

# City of Vacaville

## Emergency Operations Plan



# Emergency Operations Plan

## Volume 1- Base Plan



**Updated January 2023**

**City of Vacaville**

**650 Merchant Street**

**Vacaville, CA 95688**

**707.449.5100**

## Letter of Promulgation

March 2023

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

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

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

Once adopted, this plan is an extension of the County of Solano and State of California Emergency Plan. It will be reviewed and exercised periodically and revised as necessary to satisfy changing conditions and needs.

The City of Vacaville gives their full support to this Emergency Operations Plan and urge all officials, employees, and residents—individually and collectively—to do their share in the whole community emergency effort of the City of Vacaville. This EOP became effective when approved by the City Council.

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Mayor

City of Vacaville

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## Introduction

Emergencies happen every day, such as medical emergencies, fires, and traffic accidents. Local agency responders, typically emergency medical, fire departments, and law enforcement are equipped and trained to respond to these day-to-day type incidents. They utilize equipment and support services, both public and private, to assist them as needed. Support services include public works resources, tow trucks, bus company resources, non-profit organizations, and a multitude of other service entities.

When the emergencies extend beyond the capabilities of the local first responders, they will seek additional support through existing Mutual Aid Agreements and/or request support resources from other local and regional agencies. This is typically required during major emergencies including minor earthquakes, floods, acts of terrorism, fires (both residential and wildland), or major traffic accidents. If these emergencies occur in unincorporated areas of the County, across multiple jurisdictions, or require regional or state assistance, the Solano County Office of Emergency Services is called upon to coordinate requests for assistance, set up mobile command centers, activate the Operational Area Emergency Operations Center (EOC), help prioritize emergency resources, and manage critical information flow for responders, news media and the public. The City is primarily responsible for its own jurisdiction and often will be called upon to assist others.

Plans and procedures to handle the day-to-day emergency events are already in place and personnel are trained and equipped. Local and County agencies, both public and private, are aware of the plans and procedures and invoke them when necessary. These are considered localized emergency incidents and there is typically no need to proclaim a local emergency.

However, when significant events such as major earthquakes, floods, aircraft disasters, or terrorist activities overwhelm local capabilities, additional systems outlined in the City of Vacaville Emergency Operations Plan (EOP) may need to be activated, beginning with the proclamation of a local, state, or federal level emergency. City employees may be called upon to assist in the planning for such a disaster, or in the activation, operation, or deactivation of the systems and procedures outlined in the EOP. Therefore, City personnel must be knowledgeable of the plan. Department personnel who will or may be involved in the implementation processes outlined in the EOP should familiarize themselves with the plan.

## **Plan Development and Maintenance**

The EOP is developed under the authority of City Council. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and experience obtained from exercises or responding to real events. This section describes the plan development and maintenance process for keeping the EOP current, relevant, and in compliance with SEMS, NIMS, and other applicable guidelines or requirements.

### **Development and Maintenance Responsibilities**

The Emergency Manager is responsible for the development and maintenance of the EOP. Each City department tasked with a functional responsibility is responsible for participating in the development and maintenance of relevant portions of the EOP, which includes assigned functional annexes. The Emergency Manager is authorized to make necessary changes between review and revision periods.

## Development Process

The initial development and the development of new material follow basic guidelines for strategic planning. The process is led by Emergency Manager using stakeholders to assist in the development of the EOP. Stakeholders participate in functional work groups to generate material for the EOP.

The Emergency Manager combines the contributions of the stakeholders and other subject matter experts to develop the draft EOP. The stakeholders review the draft EOP and provide comments.

The Emergency Manager addresses the comments, making edits to the draft EOP as necessary, and produces the final EOP. Stakeholder involvement is key to developing a comprehensive EOP that is useful, applicable, and supported by all City departments and partners in the City.

## Revision and Maintenance Process

A review of the EOP is scheduled bi-annually to ensure the plan elements are valid, current, and remain in compliance with SEMS, NIMS, and other instructions. Similar to the development process, each responsible department/agency reviews and updates its portion of the EOP and/or modifies its standard operating procedures as required based on deficiencies identified during exercises or real events. All revisions to the EOP are documented in the Record of Changes at the front of the plan.

## Triggers for Plan Updates

In addition to periodic reviews, the EOP will also be reviewed and updated after the following events:

- A major incident

- A change in operational resources (e.g., policy, personnel, organizational structures, management processes, facilities, equipment)
- A formal update of planning guidance or standards

## Plan Implementation

This plan should provide any reader with a thorough understanding of the emergency organization and the process of preparing, responding to, and recovering from disasters. Use of this plan will differ according to the needs of the reader. All personnel need to be familiar with the plan, although only a few will need all chapters. Most will focus their attention on the parts of the plan specific to their needs and responsibilities.

The plan provides the basis for developing agency-specific, detailed checklists and standard operating procedures.

By using this EOP appropriately, City departments and external representatives supporting the City of Vacaville EOC should:

- Know what they and other organizations are responsible for doing,
- Know how to perform their functions,
- Avoid inefficiencies, duplications, and oversights in performing functions, and
- Be able to coordinate effective response and recovery operations across organizations and jurisdictions.



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## Record of Changes

Record of Changes		
Date	Change	Signature

## Emergency Operations Plan Distribution

The departments or agencies in Table 4 are to have complete copies of the most recent versions of the City of Vacaville Emergency Operations Plan.

**TABLE 1: PLAN DISTRIBUTION**

Plan Distribution	
Department/Jurisdiction	Number
City Council	7
City Manager's Office	2
Police Department	4
Fire Department	4
Public Works	4
City Utilities Department	4
Human Resources	2
City Attorney	3
Solano County	1

## Purpose and Scope

### Purpose

The EOP addresses City of Vacaville's planned response to extraordinary emergency situations associated with natural, technological, and human caused emergencies or disasters within or affecting City of Vacaville. This plan is the principal guide for City of Vacaville's response to, management of, and recovery from real or potential emergencies and disasters occurring within its designated geographic boundaries. Specifically, this plan is intended to:

- Facilitate multi-jurisdictional and interagency coordination in emergency situations, particularly between local government, the Operational Area (geographic boundary of Solano County), and appropriate State and Federal agencies and entities.
- Serve as an operational plan as well as a reference document that may be used for pre-emergency planning as well as emergency operations.
- Interface with applicable local, state, and federal contingency plans.
- Guide users through the emergency management phases of preparedness, response, and recovery.
- Identify the components of an Emergency Management Organization and establish associated protocols required to effectively respond to, manage and recover from major emergencies and disasters.
- Establish the operational concepts and procedures associated with the coordination of resources and support to field responders in an emergency; the management of the

Emergency Operations Center (EOC) activities; and the processes toward short-term and long-term recovery.

- Establish the organizational framework for implementation of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) within the City of Vacaville.

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

## Scope

This EOP provides guidance on response to the most likely and demanding emergency conditions. It does not supersede the well-established operational policies and procedures for coping with and responding to day-to-day emergencies involving law enforcement, the fire service, medical aid, transportation services, flood control, or other discipline-specific emergency response systems. It is intended as a supplement and compliment to such systems. This EOP does however place emphasis on those unusual and unique emergency conditions that will require extraordinary response beyond the ability of any one or common set of organizations to respond. Neither does this EOP include detailed response level operating instructions or procedures. Each organization identified in this EOP is responsible for, and expected to develop, implement, and test policies, instructions, and standard operating procedures (SOPs) or checklists that reflect the tactical, operational, strategic, and executive mission spaces and incident management concepts contained in this EOP.

Coordinated response and support roles must be defined by these organizations to facilitate the ability to respond to and manage any given incident.

This document is not intended to be an overview of the City's Emergency Operations Center functions, procedures, section responsibilities, or positions specific standard operating procedures. These issues are covered more specifically in the Emergency Management Annex to this EOP, and in the Standardized Emergency Management System (SEMS) position specific checklists which are maintained in position specific binders in the City of Vacaville EOC.

## **Situation**

The City of Vacaville, with a population of 103,078 in 2021, lies on the northern portion of Solano County. Its area is approximately 29 square miles and is the third largest city in Solano County. Potential threats that could impact the City include wildland fires, floods, earthquakes, and a host of other natural and manmade disasters. The fire hazard situation is complicated because large areas to the west and south of the City are high fire zones with mountainous terrain, steep slopes, and deep canyons. Earthquakes present a unique problem because, in addition to direct earthquake damage the City is susceptible to liquefaction and has a number of underground pipelines moving volatile liquids and natural gas. Couple this with a transportation system that essentially cuts the City in half and an earthquake has the potential to also create hazardous chemical spills, fires, and choke points that prevent the movement of people and resources.

