6 Months\*
- Emergency Work 6 Months\*
- Permanent Work 18 Months\*

\* Dates established from date of major disaster declaration

The Governor's Authorized Representative may extend deadlines, when justified, as follows:

- Debris Clearance 6 Months
- Emergency Work 6 Months
- Permanent Work 30 Months

The FEMA Region IX Director may extend the deadline beyond these dates, with adequate justification. Costs are allowed only to date of last approved time extension.

The applicant must submit final claim within 60 days of the completion of all approved projects.

### **The Federal Fire Management Assistance Grant (FMAG)**

The Fire Management Assistance Grant (FMAG) is federal financial assistance available to States, local and tribal governments, for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands. FMAG is requested by a Local or State fire agency through the California Emergency Management Agency (Cal EMA). Cal EMA will submit a request by telephone to FEMA while the fire is burning uncontrolled, and threatens such destruction as would constitute a major disaster. The entire process is accomplished on an expedited basis and a FEMA decision is rendered in a matter of hours.

### **FMAG Declaration Process**

The Governor requests an FMAG declaration from the FEMA Regional Director while the fire is burning uncontrolled. The FEMA Regional Director gathers the information, calls for an assessment, and develops a summary and recommendation that will be forwarded to the FEMA Under Secretary. FEMA either approves or denies the request based on the conditions that exist at the time of the request, and whether or not the fire or fire complex threatens such destruction that it would constitute a major disaster.

There are four criteria that FEMA uses to evaluate the threat posed by a fire or fire complex:

- Threat to lives and improved property, including threats to critical facilities/infrastructure, and critical watershed areas;

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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- Availability of State and local firefighting resources;
- High fire danger conditions, as indicated by nationally accepted indices such as the National Fire Danger Ratings System;
- Potential major economic impact.

After making a determination, FEMA notifies Cal EMA. Cal EMA has one opportunity to appeal any FEMA declaration denial. The FEMA Recovery Division Director will render the determination on the appeal, which will be the final administrative decision for FEMA.

Before an initial grant award to the State under an FMAG declaration can be approved, the State must demonstrate that total eligible costs for the declared fire meet or exceed either the individual fire cost threshold, which is applied to a single fire, or the cumulative fire cost threshold, which recognizes numerous smaller fires burning throughout a State. Under the cumulative fire cost threshold, assistance will only be provided for the declared fire responsible for meeting or exceeding the cumulative firecost threshold and any future declared fires for that calendar year.

The FEMA Regional Director, in consultation with Cal EMA's Governor's Authorized Representative, and the USFS Principal Advisor, will establish the incident period.

### **FMAG Application Deadline**

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Eligible applicants must submit a Request for Fire Management Assistance Subgrant (RFMAS) to Cal EMA within 30 days of the close of the incident period. Applicants must include a completed Fire Management Assistance Questionnaire. Cal EMA will forward the RFMAS and Questionnaire to FEMA with an eligibility recommendation. FEMA will advise Cal EMA of the applicant's eligibility.

### **Project Worksheets**

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Cal EMA may meet with the eligible applicant to complete Project Worksheets (PW). The information necessary to prepare PWs are due to Cal EMA within 6 months from the close of incident period. PWs are prepared for 100% of eligible actual costs.

### **Eligible applicants for FMAG are:**

- State Agencies
- Local Governments (county, city and special districts)

**Eligible Costs:** The activities performed must be:

- The legal responsibility of the applying entity
- Required as the result of the fire and

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- Located within the designated fire area
- Generally, costs must be incurred during the incident period to be considered eligible
- All temporary repair work must be completed **within 30-days** of the close of the incident period for the declared fire.
- Eligible firefighting costs may include expenses for field camps; equipment use, repair and replacement; tools, materials and supplies; and mobilization and demobilization activities.

**Cost Share:** There is no state cost share for FMAG. The FMAG program will reimburse applicants 75% of eligible costs per the FEMA-State Agreement.



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### California Disaster Assistance Act (CDAA) Program

The California Disaster Assistance Act (CDAA) Program is authorized under Title 19, Subchapter 5, the California Disaster Assistance Act, California Code of Regulations. CDAA requires a local government to proclaim a local emergency within 10 days of the incident. For permanent restoration assistance under CDAA, the Secretary of the California Emergency Management Agency (Cal EMA) must concur with the local declaration. For disaster response **and** permanent restoration assistance under CDAA, the Governor of California must proclaim a state of emergency. For matching fund assistance for cost sharing required under federal public assistance programs, the President of the United States must declare a major disaster or emergency.

Eligible Applicants for CDAA include City and County, Counties, Cities, Special Districts, School Districts, County Offices of Education, Community College Districts.

Eligible Work Projects:

- work project is a result of a disaster (fire, flood, earthquake, Tsunami, etc.)
- work project is performed within area covered by the local proclamation
- work project is the responsibility of the applicant agency
- Category G - Other (Parks, Recreational Facilities, etc.)

Eligible costs generally include local agency personnel regular hourly wage and overtime costs. Also included are equipment costs, the cost of supplies and materials used during disaster response activities incurred as a result of a state of emergency proclaimed by the Governor. Excluded are the normal hourly costs of regularly assigned emergency services and public safety personnel. Costs to repair, restore, reconstruct, or replace public

facilities belonging to local agencies is also eligible. Matching fund assistance for cost sharing required under federal public assistance programs is an eligible cost.

Eligible wages under the CDAA program now follow the same guidelines as the federal public assistance program. That is, the state will not assume any regular time costs that are ineligible under the federal program. The state will cost share any wages that are eligible for federal program funding.

Actual reasonable equipment rental costs are eligible. Force account equipment may be claimed based on the applicant's own rate schedule or, in the absence of such a rate schedule, current Department of Transportation Labor Surcharge and Equipment Rental Rates.

Consumable supplies that are eligible under CDAA include hand tools, materials, and other supplies used for the work project. Costs for work performed under cooperative agreements between local governments are eligible under CDAA, but shall be limited to those costs of the responding entity for which an applicant is legally obligated to pay.

Cal EMA is responsible for transmitting applications for CDAA to all eligible applicants. Cal EMA conducts briefings for public officials and potential applicants. Project application for assistance (CDAA Form 1) must be filed within 60 days of the date of the local proclamation. The application must include the "List of Projects" (Exhibit B) and a "Resolution Designating an Authorized Representative" (Cal EMA Form 130). In the

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event of a federal major disaster declaration, the federal "Request for Public Assistance" (RPA) establishes eligibility in both programs.

A State Public Assistance Coordinator (PAC) accompanied by a local representative prepares damage survey reports or project worksheets. The PAC prepares a DSR for each project reported on the "List of Projects." The DSR identifies the scope of work and the quantitative estimate of cost of each work project. All damage sites must be reported within the 60-day application period. All sites must be surveyed within 60 days of the date of a local agency's application. DSRs are reviewed and approved by the Cal EMA Recovery Branch Chief. The complete application, with copies of approved DSR, summary, and a cover letter will be sent to applicants for review and approval. The "Applicant Approval" forms (Exhibit D) must be returned to the California Emergency Management Agency within 10 days from date of approval letter.

Supplements to the original application may be approved for substantial errors or omissions, overruns/under runs caused by variations in unit prices (cost adjustments), and changed site conditions/scope adjustments. Changes to small projects will normally be adjusted at the time of final inspection or an offsetting procedure will be implemented. Supplements should be requested at the earliest possible time and prior to completion of the work in question. Requests for a change in scope must be filed prior to work commencement.

Eligible projects are subject to 75% / 25% state/local cost sharing. The local share may be waived. Project applications resulting in a state share of less than \$2,500 will not be approved.

When federal funds are involved, the federal deadlines apply. In the event of a Secretary's concurrence with a local proclamation or a Governor's proclamation of a state of emergency, the following deadlines apply:

- Debris Clearance 6 months from date of declaration
- Emergency Work 6 months from date of declaration
- Permanent Work 18 months from date of declaration

Extensions are allowable with adequate justifications.

Applicant must submit final claim within 60 days of the completion of all approved projects.

### **Individual Assistance Program Responsibilities**

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Individuals are expected, whenever possible, to provide for themselves and be responsible for their own personal recovery. However, many individuals will expect the County and Cities to deliver assistance to them well after the disaster. Both the County and Cities will assist individuals in any way possible, including providing them with the Federal Emergency Management Agency's (FEMA) hotline number for individual assistance. A Sequence of Delivery Guide has been developed by FEMA to assist individuals and local governments in determining the flow of individual assistance. The objective of Stanislaus County, the Operational Area, and Cities are to provide the citizens of their community with all the necessary information to help themselves recover from the disaster. The sequence of delivery appears as follows:

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- 1) Individual actions for assistance (family, friends, volunteer organizations, churches, etc.)
- 2) Recovery/Assistance from private insurance carrier
- 3) FEMA Disaster Housing Assistance
- 4) United States Small Business Administration Assistance
- 5) Individual and Family Grant Program Assistance
- 6) Cora Brown Fund Assistance

The Stanislaus Operational Area's objective is to provide the Stanislaus community with all the necessary information so they may help themselves recover from a disaster. A brief summary of some individual assistance programs and services are listed below:

### American Red Cross (ARC):

Provides for the critical needs of individuals such as food, clothing, shelter, and supplemental medical needs. Provides recovery needs such as furniture, home repair, home purchasing, essential tools, and some bill payment may be provided. Contact local Chapter regarding policies and procedures.

### Cora Brown Fund:

Funds may be used for disaster-related needs that have not or will not be met by government or other organizations that have programs to address such needs. Awarded through FEMA.

### Crisis Counseling Program:

Provides grants to State and County Mental Health Departments, who in turn provide training for screening, diagnosing, and counseling techniques. Also provides funds for counseling, outreach, and consultation for those affected by disaster. Individuals and government should contact local mental health agencies.

### State Department of Aging:

Provides special outreach services for seniors, including food, shelter, and clothing. Individuals may contact the California Department of Aging for a referral to nearest location.

### State Department of Consumer Affairs:

Offers consumer information, investigates and corrects price gouging, and provides a toll-free number so that consumers can check on license status of contractors.

### State Department of Insurance:

Provides assistance in obtaining copies of policies and provides information regarding filing claims. Contact California Department of Insurance.

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### Department of Motor Vehicles:

May offer waivers of certain fees. Contact California Department of Motor Vehicles.

### Department of Veteran's Affairs:

Provides damage appraisals and settlements for VA-insured homes, and assists with filing of survivor benefits. Contact the California Department of Veteran's Affairs.

### United States Department of Agriculture:

Assistance provided includes Federal Crop Insurance, Emergency Conservation Program, Non-Insured Assistance, the Agriculture Conservation Program, Emergency Watershed Protection, Rural Housing Service, Rural Utilities Service, and Rural Business and Cooperative Service. Contact the USDA Farm Services Agency or Stanislaus County Agriculture Commissioner regarding these programs.

### Disaster Unemployment:

Provides weekly unemployment subsistence grants for those who become unemployed because of a major disaster or emergency. Applicants must have exhausted all benefits for which they would normally be eligible.

### Federal Financial Institutions:

Member banks of FDIC, FRS or FHLBB may be permitted to waive early withdrawal penalties for Certificates of Deposit and Individual Retirement Accounts.

### Franchise Tax Board:

Following proclamation of a state of emergency by the Governor, the Legislature authorizes the acceptance of casualty loss deductions within the California tax returns of those affected. Applicants may contact the California Franchise Tax Board.

### Individual and Family Grant Program:

Awards grants to individuals or families for disaster-related serious needs, such as moving and storage, medical, dental, funeral, and essential personal or real property needs. Eligibility is dependent on the seriousness of need and exhaustion of FEMA and SBA funds. Referral to the program is automatic with FEMA registration and SBA application.

### Internal Revenue Service (IRS) Tax Relief:

Provides extensions to current year's tax return, allows deductions for disaster losses, and allows amendment of previous tax returns to reflect loss back to three years. Victims may contact the IRS.

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### Mennonite Disaster Service:

Provides assistance for repair of private residences and community facilities, warning, evacuation, and search. Also assists with cleanup and repair for elderly, disabled, and underinsured citizens. May also provide mental health support. Contact nearest Mennonite Services location.

### Salvation Army:

Assistance includes mobile feeding, emergency shelter, applicant registration, collection and distribution of clothing and supplies, counseling, language interpretation, and assistance in locating missing persons. Contact local Salvation Army for assistance.

### State Board of Equalization:

Provides tax relief services that may allow for the transfer of tax basis to another property, exemptions for property losses, and deferment of a tax bill until the damaged property can be surveyed to reflect its value following a disaster. Contact the California Board of Equalization.

### United States Small Business Administration:

May provide low-interest disaster loans to individuals and businesses that have suffered a loss due to a disaster. Submit request for SBA loan assistance to the State's Inland Region Office of Emergency Services.

### Temporary Housing Assistance:

May provide for transient accommodations, rental assistance, mobile homes, furniture rental, mortgage assistance, and emergency home repairs. Individuals should call FEMA to register.

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Standard Operating Procedures (SOP) Development**

This document is operational in design. It serves a secondary use as a planning reference. Departments within the City of Waterford who have roles and responsibilities identified by this plan are encouraged to develop emergency operations plans, detailed Standard Operating Procedures (SOPs), and emergency response checklists based on the provisions of this plan. This plan will be used in conjunction with the State Emergency Plan.

### **Training and Exercising**

The City of Waterford's Director of Emergency Services will inform agencies and departments of training opportunities associated with emergency management. Individual departments will be responsible for maintaining training records. City departments with responsibilities under this plan must ensure their personnel are properly trained to carry out these responsibilities.

The City of Waterford must determine the appropriate level(s) of SEMS/NIMS/ICS instruction for each member of the Waterford Emergency Organization, including field personnel. The determination will be based on individuals' potential assignments during emergency response.

The Waterford Director of Emergency Services will ensure that all emergency response personnel can demonstrate and maintain, to the level deemed appropriate, the minimum SEMS/NIMS/ICS performance objectives as contained in the Approved Course of Instruction (ACI) Syllabus referenced in the SEMS regulations. Additionally, the city will ensure that these objectives are met through the completion of materials from the ACI and incorporation of the objectives into exercises.