The City's economic base is retail and light industry. The principle sources of income are wholesale and retail trades, and biotechnology/pharmaceutical facilities operated by Genentech, ALZA Corporation, Kaiser Permanente, and Novartis International AG. There are

two state prisons in Vacaville: California State Prison, Solano, and California Medical Facility.

The latter prison houses inmates undergoing medical treatments.

## Geography

The County landscape is defined by mountain ranges to the west, with valleys and farmland to the east, forming principal drainage basins aligned on a predominately north to south axis. Steep, brushy slopes in the mountains make wildland fires difficult to contain, while prevailing southwesterly winds exacerbate containment of grass fires in the valleys.

The City is generally centered on the valley floor, with the western and southern portions merging into the foothills. To the north and east there are large expanses of agricultural land. There is only one area – to the south on Peabody Road – which comes close to another city’s boundaries and infrastructure (City of Fairfield).

The southern area of the County is located at or near sea level, and is comprised of the Suisun Bay, (with small islands and sloughs on the Coastal most part of the county), the Sacramento River and Deep Water Channel running southwest, and the Suisun Marsh, the largest contiguous marsh in the United States designated for the preservation and enhancement of wildlife.

## Transportation

With major lines of transcontinental highways and railways bisecting its territory, Solano serves as a “conduit” county. Interstate Route 80, interconnecting with heavily traveled feeder routes 680, 505, and State Routes 12 and 113 traverse its territory. Generally, on the same northeast - southwest line, the Union Pacific Railroad moves massive amounts of freight, much of it hazardous, through the County. Amtrak’s California Capitol Corridor trains use the UP track system to provide

passenger service between Sacramento and San Jose with a stop in Suisun City. High-capacity pipelines carry volatile liquids and natural gas, mostly using railroad easements to the south and the east. A major waterway, the San Joaquin-Sacramento Ship Channel, carries traffic through the Carquinez Strait to major inland ports.

The city is essentially bifurcated by I-80. There are only a handful of roads that either cross over or under the highway creating chokepoints in moving citizens, personnel, or material to the opposite side.



## Hazard Overview

A hazard identification survey indicates that the City of Vacaville is subject, in varying degrees, to the effects of the following:

Aircraft Crashes

Dam Failure

Drought

Fire

Flood

Hazardous Materials Incident

Landslides

Major Earthquake/Liquefaction

Mass Causality Incident

Severe Weather and Storms

Terrorist Incidents and War

While a coordinated response to these hazards is generally described in the Emergency Operations Plan, specific operational procedures applicable to the hazard are maintained by each department and in the EOP's hazard specific annexes. More detailed information regarding the hazards to the City, including the probability and impact matrix, can be found in the current City of Vacaville Hazard Mitigation Plan.

## Aircraft Crashes

The City identifies aircraft crashes as a disaster the City is subject to. Although the potential impacts would affect a smaller geographic area than the other hazards discussed in this EOP, aircraft crashes often lead to death and injuries. With the County operated Nut Tree Municipal Airport sitting within the city borders and situated underneath Travis Air Force Base flightlines, the City of Vacaville Office must train and be prepared to properly respond to an accident.

## Dam Failure

A dam failure will cause loss of life, damage to property and other ensuing hazards, as well as the displacement of persons residing in the inundation path. There could be loss of communications, damage to transportation routes and the disruption of utilities and other essential services. Public health would be a major concern.

There are 22 dams in Solano County; eight of which are classified as High Hazard, ten as Significant Hazard, and four as Low Hazard. According to the National Inventory of Dams, there are six additional dams identified as having potential inundation in the County in the event of a dam failure. Vacaville has two dams, both with limited threat to life and property. However, a major failure of the Monticello Dam would impact the City.

The two dams that would cause the most inundation and damage if they were breached while at full capacity are the Monticello (Lake Berryessa) and Lake Herman Dams.

In addition, there are dams in neighboring counties which, if breached, may cause flooding in City of Vacaville. These include the dams at Lake Madigan, Lake Curry and Lake Frey. Figure 1 shows Solano County and the neighboring dams.

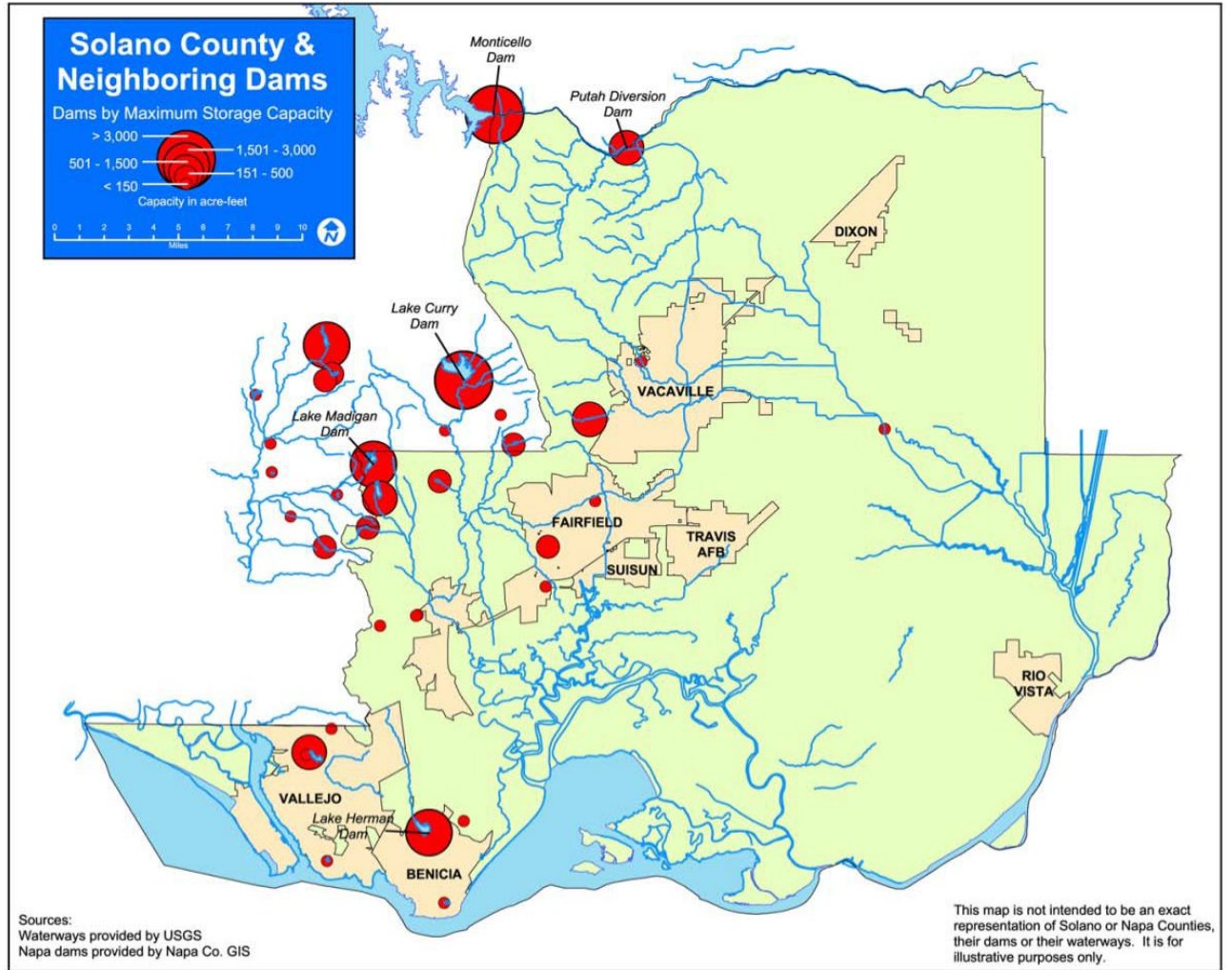


FIGURE 1: SOLANO COUNTY AND NEIGHBORING DAMS

## Delta Levee Failure

The City is not in danger of a levee failure however, neighboring jurisdictions are and that could impact the City via requests for assistance. There are approximately 669 miles of levees in Solano County. Historically, levee breaches have largely occurred in the Delta areas of Solano County. Seismic risk, high water conditions, sea level rise and land subsidence threaten levee integrity. Some researchers estimate the likelihood of a multiple levee failure disaster at about 2% per year.