The best method of training emergency responders is through exercises. Exercises allow emergency responders to become familiar with the procedures, facilities and systems that they will actually use in emergency situations. The Director of Emergency Services is responsible for the planning and conducting of emergency exercises for the City of Waterford.

Exercises will be conducted on a regular basis to maintain readiness. Exercises should include as many Operational Area Member Jurisdictions as possible. The City of Waterford will document exercises by conducting a critique, and using the information obtained from the critique, to revise the emergency operations plan.

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### **Plan Concurrence – City Departments**

Before the City of Waterford Emergency Operations Plan (EOP) is submitted to the Decision Process, and subsequently approved as to form by the Disaster Council, and adopted by the City of Waterford City Council, it is essential that City Departments that participate in or support emergency management activities concur with this plan. Review of the plan by those City Departments is paramount to the cohesive and comprehensive emergency response to incidents and/or disasters within the City. Designated City department heads should carefully review and be familiar with this document in its entirety before signing the following Plan Concurrence Signature page.

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**Plan Concurrence – City Departments Signature Page**

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
City Administrator

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
City Clerk

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Chief of Police Services

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Director of Public Works

\_\_\_\_\_

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### **Administration and Logistics**

#### **Emergency Plan Maintenance and Distribution**

This plan will be reviewed and revised by the City of Waterford, Director of Emergency Services, annually. The plan may be modified as a result of post-incident analyses and/or post-exercise critiques. It may be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency management and operations change.

Those agencies having assigned responsibilities under this plan are obligated to inform the City of Waterford Director of Emergency Services when significant changes occur or are imminent. Proposed changes will be submitted, in writing, to the City of Waterford Director of Emergency Services. After review by the Director, changes will be published and distributed to all departments/agencies identified within the Emergency Operations Plan distribution list.

Every four years, the entire Emergency Operations Plan will be reviewed, updated, republished, and redistributed. The register on page 105 will maintain records of revisions to this plan.

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### Emergency Operations Plan Modification Register

Modification: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

Modification: \_\_\_\_\_

\_\_\_\_\_

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Signature

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Date

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Signature

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Modification: \_\_\_\_\_

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Signature

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Date

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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### Emergency Operations Plan Distribution

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The following departments or agencies have a complete copy (ies) of the City of Waterford Emergency Operations Plan, either in the form of hard copy, CD ROM or electronic data:

<u>Department/Agency</u>	<u>No. of Copies</u>
Police Division	1
Fire/Emergency Services	1
City Attorney	1
City Administrator	1
Assistant City Administrator/Finance	1
Public Works Director	1
Stanislaus County OES	1
Waterford City Council	5

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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# **ATTACHMENTS**

**November 2011**

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## Attachment A

### Emergency Functions for Stanislaus County

Stanislaus County Emergency Functions	Definition	Proposed California Emergency Function	Correlating Federal Emergency Support Function (s)
Public Works	Provides organization, mobilization and coordination of transportation infrastructure services including engineering and transit services during and following an emergency or disaster.	Transportation	ESF #1 Transportation
		Utilities	ESF #2 Communications ESF #12 Energy
		Architecture and Engineering	ESF #3 Public Works and Engineering
Fire and Rescue	Coordinates activities of local fire agencies during the response and recovery phase of local, state and federal incidents.	Fire and Rescue	ESF #4 Firefighting ESF #9 Search and Rescue
Emergency Management Resources Long-Term Economic and Community Recovery Volunteer and Donations Management	Provides direction, coordination and support to Stanislaus County Agencies and jurisdictions within the Operational Area during and after an incident or event.  Manages donations and volunteers during and incident or event. Coordinates and assists in recovery and restoration efforts following a large-scale emergency or disaster.	Management	ESF #5 Emergency Management ESF #15 External Affairs
		Resources	ESF #7 Resource Support
		Long-Term Economic and Community Recovery	ESF #14 Long-Term Community Recovery
		Volunteer and Donations Management	N/A
Care and Shelter	Provides, on a mass care basis, care and shelter services within Stanislaus County.	Care and Shelter	ESF #6 Mass Care, Emergency Assistance, Housing and Human Services
Public Health	Investigates and works to mitigate suspected incidence of human exposure to chemical, biological or other hazards dangerous to public health.	Public Health and Medical	ESF #8 Public Health and Medical Services

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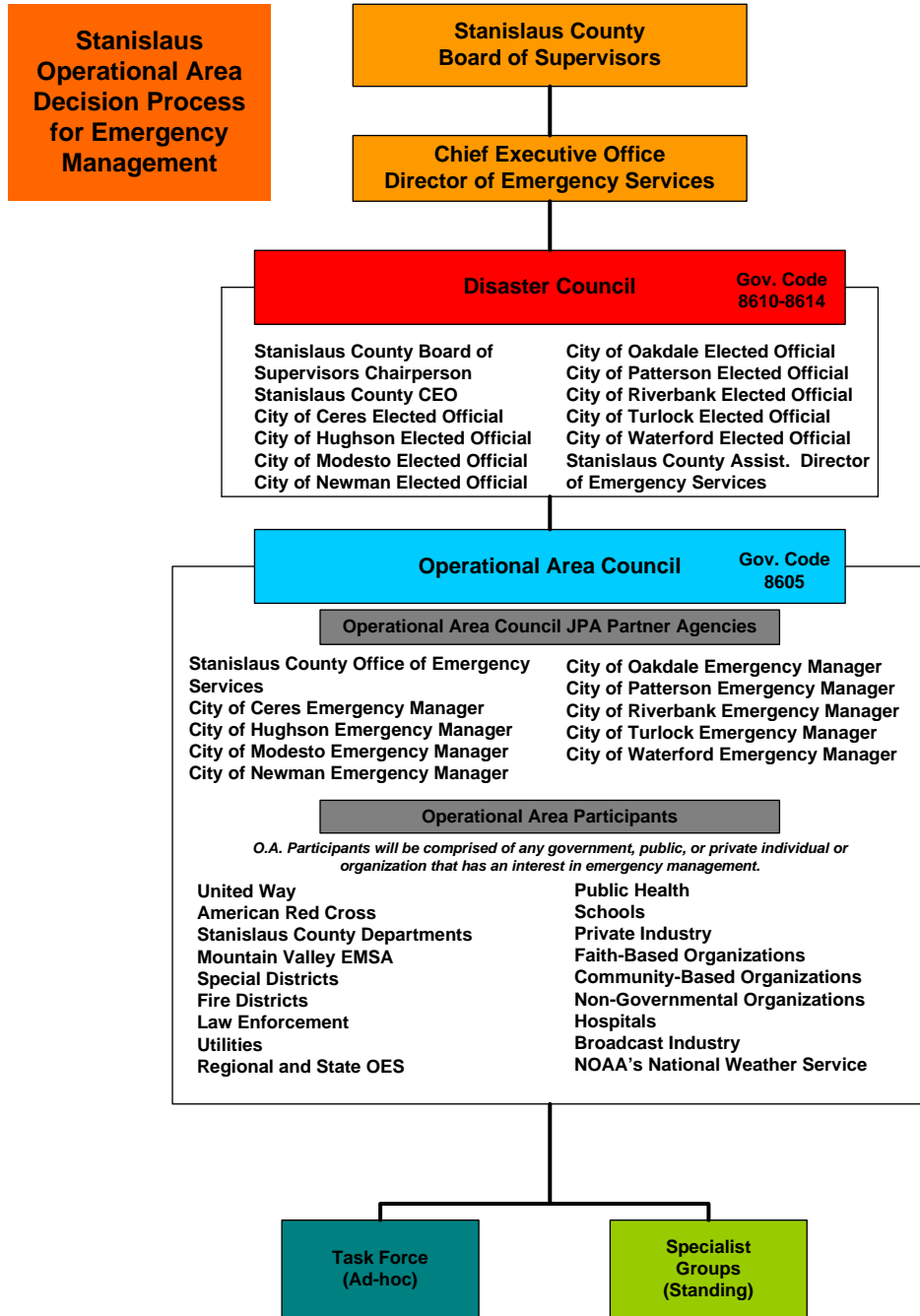
Stanislaus County Emergency Functions	Definition	Proposed California Emergency Function	Correlating Federal Emergency Support Function (s)
Hazardous Materials	Coordinates with County departments to mitigate, respond and recover from potential hazardous materials releases.	Hazardous Materials	ESF #10 Oil and Hazardous Materials Response
Agriculture	Provides support to local government and coordinates activities during and after emergencies impacting the agriculture industry.	Food and Agriculture	ESF #11 Agriculture and Natural Resources
Law Enforcement Evacuation	Coordinates activities of local law enforcement agencies during the response and recovery phase of local, state and federal incidents.	Law Enforcement	ESF #13 Public Safety and Security ESF #9 Search and Rescue
Emergency Communications/PSAP	Provides resources, support and restoration of the PSAP call center during and after emergencies impacting emergency communications.	Communications	ESF # 2 Communications
Animal Services	Coordinates with County departments to provide emergency medical care and shelter for domestic and livestock animals affected during and after an emergency or disaster.	Food and Agriculture Care and Shelter Evacuation Public Health and Medical	ESF #11 Agriculture and Natural Resources ESF #6 Mass Care, Emergency Assistance, Housing and Human Services ESF #9 Search and Rescue ESF #14 Long-Term Community Recovery



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## Attachment B

### Operational Area Council/Disaster Council Organizational Chart



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**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

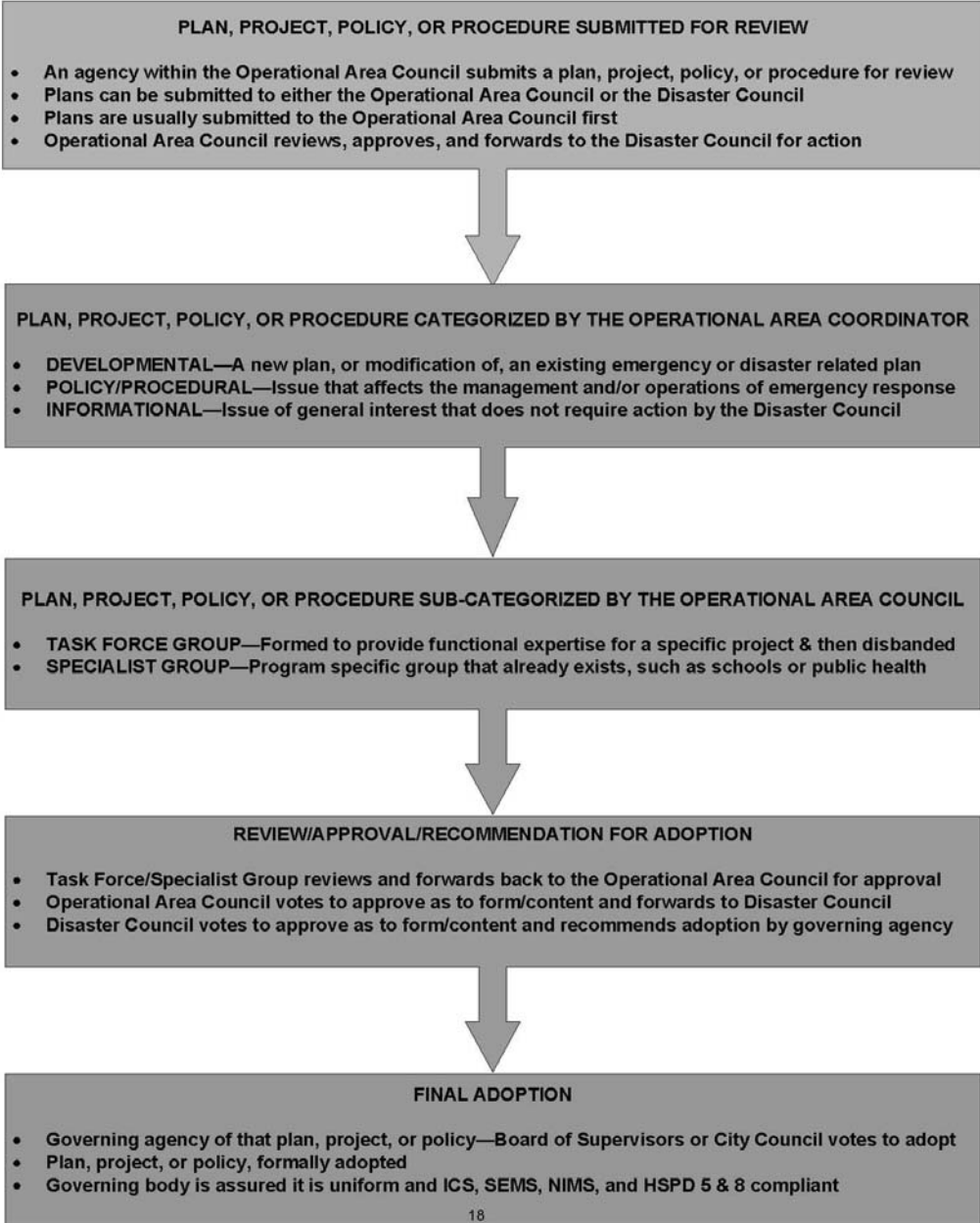
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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## Attachment C

### Decision Process

#### DECISION PROCESS FOR EMERGENCY MANAGEMENT



**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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## Attachment D

### Stanislaus Operational Area Agreement

#### AGREEMENT FOR THE ESTABLISHMENT AND PARTICIPATION IN THE STANISLAUS OPERATIONAL AREA ORGANIZATION

This Agreement is made this ninth day of December 2003, by and between the County of Stanislaus, hereinafter referred to as "COUNTY" and the cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson Riverbank, Turlock, Waterford, hereinafter referred to as "CITIES."

**WHEREAS**, the potential for a major catastrophe due to earthquake, flood, or other disaster causes all governmental entities within Stanislaus County to be prepared to share resources and information among themselves, as well as with the State of California, in order to protect public welfare; and

**WHEREAS**, each party desires increased interagency cooperation and coordination of resources during a disaster; and

**WHEREAS**, this Operational Area Agreement is being entered into by the undersigned parties pursuant to California Government Code, Article 9, Section 8605; and

**WHEREAS**, great efficiency, planning, and response can be achieved by joining the efforts of the CITIES, special districts, and the COUNTY together in pre-disaster agreements; and

**WHEREAS**, The California Emergency Services Act, (Government Code Section 8550 et seq.) makes reference to the "operational area" and defines it as "an intermediate level of the state of emergency services organization" created to perform extraordinary functions for both county and city governments within a county area such as strengthening mutual coordination, providing a focal point and conduit for disaster information, and assisting in the efficient management of resources;

**NOW, THEREFORE, BE IT HEREBY RESOLVED BY THE PARTIES TO THE AGREEMENT:**

#### **I. INTENT AND PURPOSE**

- A. The purpose of this Agreement is to establish a partnership between the parties to this Agreement, to develop and maintain a systematic approach for exchanging disaster information and resource requests in order to foster an effective flow of disaster information and resource requests in emergencies, to increase efficiency in the use and allocation of resources during disasters, and to provide emergency preparedness on a day-to-day basis through training and exercise activities.
- B. There is hereby created the Stanislaus Operational Area Organization (SOAO) to administer the partnership between the parties to this Agreement and to carry out the purposes of the Agreement. For such purposes, the Stanislaus Operational Area Organization shall have the authority to establish policies and procedures for the governing of the organization, and to establish guidelines for the exchange of information and resources during disasters.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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- C. The Operational Area Organization will provide emergency preparedness on a day-to-day basis through training and exercise activities, will develop policies and procedures for a centralized emergency response center for the purpose of exchanging disaster information and resource requests during a disaster, and will provide for a public information officer to interact with the media.

## 2. RECOGNITION OF AND PARTICIPATION IN AN OPERATIONAL AREA FOR EMERGENCY SERVICES

The parties to this Agreement recognize an Operational Area, as that term is defined in the California Emergency Services Act (Government Code Section 8550 et seq.), which designates an intermediate level of organization, cooperation, and planning between public entities within Stanislaus County boundary. The parties agree to participate in the organizational structure, which is a planning partnership for a systematic approach for exchanging disaster intelligence and resource requests, in order to foster an effective flow of disaster information and resource requests in emergencies, and also to provide emergency preparedness on a day-to-day basis through training and exercise activities. Each of the parties to this Agreement will designate individuals to be trained to staff the Operational Area Organization. Parties to this Agreement will be eligible to participate in the consolidated purchases process outlined in the Operational Area Organization procedures. Each party to this Agreement will also designate, in writing, a line of succession of officials who are empowered to speak on behalf of the part at the Operational Area Organization.

In the event of an energy shortage emergency, the parties will act in accordance with the actions determined by the Operational Area Organization to meet such emergencies.

## 3. CONSIDERATION

The consideration and value under this Agreement are the mutual advantage of protection afforded to each of the parties under the Agreement. There shall not be any monetary compensation required or exchanged from any party to another party.

## 4. AGREEMENT STEERING COMMITTEE

An Operational Area Council is hereby established, which consists of one representative of each of the parties to this Agreement. It will be the responsibility of the Council to set the policies and procedures for the governing of the Operational Area. The Council shall approve the Operational Area Organizational structure. The chairperson of the Council shall be the Operational Area Coordinator.

## 5. TERMS OF OFFICE AND RESPONSIBILITIES

Elections to select the agency that will fill the Operational Area Coordinator (O.A.C.) role must be conducted at least once each five years. Elections may be held more frequently if a majority of the council deems necessary.

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When a vacancy occurs or a term expires for a Operational Area Coordinator (agency), the Operational Area members (county, cities, districts, utilities) will call for and, if necessary, conduct an election. Notice for such an election shall be made in accordance with paragraph 10.

Operational Area Coordinator (agency) must be nominated by Operational Area members: county, cities, district, utilities.

Balloting may occur by any means deemed appropriate and reasonable by the council, including, without limitation, voice vote, secret ballots, and mailed ballots. Whenever it is apparent that a majority of those eligible to vote cannot attend an election in person, or when a majority is not present at a scheduled meeting, the Council may continue such elections to the next regularly schedule meeting or, after notice to the other Council members, may proceed by mailed ballots.

## **6. MULTI-AGENCY COORDINATION SYSTEM**

The Operational Area Organization and procedures will be based on the Multi-Agency Coordination System (M.A.C.S.) originally developed by the FIRESCOPE Advisory Committee. The Stanislaus County Coordinator of Emergency Services and his/her designated alternates will act as the Operational Area M.A.C.S. Coordinator.

## **7. PROVISIONS OF FACILITIES AND SUPPORT**

The COUNTY shall provide the Operations Area, Emergency Operational Center (E.O.C.) at no cost to the S.O.A.O. or its members. The COUNTY will provide E.O.C. support staff and all necessary supplies for the Operational Area Organization during actual operations and drills. All parties to this Agreement shall provide their own staff for the decision-making and operational positions of the Operational Area Organization.

## **8. TERMS OF AGREEMENT**

This Agreement shall be effective from the date executed by all parties until the anniversary date of the agreement of 2008. This Agreement may be terminated prior to the conclusion of the term by mutual agreement of a majority of the member parties.

## **9. WITHDRAWAL OF PARTY**

Any party to this Agreement may withdraw as a party to this Agreement, prior to the termination of the term of this Agreement, upon giving 30 days prior written notice to the other parties in accordance with paragraph 10.

## **10. NOTICES**

Any and all notices permitted or required to be given hereunder shall be in writing and shall be deemed duly given and effective (1) upon actual delivery, if delivery is by hand; or (2) five (5) days after delivery into the United States mail if delivery is by first class mail, postage paid

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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registered, or certified (return receipt requested) mail. Each such notice shall be sent to the individuals at the address as the respective parties may designate from time to time.

**11. ADDITIONAL PARTIES**

Additional parties, who are public entities, including special districts within the geographical boundary of Stanislaus County, may join in this Agreement and become member entities upon execution of an Exhibit to this Agreement, in which the entity agrees to be subject to the conditions and terms of this Agreement. The executed Exhibit shall become a part of this Agreement automatically after the expiration of thirty days, following notification by the new party to all other parties in accordance with paragraph 10. Thereafter, the entity shall be considered to be a party to this Agreement unless the entity withdraws, as provided herein. However, in the event any existing party to the Agreement gives the others notice of its objection to the addition of the particular entity becoming a member to the agreement, within the thirty day notice period, the addition of such party to the Agreement shall require a two-thirds majority consent of the current member parties.

**12. INDEMNIFICATION AND HOLD HARMLESS**

Each of the parties agrees to indemnify and hold the other parties harmless and waives all claims for compensation for any loss, damage, personal injury, or death incurred in consequence of the acts or omissions of the indemnifying party's own employees and agents.

**13. NO ASSIGNMENT**

No party to this Agreement may assign this Agreement. Any assignment by any party shall be null and void unless such party obtains the prior written consent of all other parties to such assignment.

**14. PARTIAL INVALIDITY**

If any provision in this Agreement is held by a Court of competent jurisdiction to be invalid, void, or unenforceable, the remaining provisions shall nevertheless continue to full force without being impaired or invalidated in any way.

**15. SALARIES, EMPLOYMENT AND WORKERS' COMPENSATION BENEFITS AND COMPLIANCE WITH LAWS**

The compensation and terms of employment and Workers' Compensation benefits of each employee participating in the Operational Area Organization shall be the responsibility of the party employing the individual and each party to this agreement shall insure compliance with all safety and hourly requirements for employees in accordance with federal, state and county safety health regulations and laws.



CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

16. COUNTER PARTS

This agreement may be executed or revoked simultaneously in one (1) or more counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same instrument.

IN WITNESS WHERE OF THE PARTIES HERE HAVE EXECUTED THIS AGREEMENT AS FOLLOWS:

[Signature]  
County of Stanislaus Date  
Ray Simon  
Chairman, Board of Supervisors

M. P. Love Morris 3/17/04  
City of Patterson Date  
Print Name: M. P. LOVE MORRIS

[Signature] 7/1/04  
City of Hughson Date  
Print Name: DAVE CONNER

Richard P. Holman 3-4-04  
City of Riverbank Date  
Print Name: Richard P. Holman

[Signature] 2/25/04  
City of Modesto Date  
Print Name: JACK CRIST

[Signature] 3/2/04  
City of Ceres Date  
Print Name: Tom Kerr

[Signature] 5-21-04  
City of Newman Date  
Print Name: John E. Fontana

[Signature] 5/29/04  
City of Turlock Date  
Print Name: STEVEN H. KYTE

[Signature] 2/20/04  
City of Oakdale Date  
Print Name: BRUCE BATHERMAN

[Signature] 4-1-04  
City of Waterford Date  
Print Name: CHRISTOPHER

APPROVED AS TO FORM ONLY  
By Dean Wright 12/2/2003  
DEAN WRIGHT  
Deputy County Counsel

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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**Attachment E**

**California Emergency Services Act**

**Article 14 - Local Emergency**

**§ 8630. *Proclamation by local governing body; duration; review***

- (a) A local emergency may be proclaimed only by the governing body of a city, county, or city and county, or by an official designated by ordinance adopted by that governing body.
- (b) Whenever a local emergency is proclaimed by an official designated by ordinance, the local emergency shall not remain in effect for a period in excess of seven days unless it has been ratified by the governing body.
- (c) (I) The governing body shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency. However, in no event shall a review take place more than 21 days after the previous review.

**§ 8634. *Promulgation of orders and regulations; curfew***

During a local emergency the governing body of a political subdivision, or officials designated thereby, may promulgate orders and regulations necessary to provide for the protection of life and property, including orders or regulations imposing a curfew within designated boundaries where necessary to preserve the public order and safety. Such orders and regulations and amendments and rescissions thereof shall be in writing and shall be given widespread publicity and notice.

The authorization granted by this chapter to impose a curfew shall not be construed as restricting in any manner the existing authority of counties and cities and any city and county to impose pursuant to the police power a curfew for any other lawful purpose

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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## Attachment F

### Waterford Municipal Code on Emergency Organization

#### ORDINANCE NO. 2011-07

#### AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF WATERFORD RELATING TO AMENDING CHAPTER 2.48, EMERGENCY ORGANIZATION OF THE WATERFORD MUNICIPAL CODE

WHEREAS, the City of Waterford amending Chapter 2.48, EMERGENCY ORGANIZATION of the Waterford Municipal Code for the purpose of complying with California Code of Regulations.

THE CITY COUNCIL OF THE CITY OF WATERFORD, COUNTY OF STANISLAUS, STATE OF CALIFORNIA, DOES ORDAIN AS FOLLOWS:

**SECTION 1:** Chapter 2.48 of the Waterford Municipal Code is hereby repealed, attached hereto as Exhibit "A".

**SECTION 2:** Chapter 2.48 of the Waterford Municipal Code is re-enacted to read in full as follows:

#### Chapter 2.48 EMERGENCY ORGANIZATION

##### Sections:

- 2.48.010 Purpose
- 2.48.020 Explanation of Regional Structure
- 2.48.030 Definitions
- 2.48.040 Emergency Organization
- 2.48.050 Punishment of Violations
- 2.48.060 Expenditures
- 2.48.070 Appointment to Disaster Council
- 2.48.080 Director and Assistant Director of Emergency Services
- 2.48.090 Power and Duties of Director and Assistant Director of Emergency Services

##### **2.48.010 Purpose.**

The declared purposes of this chapter are to provide for the preparation and carrying out of plans for the protection of persons and property within the City in the event of an emergency; the direction of the emergency organization; and the coordination of the emergency functions of the City with all other public agencies, corporations, organizations, and affected private persons.

##### **2.48.020 Explanation of Regional Structure.**

A. Combined City/County Disaster Council. A combined City/County Disaster Council has been created by the County of Stanislaus with representatives from area communities, including the City of Waterford. The City/County Disaster Council consists of the following:

1. The Chair of the board of supervisors, who is chair of the Disaster Council;
2. The Director of Stanislaus County Emergency Services, who is Vice Chairman;

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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3. The Assistant Director of Stanislaus County Emergency Services, who is the secretary; and
4. One elected official from each city in Stanislaus County.

**B. Combined City/County Disaster Council Powers.** The Disaster Council has power to:

1. Oversee the preparedness activities of the various county departments and other jurisdictions in the Stanislaus County operational area. This includes preparation of emergency and disaster plans, policies, and procedures, and ensuring unity of purpose. The Council is responsible for ensuring compliance with the National Management System, the Standardized Emergency Management System, and the Incident Command System.
2. Approve as to form all proposed emergency operations procedures, plans, and other documents related to emergency preparedness and planning.
3. Hear proposals from any agency, department, or interested party in emergency and disaster preparedness. Prior to any formal action, the proposal shall have the approval of the Operational Area Council for operational and procedural conformity with the Stanislaus County emergency operations plan, policies, and procedures.
4. Be required to have a majority of the members present for approval and/or review of any plan, policies, or issues and a simple majority vote will carry the recommended action. Thereafter, the recommended action will be forwarded to the appropriate board, commission, or executive representative.
5. Sit as the Disaster Council for any jurisdiction that deems it appropriate by resolution and local ordinance.
6. The Disaster Council does not have operational duties or powers during emergencies, disasters or other events or incidents.

**C. Operational Area Council.** The Stanislaus County Operational Area Council is created under the authority of Government Code Article 9, Section 8605, and consists of the Assistant Director of Emergency Services and members that represent each city within Stanislaus County in accordance with that certain joint powers agreement (JPA), executed in 1988 between Stanislaus County and the cities within Stanislaus County. Generally, the JPA member will be the emergency manager from his/her jurisdiction. The Operational Area Council:

1. Coordinates, reviews, and recommends for approval all emergency or disaster response policies, procedures, plans, and other influencing factors or events that would affect the Stanislaus operational area.
2. Reviews all disaster plans by any agency or jurisdiction in Stanislaus County for approval to form and compliance with the National Incident Management System, the Standardized Emergency Management System, and the Incident Command System. After review of the proposed plans, policies, and procedures relating to emergency management, the Operational Area Council makes its recommendation to the Disaster Council.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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3. Is the lead agency for the multi-agency emergency operations center management team and the multi-agency incident management teams(s).

4. Fosters an effective flow of disaster information and emergency s on the day-to-day basis through training, exercises, uniformity in planning, and response plans and policies.