## Drought

Drought cycles occur every 7-11 years. During periods of drought, emergency response measures will consist of land use planning practices consistent with water conservation goals and various water conservation measures.

Shortages in precipitation in the Sierra Nevada's would have a pronounced impact on water supply in the City of Vacaville. This is due to City of Vacaville's reliance on the region's water supply from the Tuolumne and Mokelumne watersheds.

The 2010 California State Hazard Mitigation Plan (HMP) states that climate scientists studying California find that drought conditions are likely to become more frequent and persistent over the 21st century due to climate change.

## Fire

Wildland fires are considered a significant and recurrent threat to portions of the City, particularly as urban and business development projects are sited near rural or timbered areas.

To the west of the City, the city limits border the foothills that lead to mountainous terrain with steep slopes, deep canyons and significant fuel loads. Just adjacent to the City borders, dense

vegetation covers the area, causing relatively poor access for firefighting equipment and adding to the risk and difficulty in preventing and managing wildland fires. The western English Hills are designated as high-risk fire areas.

Response activities are contained in the standard operating procedures (SOP's) of each jurisdiction and in conjunction with the Solano Fire Chief's Association, and the California Department of Forestry. Figure 2 illustrates the wildland fire threat to the County.

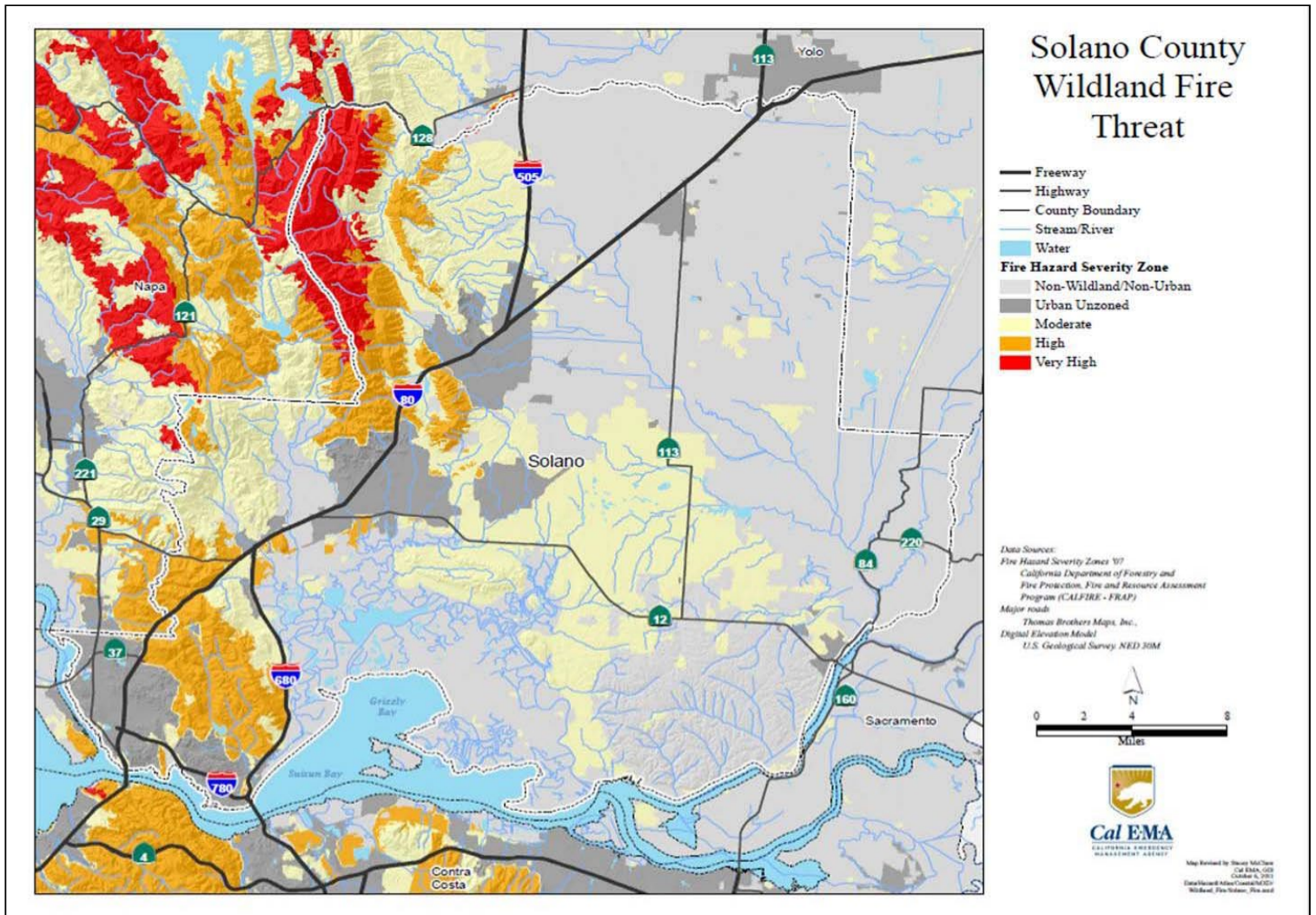


FIGURE 2: SOLANO COUNTY WILDLAND FIRE THREAT

## Flood

Significant and damaging flooding occurs in portions of the City approximately every few years.

According to the HMP, most of the flood risk within the City of Vacaville is specifically subject to inundation due to heavy rainfall and the resulting stream and drainage canal overflows.

Warnings are usually given several hours to a few days before such floods occur. In conjunction with prior notice, evacuation and last-minute sandbagging can minimize the flood's impact.



Figure 3 shows the identified 100- and 500-year flood plains within Solano County. Projected inundation areas and the severity of inundation are contained in the Flood Insurance Study and the Flood Insurance Rate Map (FIRM), compiled by FEMA