5. Standing task forces may be appointed to include:

a. Special Needs Population;

b. Public Health Emergency Preparedness Committee;

c. Faith-Based representation.

The Operational Area Council does not have operational duties or powers during an event or emergency and is created to serve in the preparedness and planning phases only.

D. Meetings of Disaster Council and Operational Area Council.

1. The Disaster Council meets a minimum of twice annually and as often as may be deemed necessary. The Disaster Council operates under the Brown Act for open meetings and local legislative bodies.

2. The Operational Area Council meets quarterly or upon call of the assistant director of emergency services.

E. State of War, State of Emergency or Local Emergency. During a "state of war emergency," "state of emergency" or "local emergency," the chair of the Disaster Council or the Director of Emergency Services may call upon the Disaster Council to meet with the emergency operations center policy group to act as an advisory group on issues as determined by the Director of Emergency Services or the Disaster Council chair.

F. Plan and Agreement Preparation. It is the duty of the Stanislaus County Disaster Council to review and recommend for adoption by the City Council, emergency plans and agreements and such ordinances and resolutions and rules and regulations as are necessary to implement such plans and agreements.

## **2.48.030 Definitions.**

The following definitions shall apply to this chapter.

A. "Emergency" shall mean the actual or threatened existence of conditions of disaster or of extreme peril to the safety of persons and property within the City caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, earthquake, or other conditions, including conditions resulting from war or imminent threat of war, but other than conditions resulting from a labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment and facilities of the City, requiring the combined forces of other political subdivisions to combat; or with respect to regulated energy utilities, a sudden and severe energy shortage which requires extraordinary measures beyond the authority vested in the California Public Utilities Commission.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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B. "Local emergency" means the duly proclaimed existence of an emergency within the territorial limits of this city.

C. "State of emergency" means the duly proclaimed existence of an emergency other than a local emergency.

D. "State of war emergency" means a duly proclaimed State of War Emergency by the Governor whenever California or the nation is attacked by an enemy of the United States, or upon receipt by California of a warning from the federal government indicating that such an enemy attack is probably or imminent. The powers of the Governor granted under a State of War Emergency are commensurate with those granted under a State of Emergency.

## **2.48.040 Emergency Organization.**

All officers and employees of this City, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations, and persons who may by agreement or operation of law be charged with duties incident to the protection of life and property in this County during such emergency, shall constitute the emergency organization of the City.

## **2.48.050 Punishment of Violations.**

It shall be a misdemeanor, for any person, during an emergency, to:

A. Willfully obstruct, hinder or delay any member of the emergency organization in the enforcement of any lawful rule or regulation issued pursuant to this chapter, or in the performance of any duty imposed upon him by virtue of this chapter.

B. Do any act forbidden by any lawful rule or regulation issued pursuant to this chapter, if such act is of such a nature as to give or be likely to give assistance to the enemy or to imperil the lives or property of inhabitants of the City, or to prevent, hinder or delay the defense of protection thereof.

C. Wear, carry or display, without authority, any means of identification specified by the emergency agency of the State.

## **2.48.060 Expenditures.**

Any expenditure made in connection with emergency activities, including mutual aid activities, shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of the City and County.

## **2.48.070 Appointment to Disaster Council.**

Annually, the City shall appoint an elected officer to serve on the City/County Disaster Council.

## **2.48.080 Director and Assistant Director of Emergency Services.**

A. There is hereby created the office of Director of Emergency Services. The City Administrator shall be the Director of Emergency Services.

B. There is hereby created the office of Assistant Director of Emergency Services. The Public Works Director shall be the Assistant Director of Emergency Services and designated as the City's Emergency Manager.



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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## **2.48.090 Powers and Duties of Director and Assistant Director of Emergency Services.**

A. The Director is hereby empowered to:

1. Request the City Council to proclaim the existence or threatened existence of a "local emergency" if the City Council is in session, or to issue such proclamation if the City Council is not in session. Whenever a local emergency is proclaimed by the Director, the City Council shall take action to ratify the proclamation within seven days thereafter, or the proclamation shall have no further force or effect.
2. Request the Governor to proclaim a "state of emergency" when, in the opinion of the Director, the locally available resources are inadequate to cope with the emergency.
3. Control and direct the effort of the emergency organization of the City for the accomplishment of the purposes of this chapter.
4. Direct cooperation between and coordination of services and staff of the emergency organization of the City; and resolve questions of authority and responsibility that may arise between them.
5. Represent the City in all dealings with public or private agencies on matters pertaining to emergencies as defined herein.
6. In the event of the proclamation of a "local emergency" as herein provided, the proclamation of at "state of emergency" by the Governor or the Director of the State Office of Emergency Services, or the existence of a "state of war emergency", the Director is hereby empowered:
  - a. To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the City Council;
  - b. To obtain vital supplies, equipment and such other properties found lacking and needed for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commandeer the same for public use;
  - c. To require emergency services of any City officer or employee and, in the event of the proclamation of a "state of emergency" in the County or the existence of a "state of war emergency", to command the aid of as many citizens of the community as he deems necessary in the execution of his duties; such persons shall be entitled to all privileges, benefits, and immunities as are provided by State Law for registered disaster service workers;
  - d. To requisition necessary personnel or material of any City department or agency; and
  - e. To execute all of his ordinary powers as City Administrator, all of the special powers conferred upon him by this chapter or by resolution or emergency plan pursuant hereto adopted by the City Council, all powers conferred upon him by any statute, by any agreement approved by the City Council, and by any other lawful authority.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

7. The Director of Emergency Services shall designate the order of succession to that office, to take effect in the event the Director is unavailable to attend meetings and otherwise perform his duties during an emergency, succession shall be approved by the City Council.

8. The Assistant Director shall, under the supervision of the Director and with the assistance of emergency service chiefs, develop emergency plans and manage the emergency programs of the City; and shall have such other powers and duties as may be assigned by the Director."

**SECTION 3, Validity:** If any section, subsection, sentence, clause, word, or phrase of this ordinance is held to be unconstitutional or otherwise invalid for any reason, such decision shall not affect the validity of the remainder of this ordinance. The City Council hereby declares that it would have passed this ordinance, and each section, subsection, sentence, clause, word, or phrase thereof, irrespective of the fact that one or more sections, subsections, sentences, clauses, words, or phrases be declared invalid or unconstitutional.

**SECTION 4, No Mandatory Duty:** This ordinance is not intended to and shall not be construed or given effect in a manner that imposes upon the city or any officer or employee thereof a mandatory duty of care toward persons and property within or without the city so as to provide a basis of civil liability for damages, except as otherwise imposed by law.

**SECTION 5, Publication:** Within fifteen (15) days after its final passage, the City Clerk shall cause this Ordinance to be published in full in accordance with California Government Code section 36933.

**SECTION 6, Enactment:** This ordinance shall become effective and be in full force on and after thirty (30) days of its passage and adoption, and prior to the expiration of fifteen (15) days from the passage and adoption thereof, shall be published in the City of Waterford, County of Stanislaus, State of California, together with the names of the members of the City Council voting for and against the same.


The foregoing ordinance was passed and adopted by the City Council of the City of Waterford, County of Stanislaus, State of California, at a regular meeting thereof held on the ~~XX~~ day of ~~XXX~~, 2011.

*October*

AYES: 5  
NOES: 0  
ABSENT: 0  
ABSTAIN: 0

*Goeken, Aldaco, Krause, VanWinkle, Day*


CITY OF WATERFORD

  
Charles Goeken, Mayor

ATTEST:

  
LORI MARTIN, CMC, City Clerk

APPROVED AS TO FORM:

  
CORBETT J. BROWNING  
City Attorney

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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## SUMMARY OF ORDINANCE 2011 – 07

Ordinance 2011-07 amending Title 2, Administration and Personnel, Chapter 2.48 titled Emergency Organization to the Waterford Municipal Code. The proposed amendment provides for the preparation and carrying out of plans for the protection of persons and property within the City in the event of an emergency; the direction of the emergency organization; and the coordination of the emergency functions of the City with all other public agencies, corporations, organizations, and affected private persons.

A certified copy of the full text is posted in the office of the City Clerk. Copies and a complete text of the ordinance are available at Waterford City Hall, 312 E Street, Waterford, CA for review.

This ordinance was adopted by the Waterford City Council on October 6, 2011. The ordinance will be in effect thirty (30) days from the date of adoption.

AYES: 5 Goeken, Ardaco, VanSintel, Krause, Day  
NOES: 0  
ABSENT: 0  
ABSTAIN: 0

**CITY OF WATERFORD**

  
\_\_\_\_\_  
CHARLIE GOEKEN, Mayor

**ATTEST:**

  
\_\_\_\_\_  
LORI MARTIN, City Clerk

**APPROVED AS TO FORM:**

  
\_\_\_\_\_  
CORBETT J. BROWNING, City Attorney

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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## Attachment G

### City of Waterford Resolution No. 2006-47– Adopting the National Incident Management System

**WATERFORD CITY COUNCIL  
RESOLUTION # 2006-47**

**A RESOLUTION OF THE WATERFORD CITY COUNCIL ADOPTING THE  
NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)**

**WHEREAS**, the President in Homeland Security Directive-5, directed the Secretary of the Department of Homeland Security to develop and administer a National Incident Management System, which would provide a consistent nationwide approach for federal, state, local, and tribal governments to work together more effectively and efficiently to prevent, prepare for, respond to, and recover from disasters, regardless of cause, size, or complexity; and,

**WHEREAS**, California pioneered the development of standardized incident management systems to respond to a variety of catastrophic disasters, including fires, earthquakes, floods, and landslides; and,

**WHEREAS**, in the early 1970s, the California fire service, in partnership with the federal government, developed the seminal emergency incident command system that has become the model for incident management nationwide; and,

**WHEREAS**, in 1993, California was the first state to adopt a statewide Standardized Emergency Management System for use by every emergency response organization, and implemented a system to ensure the continual improvement of the Standardized Emergency Management System; and,

**WHEREAS**, California emergency management professionals have contributed their expertise to the development of the new National Incident Management System; and,

**WHEREAS**, it is essential for responding to disasters that federal, state, local, and tribal organizations utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters; and,

**WHEREAS**, the California Standardized Emergency Management System substantially meets the objectives of the National Incident Management System,

**WHEREAS**, the National Commission on Terrorist Attacks (9-11 Commission) recommended adoption of a standardized Incident Command System nationwide; and,

**WHEREAS**, the Governor of the State of California has directed his Office of Emergency Services and Office of Homeland Security in cooperation with the Standardized Emergency Management System Advisory Board to develop a program to integrate the National Incident Management System, to the extent appropriate, into the state's emergency management system;

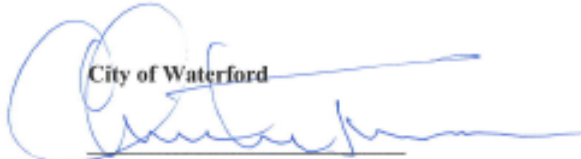
**NOW, THEREFORE, BE IT RESOLVED**, that the City of Waterford, will integrate the National Incident Management System, to the extent appropriate, into the emergency management system; and,

**BE IT FURTHER RESOLVED**, that a copy of this resolution is forwarded to the Governor's Office of Emergency Services.


**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

The foregoing Resolution was passed and adopted by the City Council of the City of Waterford at a regular meeting thereof held on the 4th day of May 2006, by the following vote:

AYES: 5 Turner, Broderick, Gilbert, Krause, Dugovic  
NOES: 0  
ABSTAIN: 0  
ABSENT: 0

  
City of Waterford  
Charles Turner, Mayor

ATTEST:  
  
Eori Martin, City Clerk

APPROVED AS TO FORM:  
  
Corbett J. Browning, City Attorney

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## Attachment H

### City of Waterford Resolution No. 2008-71 – Approving the re-establishment of a combined City/County Disaster Council

#### WATERFORD CITY COUNCIL RESOLUTION #2008-71

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WATERFORD APPROVING AN AGREEMENT WITH THE COUNTY OF STANISLAUS TO PARTICIPATE IN A COMBINED CITY/COUNTY DISASTER COUNCIL AND APPOINTING ONE ELECTED OFFICAL AND AN EMERGENCY MANAGER TO SERVE ON THE COMMITTEE AND AUTHORIZING THE CITY ADMINISTRATOR TO EXECUTE THE AGREEMENT**

**WHEREAS**, Stanislaus County and the City of Waterford have, in the past, each had separate Disaster Councils, and

**WHEREAS**, the purpose of the Disaster Council was to oversee the disaster preparedness activities including the preparation of emergency and disaster plans, policies and procedures, and

**WHEREAS**, Government Code 8610 also allows for Disaster Councils to be created that can be a combination of Cities and Counties for the entire operational area, and

**WHEREAS**, Government Code 8559 defines an operational area as an intermediate level of the state emergency services organization, consisting of a County and all political subdivisions within the County area, and

**WHEREAS**, the Stanislaus County Board of Supervisors adopted the Stanislaus Operational Area Decision Process for Emergency Planning in April 2008 for the purpose of clarifying memberships, purpose, roles and responsibilities of the Disaster Council and Operational Area Council, and

**WHEREAS**, this Emergency Planning Decision Process is based upon the FIRESCOPE Decision Process that is the model used by the Federal Government when developing the National Incident Management System (NIMS), adopted by the Waterford City Council on May 4, 2006 and is also based on the Standardized Emergency Management System (SEMS) and the Incident Command System (ICS); and,

**WHEREAS**, benefits to re-establishing and re-defining the Disaster Council include effective use of resources by establishing one Disaster Council instead of 10, maintaining NIMS/SEMS compliance for grant funding and recovery funding after an emergency event/incident, maintaining local control by membership on the single Disaster Council with ultimate approval for city plans remaining with the Waterford City Council, maximum use of resources in planning, preparedness, response and recovery to emergencies in the Operational Area, and access to the public for input, inclusion, collaboration, coordination, and communication.

**NOW, THEREFORE, BE IT RESOLVED**, that the Waterford City Council hereby authorizes the City Administrator to enter into an agreement with the County of Stanislaus supporting a combined City/County Disaster Council and the Decision Making Process, and appointing one elected official from the Waterford City Council to serve on the revised and newly combined County/City Disaster Council and appointing the Emergency Manager for the City to serve on the Operational Area Council.