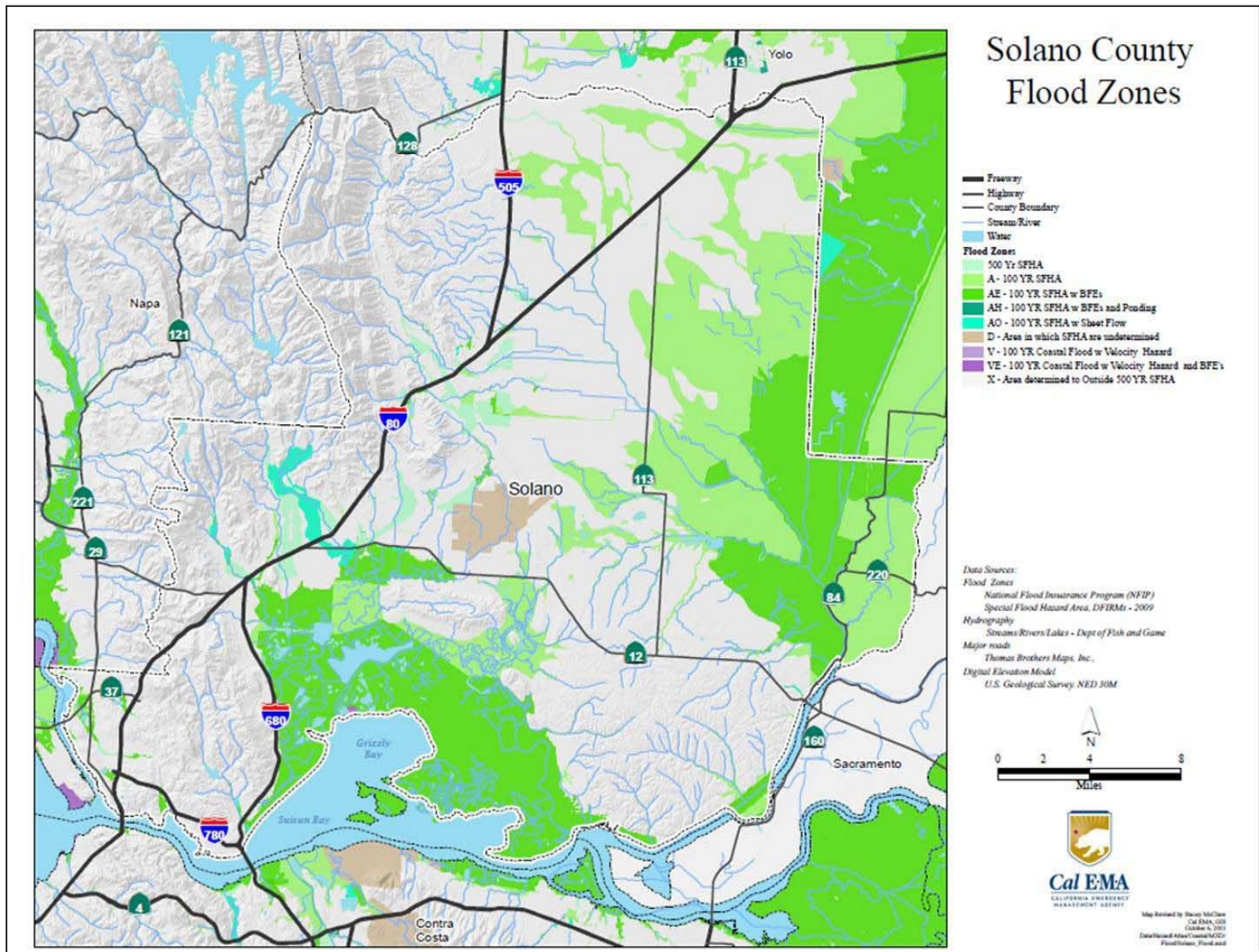


FIGURE 3: SOLANO COUNTY FLOOD ZONES

## Hazardous Materials Incidents

A wide variety of hazardous materials are present in, around and through the City of Vacaville.

These materials are stored, used in manufacturing and agriculture, and moved by truck, train and pipeline. The materials may be poisonous, corrosive, explosive or flammable. The poison effect may be due to chemical, radioactive or biological properties of the materials. The physical state may be as a solid, fine powder, liquid or gas, perhaps under great pressure. Quantities range from a few grams in a test tube to large storage tanks.

Major incidents will be coordinated through the Office of Emergency Services for the County.

## Landslides

Most landslides in the City of Vacaville occur during the late fall and early spring seasons. Landslides are typically caused by severe weather events in the County.

Landslides regularly occur in areas with moderate to steep slopes in the fringe areas of the City.

Most landslide events are associated with periods of sustained above average precipitation and/or snowmelts. The steepest slopes are found in the southern and western borders of the City.

## Major Earthquake

Earthquakes are one of the most potentially destructive threats to life and property in the City of Vacaville. A moderate to severe seismic incident on any of several fault zones in relative proximity to the County is expected to cause:

- Extensive property damage, particularly to pre-1930's non-reinforced masonry structures
- Significant numbers of fatalities and injuries



- Damage to water and sewage systems
- Disruption of communications systems
- Broken gas mains and petroleum pipelines, resulting in numerous fires
- Disruption of transportation arteries
- Competing requests for scarce mutual aid response resources

Figure 4 shows the earthquake fault lines in the County, Figure 5 shows the earthquake epicenters in the County, and Figure 6 shows the earthquake shaking potential in the County.

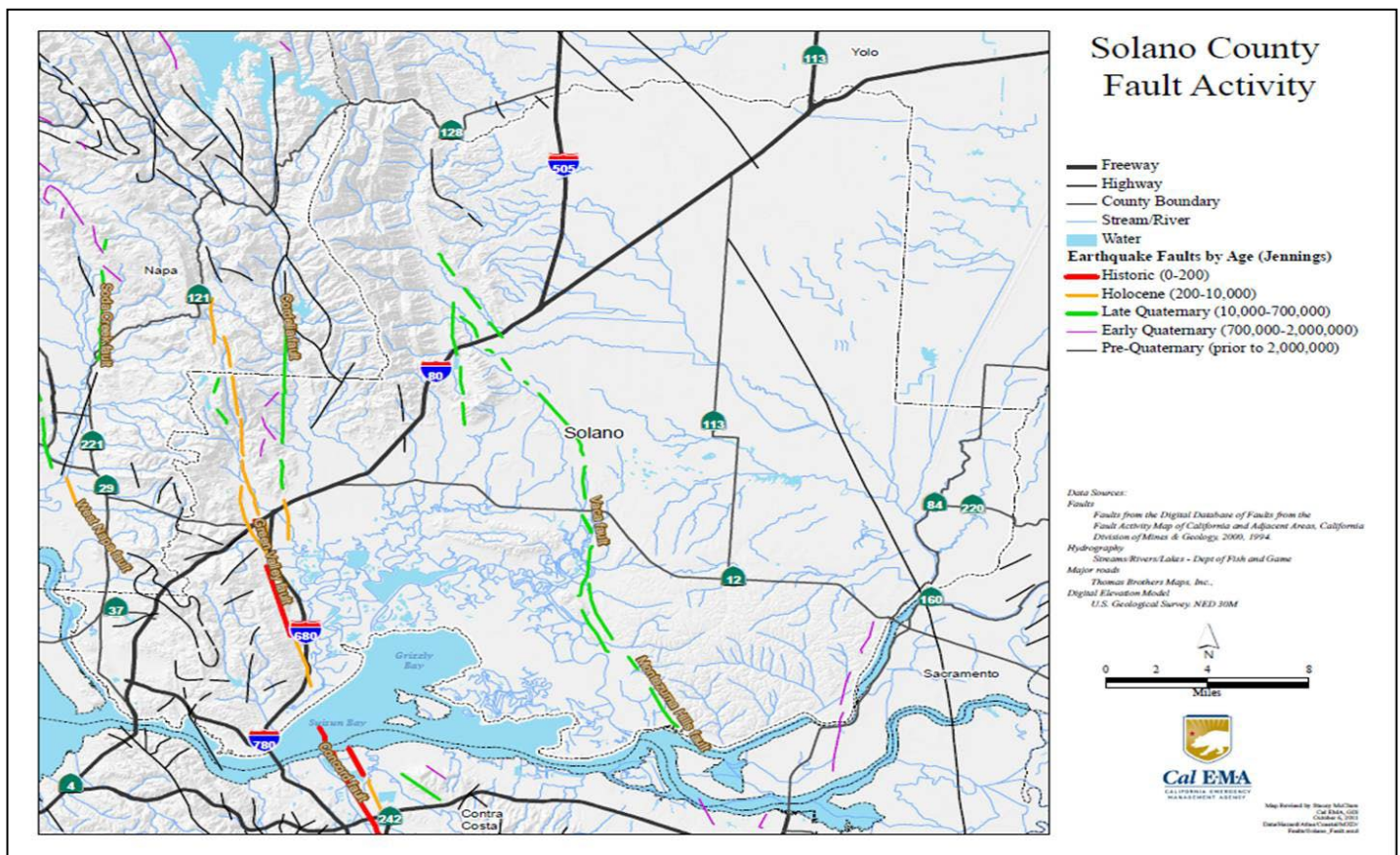


FIGURE 4: SOLANO COUNTY FAULT ACTIVITY

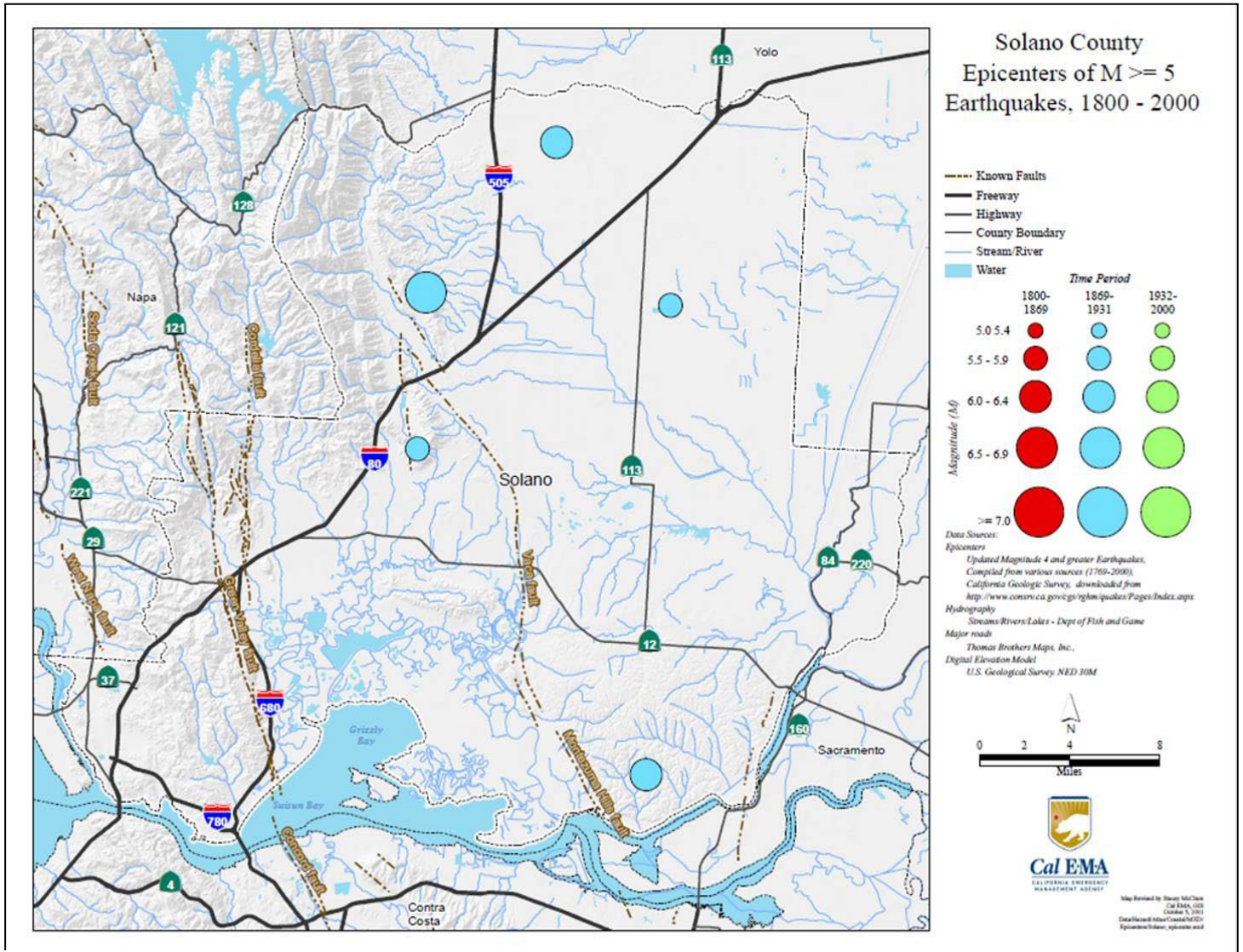
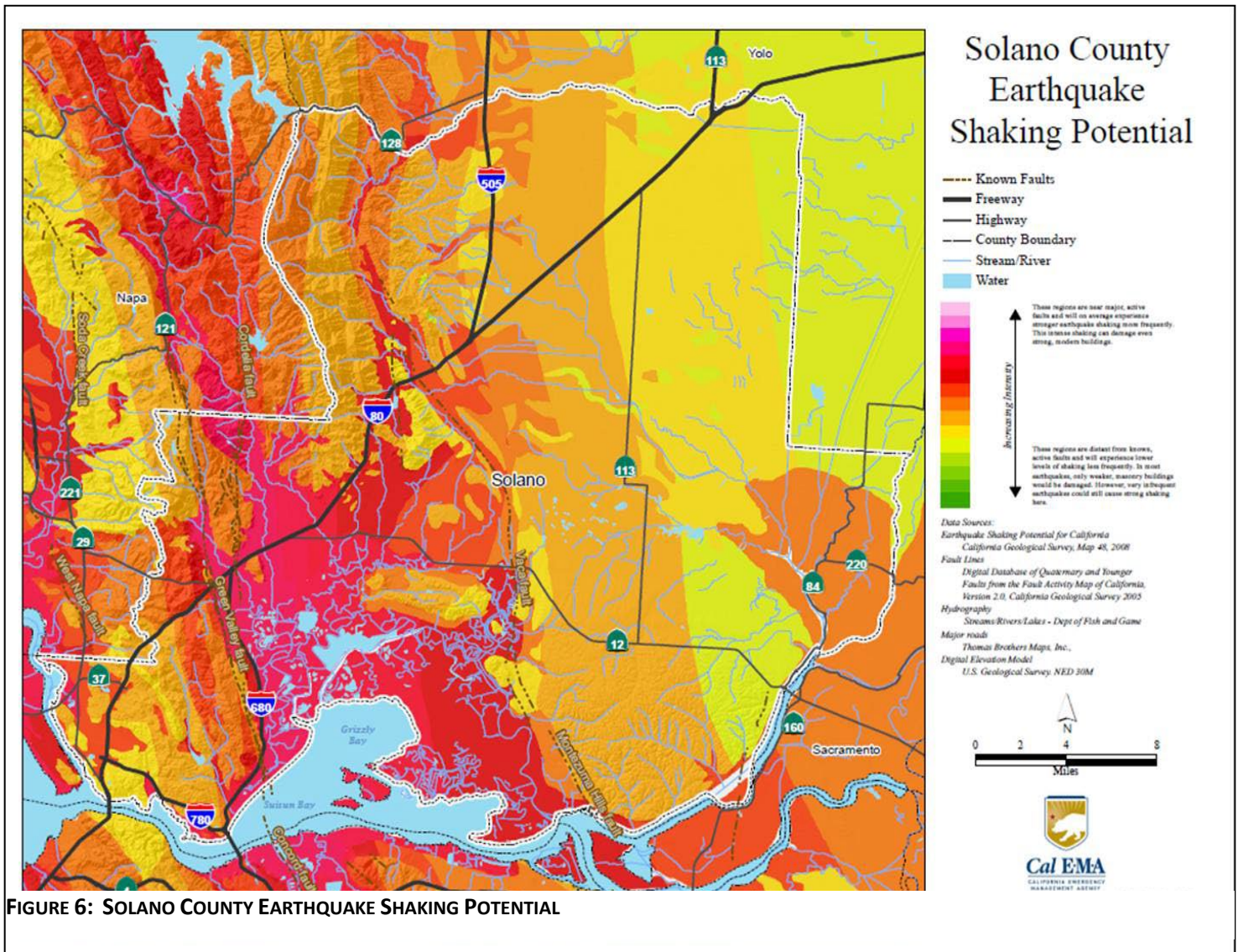