**PASSED AND ADOPTED** by the City Council of the City of Waterford at a regular meeting held on the 18<sup>th</sup> day of September 2008, by the following vote:

**AYES:** 3 Krause, Goeken, Weaker  
**NOES:** 0  
**ABSTAIN:** 0  
**ABSENT:** 2 Brodenck-Villa, Aridaco

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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City of Waterford



Ken Krause, Vice Mayor

**ATTEST:**



Lori Martin, City Clerk

**APPROVED AS TO FORM:**



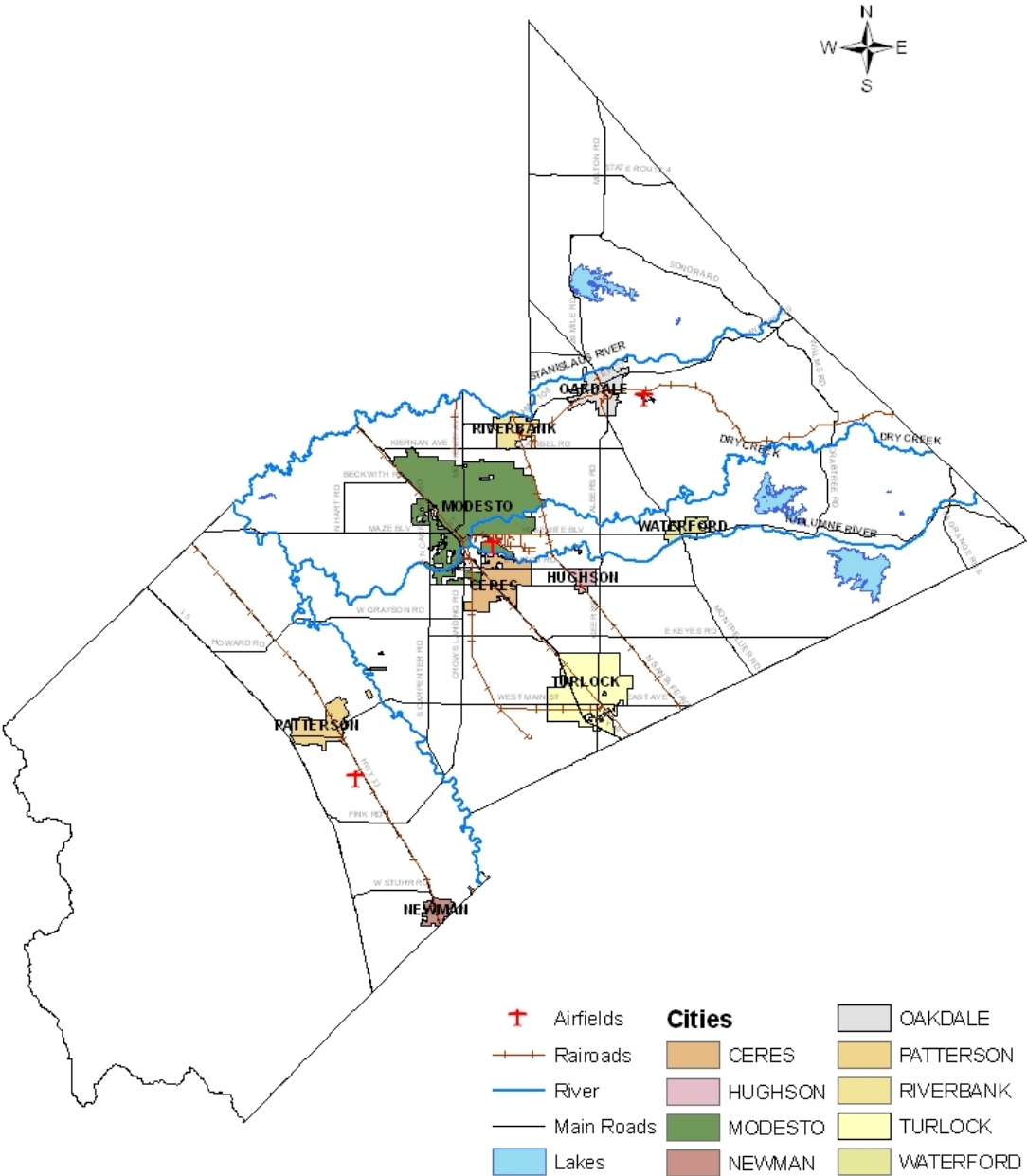
Corbett J. Browning, City Attorney



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## Attachment I

### Stanislaus Operational Area Map



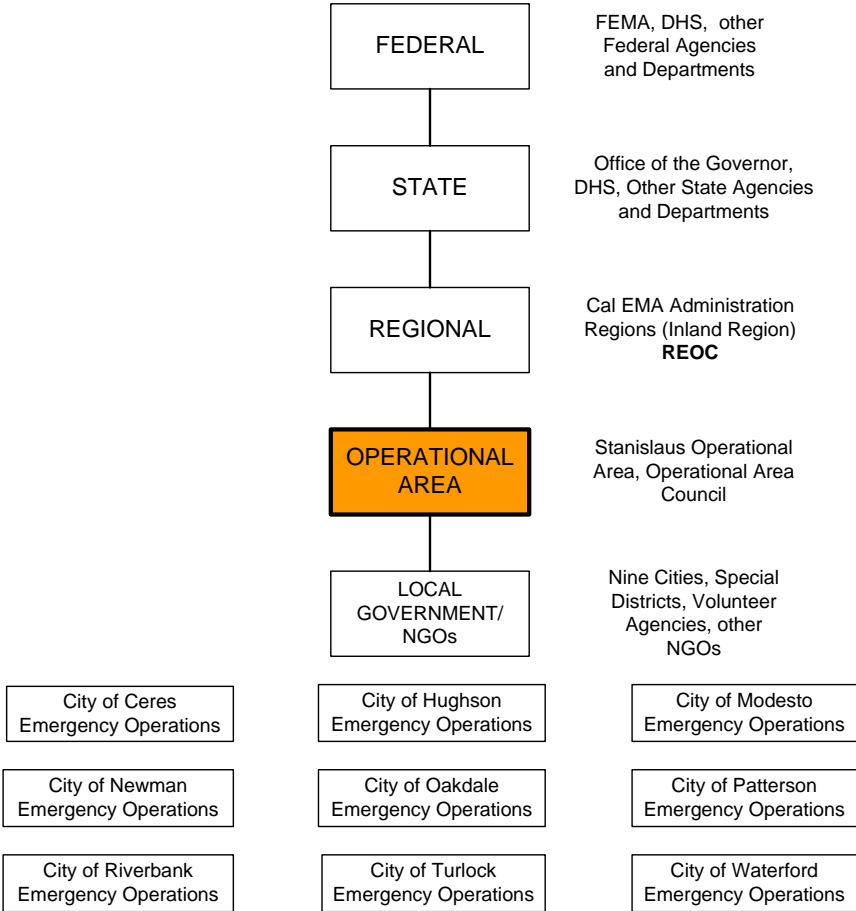
**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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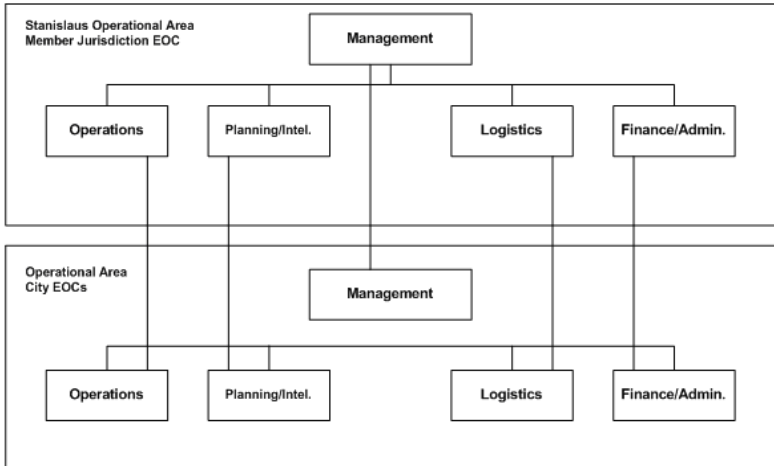
# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## Attachment J

### COORDINATION WITH OTHER SEMS LEVELS



**Lines of Communication and Coordination**

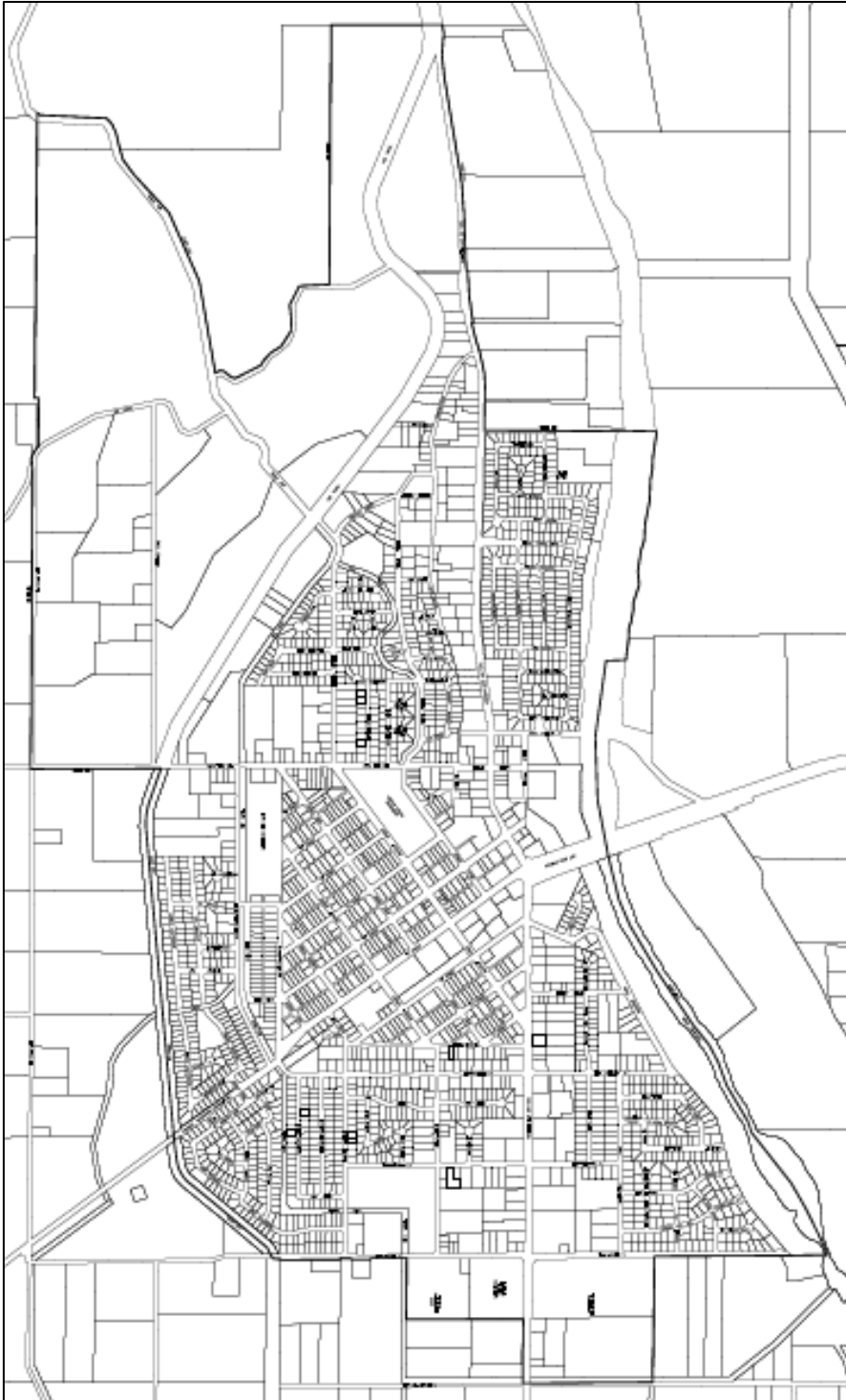


# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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**Attachment K**

**Map of the City of Waterford**

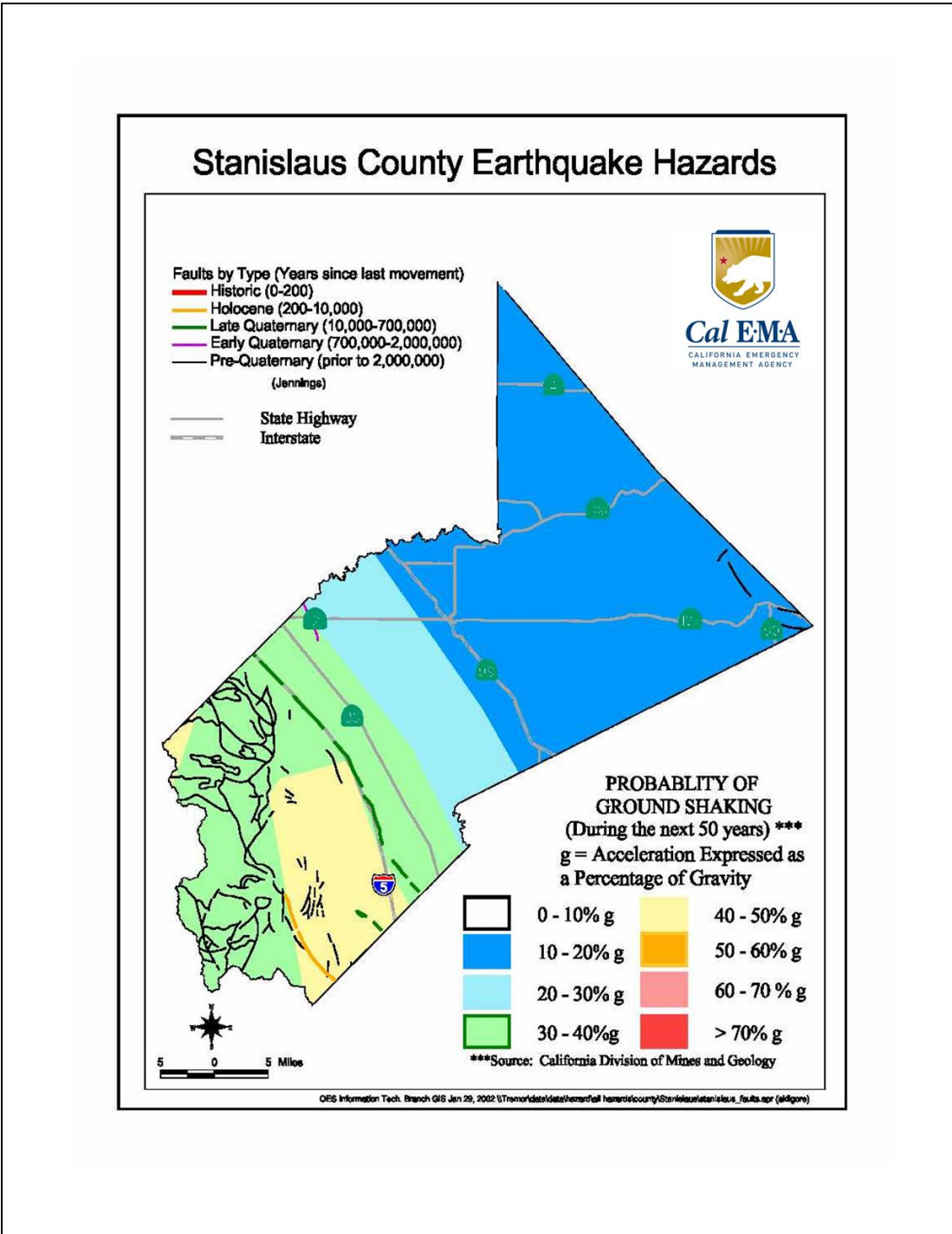


# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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Attachment L