FIGURE 5: SOLANO COUNTY EARTHQUAKE EPICENTERS OVER M5

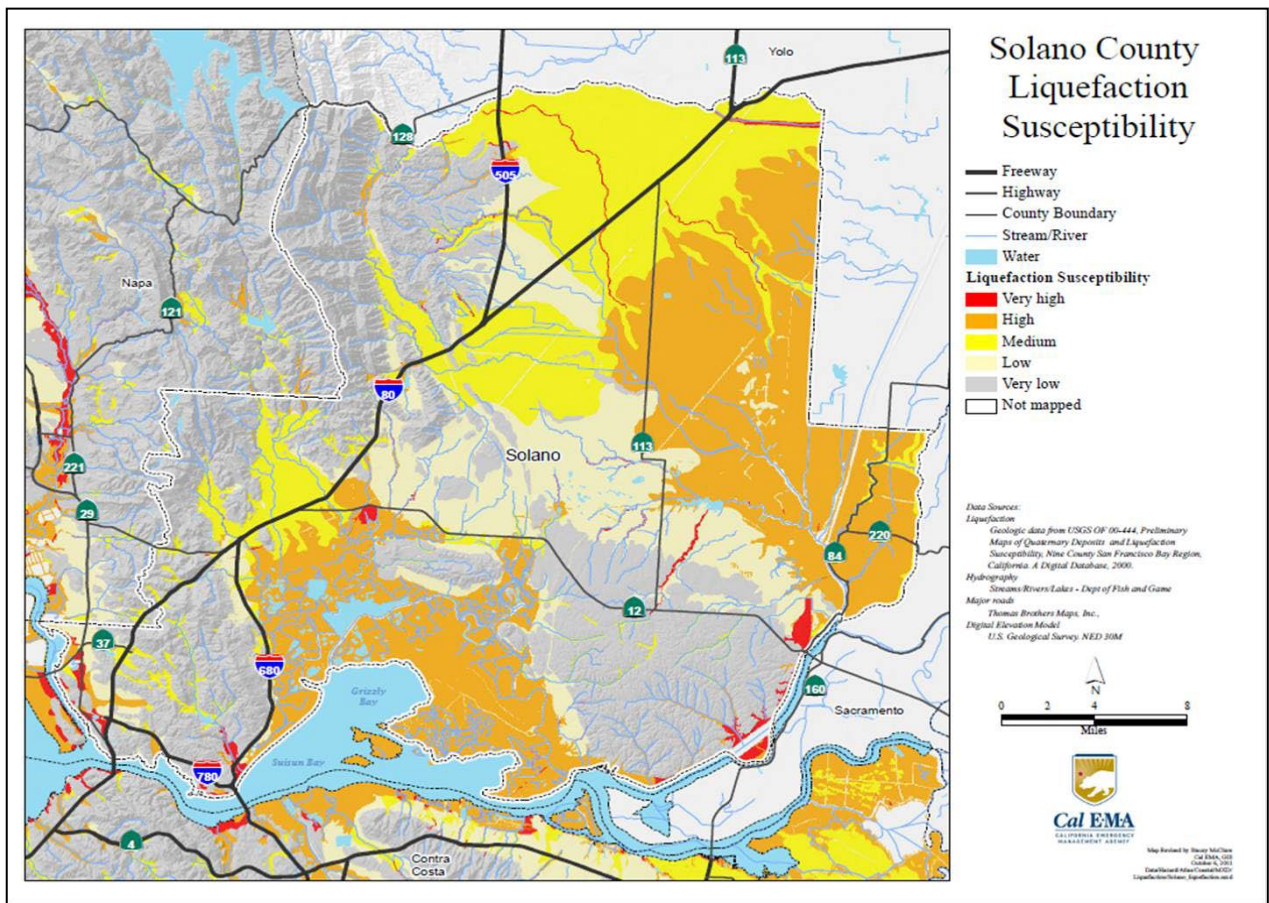




## Liquefaction

In addition to damage caused directly by ground shaking during an earthquake, the City of Vacaville is susceptible to liquefaction. Liquefaction occurs when the ground liquefies; sandy materials saturated with water behave like a liquid, instead of solid ground. The ground may sink or even pull apart. Sand boils, or sand "volcanoes," can appear.

Liquefaction can cause ground displacement and ground failure such as lateral spreads (essentially landslides on nearly flat ground next to rivers, harbors, and drainage channels) and flows. Overall, shaking does more damage to buildings and highway structures than liquefaction. However, liquefaction damage can be a significant threat for underground pipelines, airports (especially runways), harbor facilities and road or highway surfaces. Figure 7 shows the various levels of liquefaction susceptibility in the County.



**FIGURE 7: SOLANO COUNTY LIQUEFACTION SUSCEPTIBILITY**

### Mass Casualty Incident

FEMA defines a mass casualty incident (MCI) as any event that produces a volume of ill or injured victims that cannot be handled by the available responders. A large-scale MCI occurs when the

number of casualties exceeds 30. MCIs can be caused by natural hazards such as tornados, lightning strikes or extreme heat or manmade hazards like crowd surges and fights or structural collapses.

Jurisdictions typically develop a separate Mass Causality Incident Plan in addition to their Emergency Operations Plan. The MCI plan incorporates information from existing MCI plans, FEMA's National Incident Management System (NIMS) guidance and the National Response Plan's Emergency Support Function (ESF) annexes.

### Sea Level Rise/ Climate Change

Climate change may be limited to a specific region or the entire planet and may result from natural factors, natural processes within the climate system and human activities that change the atmosphere's make up. The effects of climate change are varied and can impact a number of natural hazards including wildfires, floods, drought and levee failure.

The ABAG 2010 Local Hazard Mitigation Plan (LHMP), lists climate change as one of the few natural hazards where the probability of occurrence is influenced by human action. In addition, unlike earthquake and floods that occur over a finite time period, climate change is an on-going hazard with effects already experienced by some. Figure 8 shows the projected sea level rise because of global warming in and around the County.



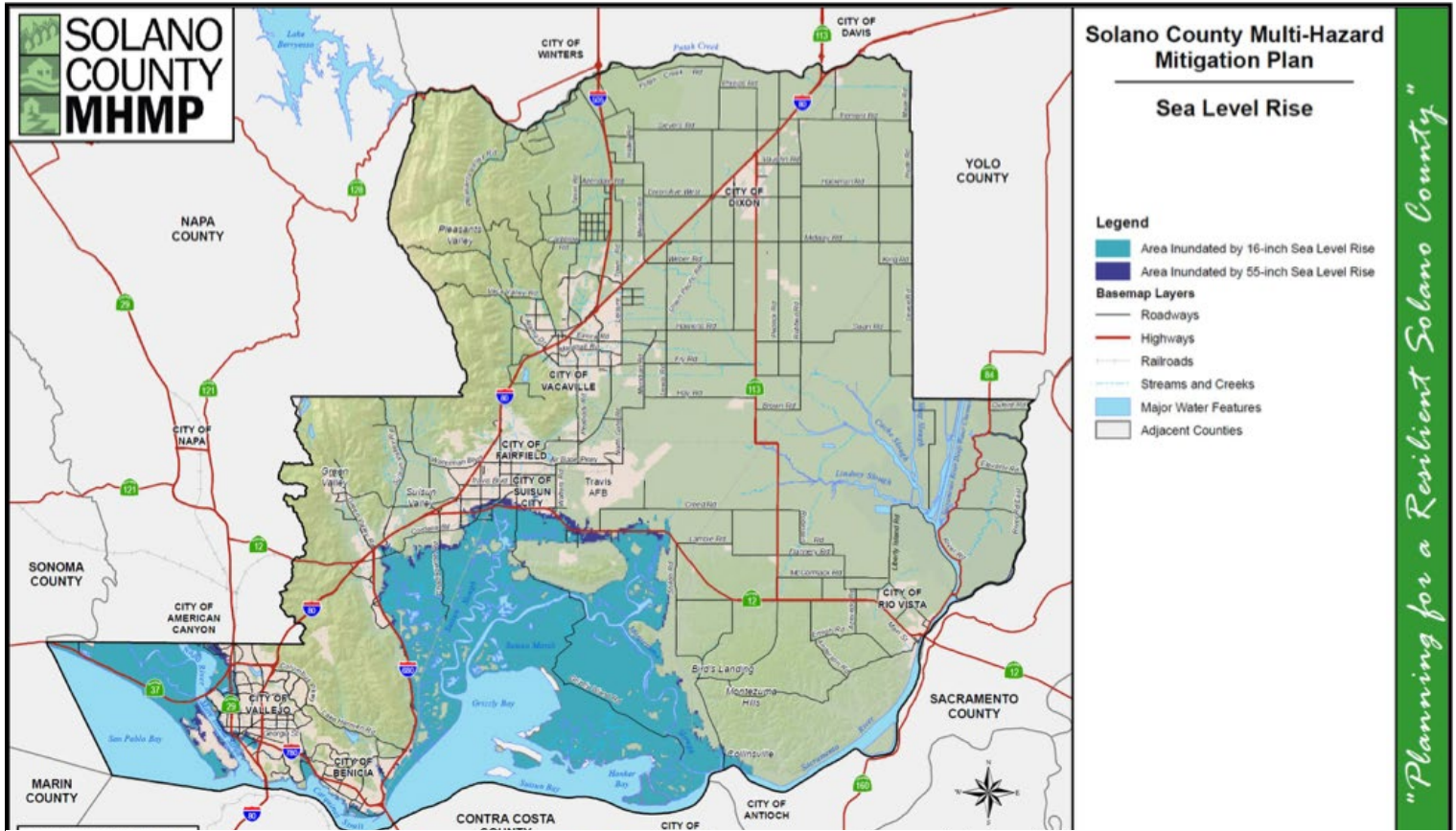


FIGURE 8: PROJECTED SEA LEVEL RISE

## Severe Weather and Storms

Severe weather is generally any destructive weather event, but usually occurs in the City as localized storms that bring heavy rain, hail, lightning, and strong winds. A few instances of extreme heat have been recorded; however, winter storms are another major concern.

The most severe storms occur during the late fall to early spring. The climate pattern, coupled with the onshore flow of warm, moist Pacific air during the winter, can generate severe and prolonged periods of heavy rain. The City experiences periods of heavy rains on an annual recurring basis.

Some of these severe winter storms may also contain embedded thunderstorms. Thunderstorms are typically few and are more likely to appear in the spring or late fall.

## Terrorist Incidents and War

Solano County hosts several Federal Government and US military installations, as well as high-profile public and private facilities, which could be the target of terrorist individuals or groups. Attacks against these or other state and local government facilities have the potential to cause mass casualties. In addition, these types of attacks may cause hazardous materials clean-up problems and the damage or destruction of critical utility, communications and transportation systems.

- Targets

Although precise targets remain classified, it is well known that the San Francisco Bay Region, even with base closures, is still home to a variety of high-profile potential targets. In short, considering City of Vacaville's proximity to the Bay Region, we can consider ourselves to be in a targeted region.

- Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE) Attack

It is conceivable that a terrorist group could carry out a bomb threat involving a small nuclear device. Should the device explode, damage would be great, but not as great as that from a military-grade nuclear weapon. However, the County is at a greater risk from other weapons of mass destruction (WMD) attacks from terrorist groups using CBRNE weapons. Additional details regarding CBRNE hazards are in the Terrorism Annex of this EOP. A summary of the CBRNE hazard is provided in Table 2.

TABLE 2: CBRNE HAZARDS

CBRNE Hazards	
<b>C-Chemical</b>	A chemical attack is the deliberate release of a toxic gas, liquid or solid that can poison people and the environment.
<b>B-Biological</b>	A biological attack is the deliberate release of germs or other biological substances that can make you sick.
<b>R-Radiological</b>	A radiation threat, commonly referred to as a "dirty bomb" or "radiological dispersion device (RDD)", is the use of common explosives to spread radioactive materials over a targeted area.
<b>N-Nuclear</b>	A nuclear blast is an explosion with intense light and heat, a damaging pressure wave and widespread radioactive material that can contaminate the air, water and ground surfaces for miles around.
<b>E-Explosive</b>	A conventional explosive or chemical compound designed to rapidly release energy in a destructive manner.



## Tsunami

Tsunamis are not of a major concern in the City. Tsunamis are caused by a series of waves generated in a body of water by a rapid disturbance that vertically displaces the water caused by an underwater fault rupture or underwater landslides. In the Bay Area, a tsunami would most likely result from an offshore earthquake within the area or from a distant event.

## Mitigation Overview

City of Vacaville staff assisted in the development and review of the comprehensive list of mitigation strategies in the Solano Multi-Jurisdictional Hazard Mitigation Plan. The mitigation strategies list was reviewed by the City of Vacaville, specifically Public Works, Utilities, Fire, Police, City Administrative Staff, and consultant hired by a federally procured grant process collaborated on updating the plan in 2022. It was also reviewed by the local American Red Cross. Decisions regarding priority was made based on a variety of criteria, not simply on an economic cost-benefit analysis. The criteria included technical and administrative feasibility, politically acceptable, socially appropriate, legal, economically sound, and not harmful to the environment or our heritage. Existing programs, responsible offices and other pertinent information has been provided within the plan.

## Planning Assumptions

Certain assumptions were established during the development of this plan. These assumptions translate into basic principles associated with conducting emergency management operations in preparation for, response to and recovery from major emergencies.

- Emergencies or disasters may occur at any time, day or night, in populated as well as remote areas of the City of Vacaville.
- The citizens will be expected to provide for their immediate needs to the extent possible for potentially a number of days following a catastrophic event, or for at least 72 hours following a location-specific incident. This may include public as well as private resources in the form of lifeline services.
- Public, private and volunteer organizations, and the general public will have to utilize their own resources and be self-sufficient for potentially several days, possibly longer.
- In the event of a large-scale incident or event, it may become necessary to shelter a substantial portion of the population due to either evacuation or damage to residences.
- A catastrophic earthquake would adversely impact local government and response capabilities. Consequently, a number of local emergencies may be proclaimed.
- Communications, electrical power, water lines, natural gas lines, sewer lines, and fuel stations may be seriously impaired following a major incident and may not be fully restored for 30 days or more.
- Transportation corridors will be affected so only equipment, foodstuffs, supplies, and materials on hand may be available for use during the first several days or more of emergency operations.
- Large numbers of medically fragile evacuees may require transportation to/from shelter locations.

- It is possible only emergency response personnel on duty at the time of a significant earthquake will be available during the first operational period.
- Infrastructure damage may limit the number of emergency response personnel available to staff the City/EOC or other incident management organization functions for at least 12 hours.
- In the event of a complex large incident or event, a clear picture regarding the extent of damage, loss of life, and injuries may not be known for well over a day.
- County support of City emergency operations will be based on the principal of self-help. The City will be responsible for utilizing all available local resources along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the county per SEMS.
- Major emergencies and disasters will require a multi-agency, multi-jurisdictional response. For this reason, it is essential that SEMS/NIMS standards for incident command and, in many cases, unified command, be implemented immediately by responding agencies, and expanded as the situation dictates.
- There will be multiple operations or logistics needs for the same facilities located in the City and County although owned and controlled by outside agencies including the State and Federal government or the private-sector.

- The City's planning, policies, strategies, operations, and tactics will make every effort to consider the needs of the general population, children of all ages, individuals with disabilities and others with access and functional needs.
- Some evacuees may require specialized medical care found only in a hospital, and/or access to medication, refrigeration, mobility devices, or service animals.
- City EOC capabilities may be limited for the first operational period if communications links to other agencies and departments are impacted.
- Essential City services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by the entire City incident management enterprise, to include emergency services, mutual aid resources, disaster relief and volunteer organizations, the private sector, the elected, executive, strategic, operational, and tactical incident responders, and the whole community.
- Because of damage to the transportation infrastructure, out-of-region mutual aid, State and Federal resources, and resources from other states may not begin to arrive for several days.
- All emergency response staff are trained and experienced in operating under the SEMS/NIMS/ICS protocols and procedures.
- Parts of the entire City may be affected by environmental and technological emergencies.

- The Department of Homeland Security will provide threat conditions and identify possible targets through the regional intelligence collection and dissemination structures.
- Control over City resources will remain at the city-level even though the Governor has the legal authority to assume control in a State Proclamation of Emergency.
- The City of Vacaville is primarily responsible for emergency actions in the City's jurisdictional area and will commit all available resources to save lives, minimize injury to persons, minimize property damage, protect the environment and support local economies.
- Local municipal government is responsible for emergency actions in its incorporated area. Solano County will provide support as needed and requested by cities in the operational area, or as designated in agreements with the incorporated area.
- Large-scale emergencies and disasters may overburden local resources and necessitate mutual aid from neighboring jurisdictions.
- Large-scale emergencies and disasters and the complex organizational structure required to respond to them pose significant challenges in terms of warning and notification, logistics, and agency coordination.
- Major emergencies and disasters may generate widespread media and public interest. The media is an ally in large-scale emergencies and disasters; they can provide considerable assistance in emergency public information and warning.

- Large-scale emergencies and disasters may pose serious long-term threats to public health, property, the environment and the local economy. While responding to significant disasters and emergencies, all strategic decisions must consider each of these threats.
- Disasters and emergencies may require an extended commitment of personnel and other resources from involved agencies and jurisdictions.

## Concept of Operations

### Principles of Operations

This Emergency Operations Plan is designed to organize and coordinate the City's response to major emergencies by effectively and efficiently:

- Managing and coordinating emergency operations in the City.
- Coordinating outside resources with ongoing incidents and issues within the City.
- Resolving and prioritizing conflicting requests for support.
- Monitoring resource requests from inside and outside the City.

### Prioritizing Operations

The priorities that guide decision making within the EOC environment are as follows:

1. Save human lives
2. Protect property
3. Provide for the needs of survivors

4. Provide public information
5. Preserve government
6. Restore essential services
7. Protect and restore the environment

## Caring for People with Disabilities and Others with Access or Functional Needs

People with disabilities and others with access and functional needs may require assistance to provide for time-sensitive needs or support services to maintain health and safety and maximize independence. The needs of this population should be considered and addressed as a high priority.