Stanislaus County Fault Zone Map



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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**Attachment M**

**Warning and Flood Stage Table**

**RIVER STATUS (LEVELS) IN STANISLAUS COUNTY**

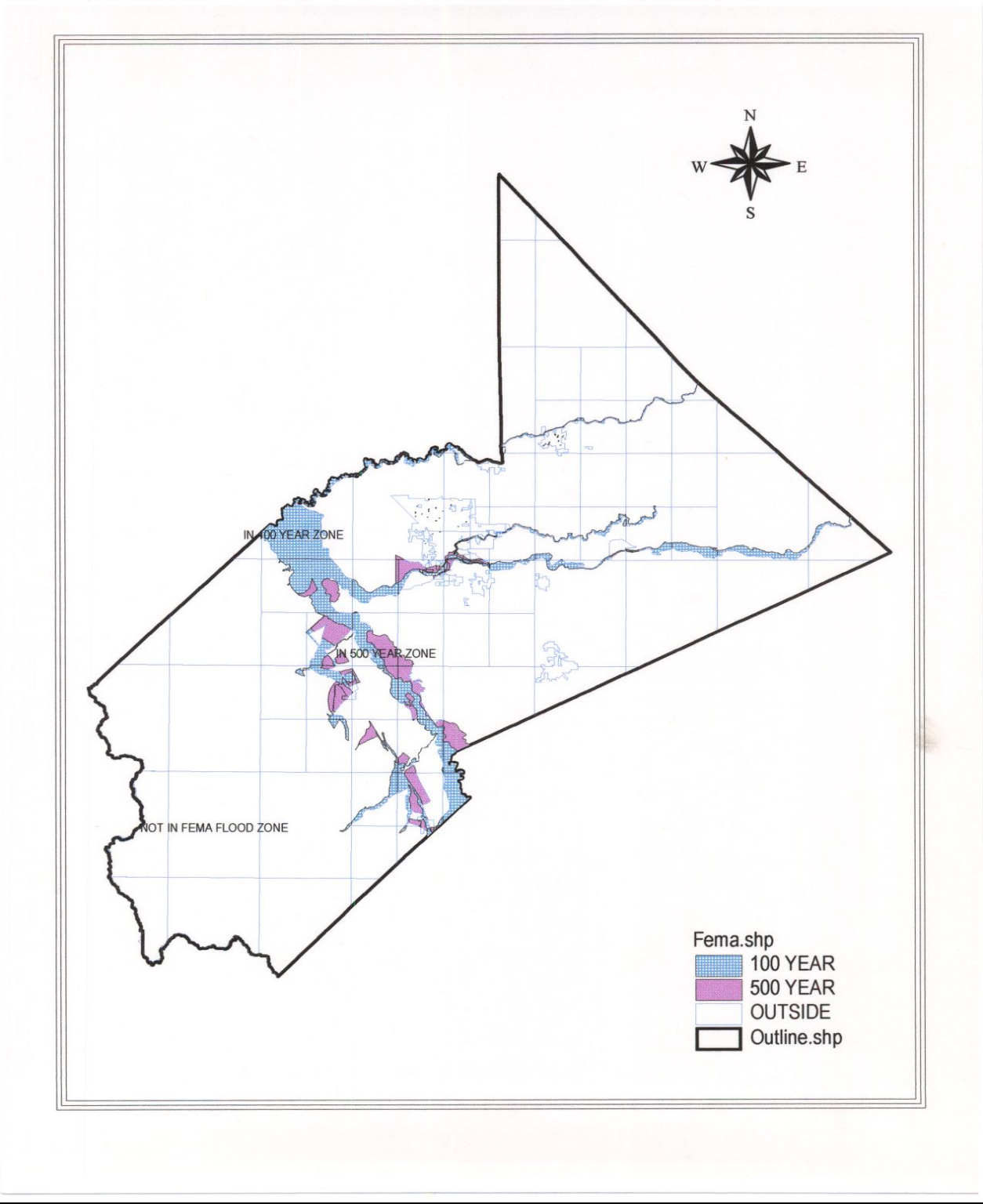
RIVER STATUS 1-800-952-5530						DATE: _____						INITIALS: _____					
<u>RIVER</u>		<u>STATION</u>		<u>WARNING</u>		<u>FLOOD</u>		<u>NOW</u>		<u>TIME</u>							
<b>San Joaquin</b>		New		63		70.4		_____		_____							
		VNS		24.5		29.5		_____		_____							
Forecast:																	
_____																	
_____																	
<b>Tuolumne</b>		MOD		50.5		55		_____		_____							
Forecast:																	
_____																	
_____																	
<b>Stanislaus</b>		OBB		13		16		_____		_____							
Forecast:																	
_____																	
_____																	

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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Attachment N

FEMA 100 Year and 500 Year Projected Flood Plains

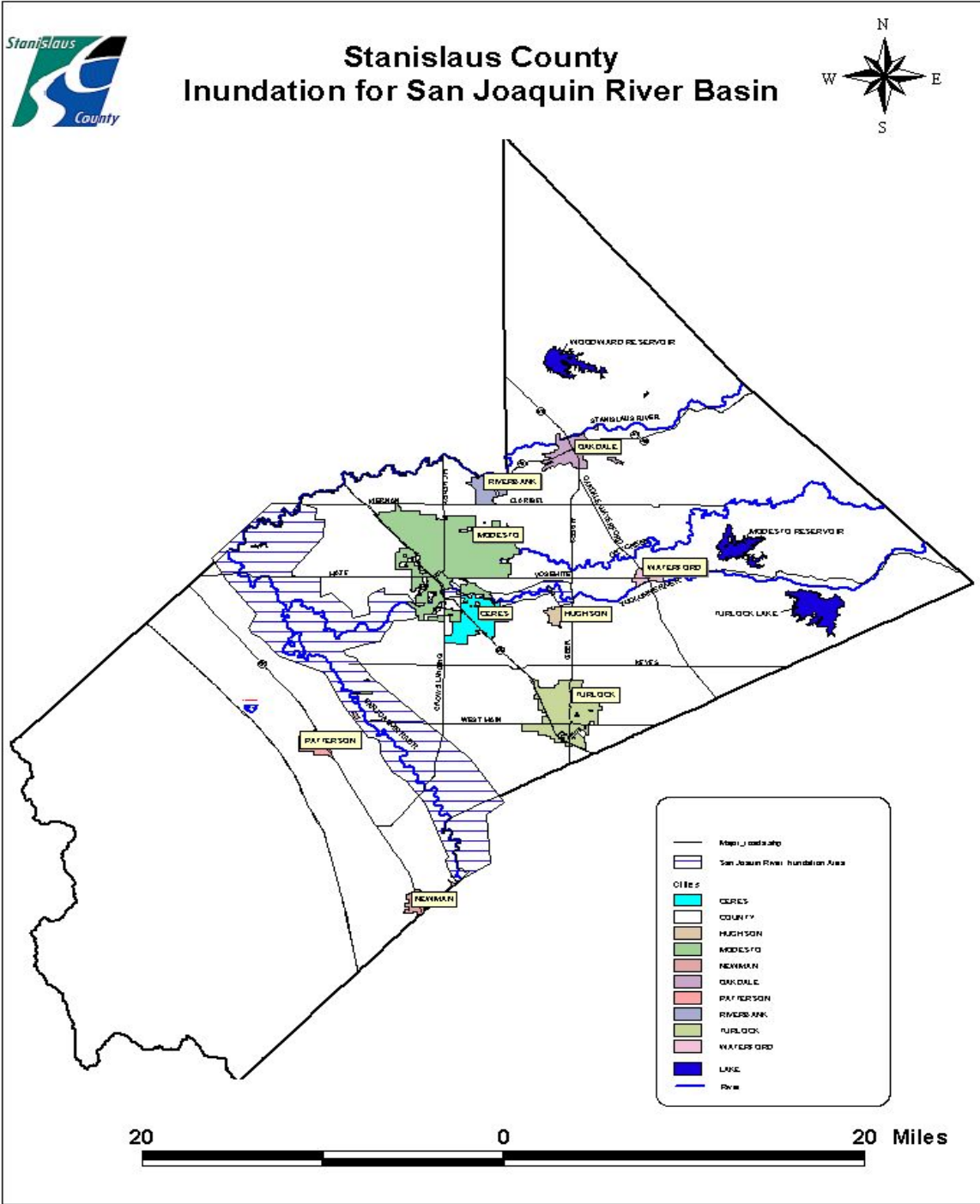


**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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Attachment O

Inundation for San Joaquin River Basin



This map depicts a “Catastrophic Failure.”

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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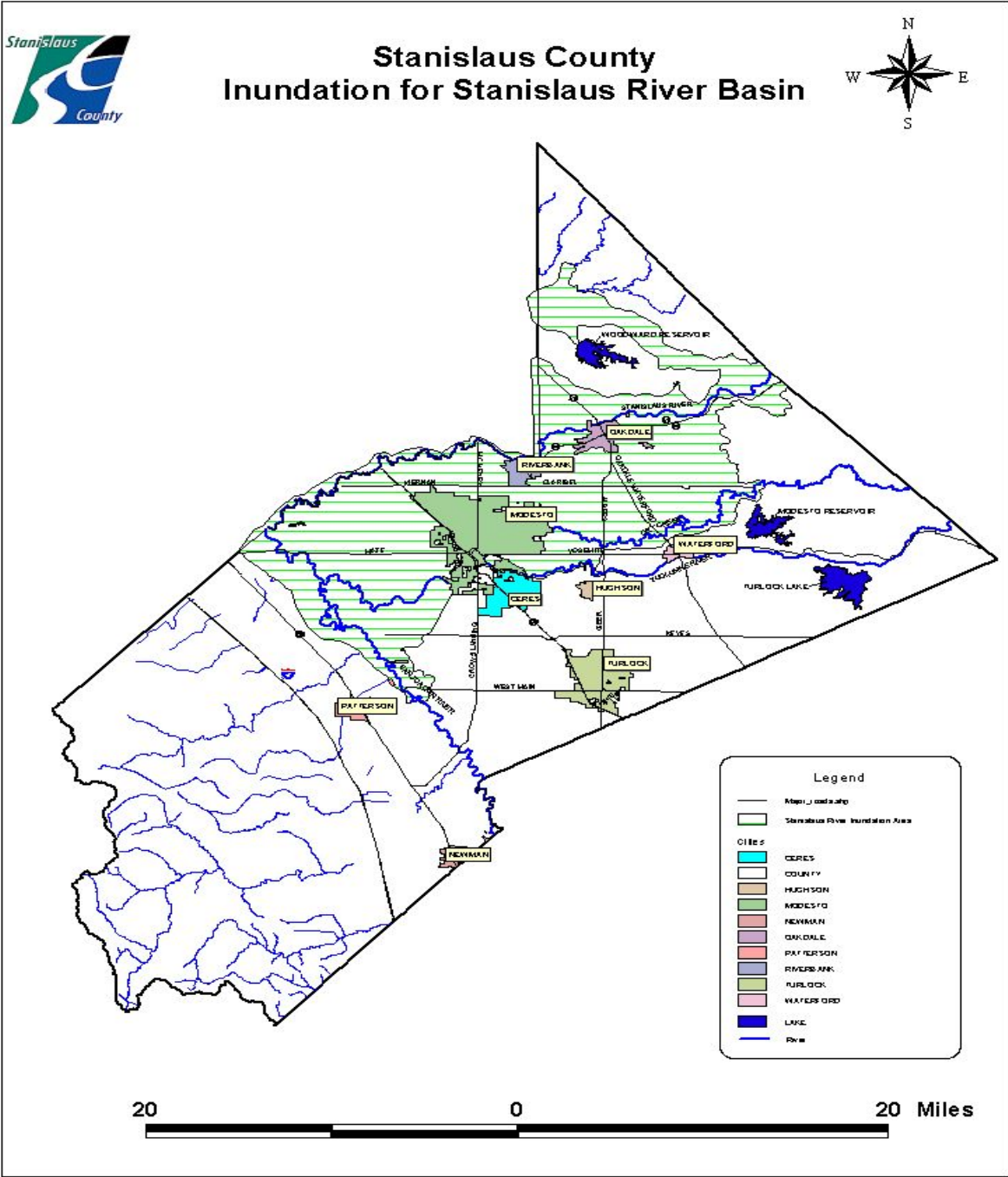
# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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Attachment Q

Inundation for Stanislaus River Basin



This map depicts a “Catastrophic Failure.”

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

## Attachment R

### California Emergency Management Agency Services Inland Region Map



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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**Attachment S**

**City of Waterford List of Standby Officers  
for  
City Council and City Manager**

<b><u>Position</u></b>	<b><u>Standby Officers</u></b>
<b>Mayor</b>	1. <b><u>Vice Mayor</u></b> 2. <b><u>Council Member</u></b> 3. <b><u>Council Member</u></b>
<b>Vice Mayor</b>	1. <b><u>Mayor</u></b> 2. <b><u>Council Member</u></b> 3. <b><u>Council Member</u></b>
<b>Council Member</b>	1. <b><u>Council Member</u></b> 2. <b><u>Council Member</u></b> 3. <b><u>Council Member</u></b>
<b>City Manager</b>	1. <b><u>PW Director</u></b> 2. <b><u>City Clerk</u></b> 3. <b><u>PW Supervisor</u></b>

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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**Attachment T**

**City of Waterford List of Standby Officers  
for  
Directors of Departments who have duties in the maintenance of law  
and order and health and safety services.**

<u>Position</u>	<u>Standby Officers</u>
<b>City Manager</b>	1. <u>    <b>PW Director</b>    </u> 2. <u>    <b>City Clerk</b>    </u> 3. <u>    <b>PW Supervisor</b>    </u>
<b>Public Works Director</b>	1. <u>    <b>City Manager</b>    </u> 2. <u>    <b>City Clerk</b>    </u> 3. <u>    <b>PW Supervisor</b>    </u>
<b>Public Works Supervisor</b>	1. <u>    <b>City Manager</b>    </u> 2. <u>    <b>PW Director</b>    </u> 3. <u>    <b>City Clerk</b>    </u>

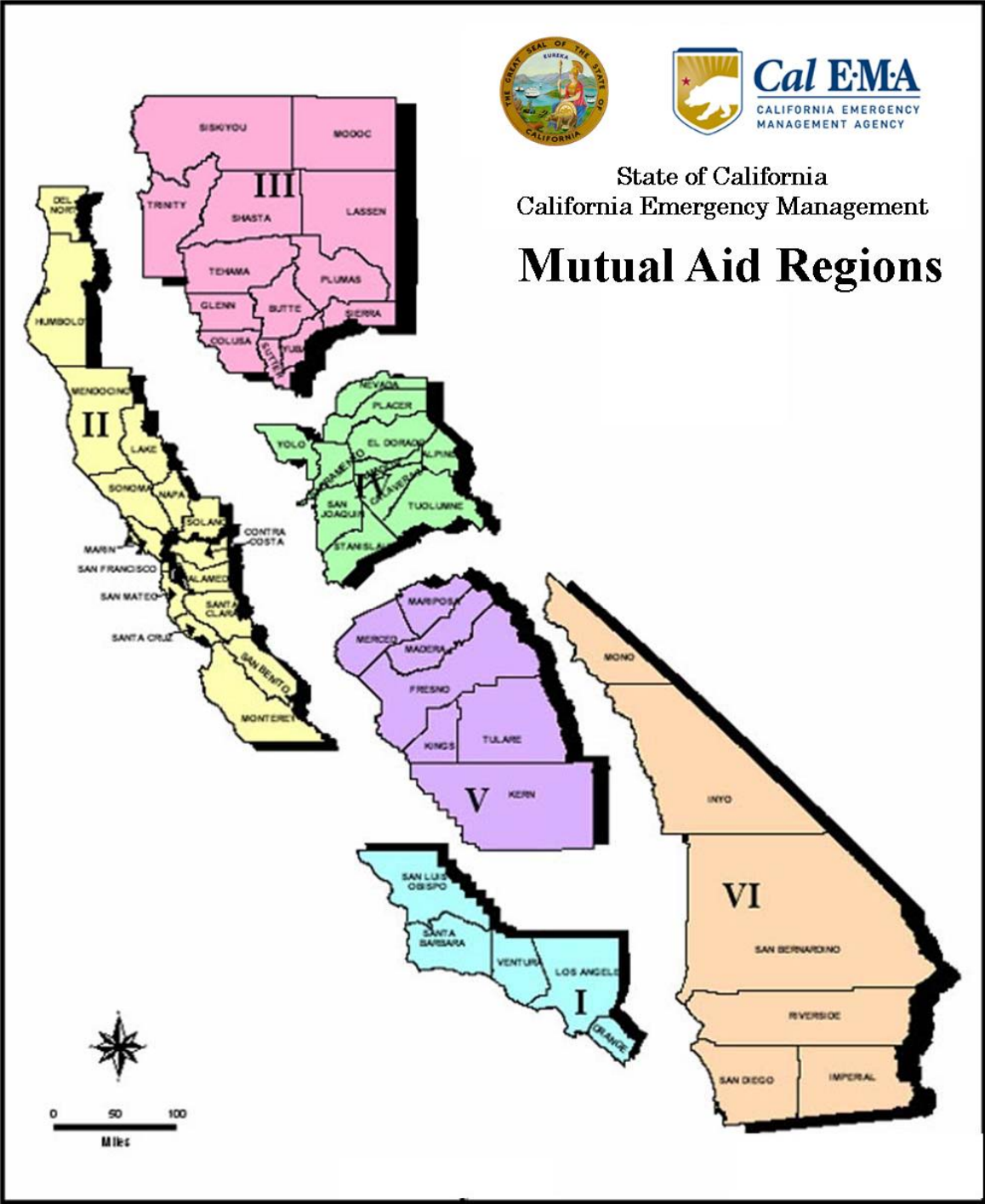
**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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Attachment U

Mutual Aid Regions Map



# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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**Attachment V**

**Emergency Public Information**

California Penal Code 409.5.

(a) Whenever a menace to the public health or safety is created by a calamity including a flood, storm, fire, earthquake, explosion, accident, or other disaster, officers of the Department of the California Highway Patrol, police departments, marshal's office or sheriff's office, any officer or employee of the Department of Forestry and Fire Protection designated a peace officer by subdivision (g) of Section 830.2, any officer or employee of the Department of Parks and Recreation designated a peace officer by subdivision (f) of Section 830.2, any officer or employee of the Department of Fish and Game designated a peace officer under subdivision (e) of Section 830.2, and any publicly employed full-time lifeguard or publicly employed full-time marine safety officer while acting in a supervisory position in the performance of his or her official duties, may close the area where the menace exists for the duration thereof by means of ropes, markers, or guards to any and all persons not authorized by the lifeguard or officer to enter or remain within the enclosed area. If the calamity creates an immediate menace to the public health, the local health officer may close the area where the menace exists pursuant to the conditions set forth in this section.

(b) Officers of the Department of the California Highway Patrol, police departments, marshal's office or sheriff's office, officers of the Department of Fish and Game designated as peace officers by subdivision (e) of Section 830.2, or officers of the Department of Forestry and Fire Protection designated as peace officers by subdivision (g) of Section 830.2 may close the immediate area surrounding any emergency field command post or any other command post activated for the purpose of abating any calamity enumerated in this section or any riot or other civil disturbance to any and all unauthorized persons pursuant to the conditions set forth in this section whether or not the field command post or other command post is located near to the actual calamity or riot or other civil disturbance.

(c) Any unauthorized person who willfully and knowingly enters an area closed pursuant to subdivision (a) or (b) and who willfully remains within the area after receiving notice to evacuate or leave shall be guilty of a misdemeanor.

(d) Nothing in this section shall prevent a duly authorized representative of any news service, newspaper, or radio or television station or network from entering the areas closed pursuant to this section.

**CITY OF WATERFORD EMERGENCY OPERATIONS PLAN**

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# **GLOSSARY OF TERMS**

**November 2011**

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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## Glossary of Terms

### Introduction

The Glossary contains definitions of terms commonly used in the Standardized Emergency Management System (SEMS). The Glossary was developed from a glossary used in the Incident Command System National Training Curriculum. It does not contain terms or definitions related to specific resources for particular application areas. Users should supplement this glossary with agency-specific terms and definitions as appropriate.

### A

#### Action Plan

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. See also Incident Action Plan.

#### Activate

At a minimum, a designated official of the emergency response agency that implements SEMS as appropriate to the scope of the emergency and the agency's role in response to the emergency.

#### After action report

A report covering response actions, application of SEMS, modifications to plans and procedures, training needs, and recovery activities. After action reports are required under SEMS after any emergency which requires a declaration of an emergency. Reports are required within 90 days.

#### Agency

An agency is a division of government with a specific function, or a non-governmental organization (e.g., private contractor, business, etc.) that offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility for incident mitigation), or assisting and/or cooperating (providing resources and/or 1 Part III Supporting Documents Glossary of Terms Standardized Emergency Management System (SEMS) Guidelines assistance). (See Assisting Agency, Cooperating Agency and Multi-agency.)

#### Agency Dispatch

The agency or jurisdictional facility from which resources are allocated to incidents.

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## **Agency Executive or Administrator**

Chief executive officer (or designee) of the agency or jurisdiction that has responsibility for the incident.

## **Agency Representative**

An individual assigned to an incident or to an EOC from an assisting or cooperating agency who has been delegated authority to make decisions on matters affecting that agency's participation at the incident or at the EOC. Agency Representatives report to the Liaison Officer at the incident, or the Liaison Coordinator at SEMS EOC levels.

## **Air Operations Branch Director**

The person primarily responsible for preparing and implementing the air operations portion of the Incident Action Plan. Also responsible for providing logistical support to helicopters operating on the incident.

## **Allocated Resources**

Resources dispatched to an incident.

## **Air Command**

An organization established to: 1) oversee the management of multiple incidents that are each being handled by an Incident Command System organization; or 2) to oversee the management of a very large incident that has multiple Incident Management Teams assigned to it. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed.

## **Assigned Resources**

Resources checked in and assigned work tasks on an incident.

## **Assignments**

Tasks given to resources to perform within a given operational period, based upon tactical objectives in the Incident or EOC Action Plan.

## **Assistant**

Title for subordinates of the Command Staff positions at the Field SEMS level. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be used to supervise unit activities at camps.

## **Assisting Agency**

An agency directly contributing tactical or service resources to another agency.



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## **B**

### **Base**

The location at an incident at which primary logistical functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term "Base.") The Incident Command Post may be collocated with the Base.

### **Branch**

The organizational level at the SEMS Field Level having functional or geographic responsibility for major parts of incident operations. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Section and Units in the Logistics Section. Branches are identified by the use of Roman Numerals or by functional name (e.g., medical, security, etc.). Branches are also used in the same sequence at the SEMS EOC levels.

### **Branch Director**

The ICS title for individuals responsible for supervision of a Branch at the Field Level. At SEMS EOC levels, the title Branch Coordinator is preferred.

## **C**

### **Cache**

A pre-determined complement of tools, equipment and/or supplies stored in a designated location, available for incident use.

### **Camp**

A geographical site, within the general incident area, separate from the Incident Base, equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

### **Chain of Command**

A series of management positions in order of authority.

### **Check-in**

The process whereby resources first report to an incident or into an EOC. Check-in locations at the SEMS Field Level include: Incident Command Post (Resources Unit), Incident Base, Camps, Staging Areas, Helibases, Helispots, and Division Supervisors (for direct line assignments).

### **Clear Text**

The use of plain English in radio communications transmissions. No Ten Codes or agency specific codes are used when utilizing Clear Text.

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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## **Command**

The act of directing, and/or controlling resources at an incident by virtue of explicit legal, agency, or delegated authority. May also refer to the Incident Commander.

## **Command Post**

(See Incident Command Post)

## **Command Staff**

The Command Staff at the SEMS Field Level consists of the Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. These functions may also be found at the EOC levels in SEMS. At the EOC, they would report to the EOC Director but may be designated as Coordinators. At EOCs, the functions may also be established as Sections, or Branches to accommodate subsequent expansion.

## **Communications Unit**

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

## **Community Based Organizations**

**A local organization (which may or may not be an affiliate of a national organization)** with a primary mission to provide services to specific groups of people. This could include services to people who are developmentally disabled, homeless, low-income elderly, non-English speaking, or others. CBOs are usually nonprofit organizations. Most have a 501 (c) (3) tax-exempt status from the Internal Revenue Service. Some may have the nonprofit status from the Franchise Tax Board. In size, they range from all-volunteer organizations that get by on virtually no budget, to multi-million dollar operations. Examples include Food Banks, Centers for Independent Living, Immigration Assistance Programs, Easter Seals, Neighborhood Clinics, and Family Centers.

## **Compensation Unit/Claims Unit**

Functional unit within the Finance/Administration Section responsible for financial concerns resulting from property damage, injuries or fatalities at the incident or within an EOC.

## **Complex**

Two or more individual incidents located in the same general area, which are assigned to a single Incident Commander or to a Unified Command.

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## **Cooperating Agency**

An agency supplying assistance other than direct tactical or support functions or resources to the incident control effort (e.g., American Red Cross, telephone company, etc.)

## **Coordination**

The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra-or inter-agency) does not involve dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within the limits established by specific agency delegations, procedures, legal authority, etc. Multi-agency or Inter-agency coordination is found at all SEMS levels.

## **Coordination Center**

Term used to describe any facility that is used for the coordination of agency or jurisdictional resources in support of one or more incidents.

## **Cost Sharing Agreements**

Agreements between agencies or jurisdictions to share designated costs related to incidents. Cost sharing agreements are normally written but may also be verbal between authorized agency or jurisdictional representatives at the incident.

## **Cost Unit**

Functional unit within the Finance/Administration Section responsible for tracking costs, analyzing cost data, making cost estimates, and recommending cost-saving measures.

## **D**

## **Delegation of Authority**

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

## **Demobilization Unit**

Functional unit within the Planning Section responsible for assuring orderly, safe and efficient demobilization of incident or EOC assigned resources.

## **Department Operations Center**

A facility used by a distinct discipline, such as flood operations, fire, medical, hazardous material, or a unit, such as Department of Public Works, or Department

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of Health. Department Operations Centers may be used at all SEMS levels above the field response level depending upon the needs of the emergency.

## **Deputy Incident Commander (Section Chief or Branch Director)**

A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a Deputy could act as relief for a superior and therefore must be fully qualified in the position. Deputies may also be found as necessary at all SEMS EOC levels.

## **Disaster**

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

## **Dispatch**

The implementation of a command decision to move a resource or resources from one place to another.

## **Dispatch Center**

A facility from which resources are assigned to an incident.

## **Division**

Divisions are used to divide an incident into geographical areas of operation. Divisions are identified by alphabetic characters for horizontal applications and, often, by numbers when used in buildings. Divisions are also used at SEMS EOC levels and are found organizationally between Branches and Units.

## **Division or Group Supervisor**

The position title for individuals responsible for command of a Division or Group at an Incident. At the EOC level, the title is Division Coordinator.

## **Documentation Unit**

Functional unit within the Planning Section responsible for collecting, recording and safeguarding all documents relevant to an incident or within an EOC.

## **E**

## **Emergency**

A condition of disaster or of extreme peril to the safety of persons and property 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.

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## **Emergency Management Coordinator**

The individual within each jurisdiction that is delegated the day-to-day responsibility for the development and maintenance of all emergency management coordination efforts.

## **Emergency Management Director (Emergency Services Director)**

The individual within each political subdivision that has overall responsibility for jurisdiction emergency management. For cities and counties, this responsibility is commonly assigned by local ordinance.

## **Emergency Medical Technician (EMT)**

A health-care specialist with particular skills and knowledge in pre-hospital emergency medicine.

## **Emergency Operations Center (EOC)**

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

## **Emergency Operations Plan**

The plan that each jurisdiction has and maintains for responding to appropriate hazards.

## **Emergency Response Agency**

Any organization responding to an emergency, or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center.

## **Emergency Response Personnel**

Personnel involved with an agency's response to an emergency.

## **EOC Action Plan**

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

## **Event**

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

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## F

### **Facilities Unit**

Functional unit within the Support Branch of the Logistics Section at the SEMS Field Response Level that provides fixed facilities for the incident. These facilities may include the Incident Base, feeding areas, sleeping areas, sanitary facilities, etc.

### **Field Operations Guide**

A pocket-size manual of instructions on the application of the Incident Command System.

### **Finance/Administration Section**

One of the five primary functions found at all SEMS levels, which is responsible for all costs and financial considerations. At the incident and Section can include the Time Unit, Procurement Unit, Compensation/Claims Unit and Cost Unit.

### **Food Unit**

Functional unit within the Service Branch of the Logistics Section responsible for providing meals for incident and/or EOC personnel.

### **Function**

In ICS, function refers to the five major activities in the ICS, i.e., Command, Operations, Planning/Intelligence, Logistics and Finance/Administration. The same five functions are also found at all SEMS EOC levels. At the EOC, the term Management replaces Command. The term function is also used when describing the activity involved, e.g., "the planning function."

### **Functional Element**

Refers to a part of the incident, EOC or DOC organization such as section, branch, group or unit.

## G

### **General Staff**

The group of management personnel reporting to the Incident Commander or to the EOC Director. They may each have a deputy, as needed. At the Field SEMS level, the General Staff consists of:

Operations Section Chief

Planning/Intelligence Section Chief

Logistics Section Chief

# CITY OF WATERFORD EMERGENCY OPERATIONS PLAN

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Finance/Administration Section Chief

At some SEMS EOC levels, the position titles are Section Coordinators.

## **Generic ICS**

Refers to the description of ICS that is generally applicable to any kind of incident or event.

## **Ground Support Unit**

Functional unit within the Support Branch of the Logistics Section at the SEMS Field Response level that is responsible for the fueling, maintaining and repairing of vehicles, and the transportation of personnel and supplies.

## **Group**

Groups are established to divide the incident into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. (See Division) Groups are located between Branches (when activated) and Resources in the Operations Section.

## **H**

### **Helibase**

The main location for parking, fueling, maintenance, and loading of helicopters operating in support of an incident. It is usually located at or near the incident base.

### **Helispot**

Any designated location where a helicopter can safely take off and land. Some helispots may be used for loading of supplies, equipment, or personnel.  
Hierarchy of Command (See Chain of Command)

## **I**

### **Incident**

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

### **Incident Action Plan**

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 Base**

Location at the incident where the primary logistics functions are coordinated and administered. (Incident name or other designator will be added to the term

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"Base.") The Incident Command Post may be collocated with the Base. There is only one Base per incident.

## **Incident Commander**

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

## **Incident Command Post (ICP)**

The location at which the primary command functions are executed. The ICP may be collocated with the incident base or other incident facilities.

## **Incident Command System (ICS)**

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

## **Incident Communications Center**

The location of the Communications Unit and the Message Center.

## **Incident Management Team**

The Incident Commander and appropriate General and Command Staff personnel assigned to an incident.

## **Incident Objectives**

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

## **Information Officer**

A member of the Command Staff responsible for interfacing with the public and the media or with other agencies requiring information directly from the incident. There is only one Information Officer per incident. The Information Officer may have assistants. This position is also referred to as Public Affairs or Public Information Officer in some disciplines. At SEMS EOC levels, the information function may be established as a Coordinator or as a section or branch reporting directly to the EOC Director.

## **Initial Action**

The actions taken by resources, which are the first to arrive at an incident.



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## **Initial Response**

Resources initially committed to an incident.

## **J**

### **Jurisdiction**

The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation.

Jurisdictional authority at an incident can be political/geographical (e.g., special district, city, county, state or federal boundary lines), or functional (e.g., police department, health department, etc.). (See Multijurisdiction)

### **Jurisdictional Agency**

The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

## **L**

### **Landing Zone**

(See Helispot)

### **Leader**

The ICS title for an individual responsible for a functional unit, task forces, or teams.

### **Liaison Officer**

A member of the Command Staff at the Field SEMS level responsible for coordinating with representatives from cooperating and assisting agencies. At SEMS EOC levels, the function may be done by a Coordinator and/or within a Section or Branch reporting directly to the EOC Director.

### **Life-Safety**

Refers to the joint consideration of both the life and physical well being of individuals.

### **Local Government**

Means local agencies per Article 3 of the SEMS regulations. The Government Code 8680.2 defines local agencies as any city, city and county, county, school district or special district.

### **Local Government Advisory Committee (LGAC)**

Committees established by the Director of OES to provide a forum for the exchange of information among the cities and counties of a Mutual Aid Region. The LGAC may develop a consensus of action and policy among local emergency

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managers on issues, policies, and programs of concern to local governments, and if necessary bring such concerns to the attention of the OES Executive Management. This Committee has become inactive with the advent of the Mutual Aid Regional Advisory Committees.

## **Logistics Section**

One of the five primary functions found at all SEMS levels. The Section responsible for providing facilities, services and materials for the incident or at an EOC.

## **M**

### **Management by Objectives**

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

### **Master Mutual Aid Agreement**

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

### **Marshaling Area**

An area used for the completed mobilization and assemblage of personnel and resources prior to their being sent directly to the disaster affected area. Marshaling Areas are utilized particularly for disasters outside of the continental United States.

### **Medical Unit**

Functional unit within the Service Branch of the Logistics Section at SEMS Field levels responsible for the development of the Medical Emergency Plan, and from providing emergency medical treatment of incident personnel.

### **Message Center**

The Message Center is part of the Incident or EOC Communications Center and is collocated or placed adjacent to it. It receives, records, and routes information to appropriate locations at an incident or within an EOC.

### **Mobilization**

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

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## **Mobilization Center**

An off-incident location at which emergency service personnel and equipment are temporarily located pending assignment to incidents, release, or reassignment.

## **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.

## **Multi-Agency Coordination System (MACS)**

The combination of personnel, facilities, equipment, procedures and communications integrated into a common system. When activated, MACS has the responsibility for coordination of assisting agency resources and support in a multi-agency or multijurisdictional environment. A MAC Group functions within the MACS. MACS organizations are used within the California Fires Services.

## **Multi-Agency Incident**

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

## **Multijurisdictional Incident**

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

## **Mutual Aid Agreement**

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

## **Mutual Aid Coordinator**

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

## **Mutual Aid Region**

A mutual aid region is a subdivision of state OES established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more county (operational) areas.

## **O**

## **Office of Emergency Services**

The Governor's Office of Emergency Services.

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## **Operational Area**

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

## **Operational Period**

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

## **Operations Section**

**One of the five primary functions found at all SEMS levels. The Section** responsible for all tactical operations at the incident, or for the coordination of operational activities at an EOC. The Operations Section at the SEMS Field Response Level can include Branches, Divisions and/or Groups, Task Forces, Teams, Single Resources and Staging Areas. At the EOC levels, the Operations Section would contain Branches or Divisions as necessary because of span-of-control considerations.

## **Out-of-Service Resources**

Resources assigned to an incident but unable to respond for mechanical, rest, or personnel reasons.

## **P**

### **Planning Meeting**

A meeting held as needed throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. On larger incidents, the planning meeting is a major element in the development of the Incident Action Plan. Planning meetings are also an essential activity at all SEMS EOC levels.

### **Planning Section**

(Also referred to as Planning/Intelligence) One of the five primary functions found at all SEMS levels. Responsible for the collection, evaluation, and dissemination of information related to the incident or an emergency, and for the preparation and documentation of Incident or EOC Action Plans. The section also maintains information on the current and forecasted situation, and on the status of resources assigned to the incident. At the SEMS Field Response Level, the Section will include the Situation, Resource, Documentation, and Demobilization Units, as well as Technical Specialists. Other units may be added at the EOC level.

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## **Procurement Unit**

Functional unit within the Finance/Administration Section responsible for financial matters involving vendor contracts.

## **Public Information Officer**

The individual at field or EOC level that has been delegated the authority to prepare public information releases and to interact with the media. Duties will vary depending upon the agency and SEMS level.

## **R**

### **Recorders**

Individuals within ICS or EOC organizational units who are responsible for recording information. Recorders may be found in Planning, Logistics and Finance/Administration Units.

### **Region Emergency Operations Center (REOC)**

Facilities found at State OES Administrative Regions. REOCs are used to coordinate information and resources among operational areas and between the operational areas and the state level.

### **Reporting Locations**

Specific locations or facilities where incoming resources can check-in at the incident. (See Check-in).

### **Resources**

Personnel and equipment available, or potentially available, for assignment to incidents or to EOCs. Resources are described by kind and type, and may be used in tactical support or supervisory capacities at an incident or at EOCs.

### **Resources Unit**

Functional unit within the Planning Section at the SEMS Field Response level responsible for recording the status of resources committed to the incident. The Unit also evaluates resources currently committed to the incident, the impact that additional responding resources will have on the incident, and anticipated resource needs.

## **S**

### **Safety Officer**

A member of the Command Staff at the incident or within an EOC responsible for monitoring and assessing safety hazards or unsafe situations, and for developing measures for ensuring personnel safety. The Safety Officer may have assistants.

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## **Section**

The organization level with responsibility for a major functional area of the incident or at an EOC, e.g., Operations, Planning/Intelligence, Logistics, Administration/Finance.

## **Section Chief**

The ICS title for individuals responsible for command of functional sections: Operations, Planning/Intelligence, Logistics, and Administration/Finance. At the EOC level, the position will be Section Coordinator.

## **Service Branch**

A Branch within the Logistics Section responsible for service activities at the incident. Includes the Communications, Medical and Food Units.

## **Single Resource**

An individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work supervisor that can be used on an incident.

## **Situation Unit**

Functional unit within the Planning Section responsible for the collection, organization and analysis of incident status information, and for analysis of the situation as it progresses. Reports to the Planning Section Chief.

## **Span-of-control**

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

## **Special District**

A unit of local government (other than a city, county, or city and county) with authority or responsibility to own operate or maintain a project (as defined in California Code of Regulations Section 2900(s) for purposes of natural disaster assistance. This may include a joint powers authority established under Section 6500 et.seq.of the Code.

## **Staging Area**

Staging Areas are locations set up at an incident where resources can be placed while awaiting a tactical assignment. Staging Areas are managed by the Operations Section.

## **Staging Area Managers**

Individuals within ICS organizational units that are assigned specific managerial responsibilities at Staging Areas (Also Camp Manager).

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## **Standardized Emergency Management System (SEMS)**

A system required by California Government Code for managing response to multi-agency and multijurisdictional emergencies in California. SEMS consists of five organizational levels, which are activated as necessary: Field Response, Local Government, Operational Area, Region, State.

## **State Operations Center (SOC)**

An EOC facility operated by the Governor's Office of Emergency Services at the state level in SEMS.

## **Strategy**

The general plan or direction selected to accomplish incident or EOC objectives.

## **Supply Unit**

Functional unit within the Support Branch of the Logistics Section responsible for ordering equipment and supplies required for incident operations.

## **Support Branch**

A Branch within the Logistics Section responsible for providing personnel, equipment and supplies to support incident operations. Includes the Supply, Facilities and Ground Support Units.

## **Support Resources**

Non-tactical resources under the supervision of the Logistics, Planning/Intelligence, Finance/Administration Sections or the Command Staff.

## **Supporting Materials**

Refers to the several attachments that may be included with an Incident Action Plan, e.g., communications plan, map, safety plan, traffic plan, and medical plan.

## **T**

## **Tactical Direction**

Direction given by the Operations Section Chief at the SEMS Field level which includes the tactics appropriate for the selected strategy, the selection and assignment of resources, tactics implementation, and performance monitoring for each operational area.

## **Task Force**

A combination of single resources assembled for a particular tactical need, with common communications and a leader.

## **Team**

(See Single Resource)

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## **Technical Specialists**

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

## **Time Unit**

Functional unit within the Finance/Administration Section responsible for recording time for incident or EOC personnel and hired equipment.

## **Type**

Refers to resource capability. A Type 1 resource provides a greater overall capability due to power, size, capacity, etc., than would be found in a Type 2 resource. Resource typing provides managers with additional information in selecting the best resource for the task.

## **U**

### **Unified Area Command**

A Unified Area Command is established when incidents under an Area Command are multijurisdictional. (See Area Command and Unified Command)

### **Unified Command**

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

### **Unit**

An organizational element having functional responsibility. Units are commonly used in incident Planning/Intelligence, Logistics, or Finance/Administration sections and can be used in operations for some applications. Units are also found in EOC organizations.

### **Unity of Command**

The concept by which each person within an organization reports to one and only one designated person.