## Notifications

Notification is the process of communicating the need to respond to an emergency to the appropriate emergency response services. The City of Vacaville Dispatch continuously monitors both the California Law Enforcement Telecommunications System (CLETS), for law enforcement and terrorist activity, and the National Warning System (NAWAS) for both natural and human caused disasters which might affect the City of Vacaville or surrounding areas. Dispatch maintains an Emergency Recall List to alert and activate its emergency response personnel, as well as to notify emergency management personnel of potential hazards and disasters.

Notifications and emergency call-out procedures are provided in Volume 2 – EOC Guidance.

## Activation Levels

The material included in the City of Vacaville EOP is necessary for ongoing preparedness activities, including training, exercising, and ongoing development of planning materials (e.g., policies and SOPs). From this standpoint, the EOP is always activated as a preparedness tool.

EOC activation criteria are provided in Volume 2.

During an actual emergency, the essential purpose of the plan is to guide emergency management personnel in activations to, operations in, and demobilization from the EOC and in other functional capacities during an emergency.

Use this EOP during situations that require a response beyond the scope of normal emergency operations. The City of Vacaville EOC will activate the EOP processes beyond the level of preparedness when:

- There exists a credible (or recognized) threat to the life, safety or health of citizens in the City of Vacaville, or a threat to the local environment or economy, such that the City initiates some level of activation (even if monitoring level) of the EOC in case of, or in expectation of the City Manager designating a **LOCAL EMERGENCY**.
- The City Manager, or designated representative, has proclaimed a **LOCAL EMERGENCY** in accordance with the appropriate emergency ordinance.
- The Governor has proclaimed a **STATE OF EMERGENCY** in an area that includes City of Vacaville.
- The Presidential has declared a **NATIONAL EMERGENCY**.



- There is a proclamation of a **STATE OF WAR EMERGENCY** as defined by the California Emergency Services Act.
- There is a terrorist attack warning or the observation of a Weapon of Mass Destruction (WMD).

Some City departments also have their own departmental emergency plans and procedures that are separate from this plan. This plan supersedes all other City emergency plans where there is conflict and is considered the City's "Master" Emergency Plan. This is the primary plan that will be used even if in conjunction with other departmental plans.

## Phases of an Emergency

### Before the Emergency

Before an emergency ever occurs, the City is committed to conducting preparedness activities that include: developing plans, training personnel, conducting emergency exercises, educating the public, and arranging to have necessary resources available.

In order to remain ready to respond, the City will keep their emergency communications systems, warning systems and the Emergency Operations Center ready at all times.

If a situation such as an approaching storm or a worsening international situation warrants an increase in readiness, review and update documents, check procedures, increase public information efforts, accelerate training programs, and prepare to use emergency resources.

### Warning Phase

This phase could begin with the forecast of a flood, or other natural disaster, or an international crisis which could lead to war.

During this phase, responsible agencies and citizens may have to take action, such as warning and evacuating endangered occupants. When the City's EOC activates, the EOC should notify the County Office of Emergency Services immediately. Refer to the checklists in this volume for specific instructions.

The County's Emergency Organizations will be activated as needed at the direction of the County Administrator. Depending on the situation, coordination of these resources may be centralized or decentralized.

If State and possible Federal aid will be needed, the County Administrator may proclaim a **LOCAL EMERGENCY**. Local Emergency proclamation templates are included in the attachments.

If a Weapon of Mass Destruction (WMD) or any other terrorist attack appears imminent, the Governor may proclaim a **STATE OF WAR EMERGENCY**.

## Impact Phase

If there is no warning, the first response is usually by a field unit. The responding field units then summon additional field units and they establish a field command post with an Incident Commander in charge. The Incident Commander may then decide to increase the level of response and notify their superiors who, in their best judgement will notify the City Manager, or designee, who will activate this Plan.

See Levels of Emergencies later in this section for more detail. During this phase, use the EOC checklists to guide your actions. Remember the EOP priorities listed earlier.

After the immediate needs of people have been met, the Recovery Phase begins.

## After the Emergency - Recovery

Recovery from a major disaster can take months, even years. It is a complex process that can include special legislation, financial entanglements, massive construction programs and, of course, lawsuits. Details on Recovery operations are found in the Recovery Annex to this plan. The information below is provided as a synopsis of key elements of recovery.

### **The Recovery Phase has the following objectives:**

- Reinstatement of individual autonomy.
- Restoration of family unity.
- Provision of essential public services.
- Permanent restoration of private and public property.
- Restoration of normal government operations.
- Restoration of public services.
- Research to uncover residual hazards, advance knowledge of disasters and improve future emergency operations.

As soon as possible, the Emergency Manager will bring together private, local, State, and Federal Agencies to coordinate State and Federal assistance programs and establish support priorities. Disaster assistance will be coordinated through "one-stop" Disaster Application Centers (DAC's), staffed by representatives of Federal, State and local governmental agencies, private service organizations and private companies. If major damage has occurred, a local government recovery group will be formed to coordinate planning and decision making for recovery and reconstruction.

## After the Emergency - Mitigation

The purpose of hazard mitigation is to keep the hazard from happening again (e.g., eliminating hazmat spills) or to lessen its impact if it does (e.g., reducing impacts from earthquakes). It is also a requirement of Robert T. Stafford Disaster Relief and Emergency Assistance Act. Details on mitigation efforts are found in the Mitigation Plan. The information below is provided as a synopsis of key elements of mitigation.

Every disaster can teach us valuable lessons about resiliency, including improved techniques for building construction, land use practices, and emergency response efficiencies. Unfortunately, many of these lessons are soon forgotten and there is a tendency to return to the poor construction, unsafe land use and other shortsighted practices that caused the disaster in the first place. That's why the Stafford Act requires safe land use and construction practices as a condition of receiving Federal disaster aid. NIMS stresses the requirements for Corrective Action as a vital part of After-Action Reporting following an incident.

## Levels of Emergencies

Generally, emergency response will progress from local to the County, to regional, to State, and finally to Federal involvement. The City of Vacaville has established three levels of emergency response, based on the severity of the situation and the availability of local resources.

### Minor to Moderate (Level III)

This type of situation is managed in a normal manner from a command post at the scene. Local resources are adequate and available; a local emergency may or may not be proclaimed.

Both coordination and direction are decentralized: the Emergency Operations Center is not activated, and public safety personnel provide necessary support, as established by agreements and ordinances.

Police, fire and other responders coordinate via established telephones, radio systems and dispatch centers.

### Moderate to Severe (Level II)

Local resources are not adequate and mutual aid may be required on a regional or even a statewide basis. A Local Emergency is proclaimed and a State of Emergency might be proclaimed.

Multiple County agencies, as well as other jurisdictions, require close coordination of resources, coordination is centralized, and key City personnel meet in the Emergency Operations Center to coordinate emergency response. Their activities can include, but are not limited to:

- Establishing an area-wide situation assessment function.
- Establishing an area-wide public information function.
- Determining resource requirements and coordinating requests for the affected area.
- Establishing and coordinating the logistical systems necessary to support multi-incident management.
- Establishing priorities for resource allocation.

Note that these functions are supplementary to those which may be performed by a single agency or within a single jurisdiction.

Direction is decentralized: Incident Command Systems established by local jurisdictions continue to report through local dispatch centers. Agency dispatch centers or liaison personnel provide information to the Emergency Operations Center.

It is important to remember that, when the incident(s) rise above the ability of the City to handle, communication and coordination with the County EOC (and possibly other EOC's or DOC's) are critical to adequately address the incident(s).

### Major Disasters (Level I)

County resources are overwhelmed and extensive State or Federal resources are required. A Local Emergency and a State of Emergency are proclaimed and a Presidential declaration of an emergency or major disaster will be requested.

Emergency operations are centralized. The Emergency Operations Center is activated and all coordination and direction activities are done from there. There may be several incidents and the managers of each incident should report status and resource requests to, and receive direction from, the Emergency Operations Center. During war, the Statewide Emergency Management System will be fully activated and the State will coordinate emergency operations from Sacramento.

### Alert and Warning

Alert and warning is the process by which the public, business, and other local entities are provided information regarding the (potential) emergency, along with instructions as to appropriate actions.

The Office of Emergency Services, Sheriff, local Police, and local Fire Departments have the primary responsibility in alerting and warning the public within their jurisdictions. Alerting and warning the

public may be accomplished through the Emergency Alert System (EAS), Alert Solano, Cal OES's Emergency Digital Information System (EDIS), special broadcasts, or simply driving up and down the streets using the public address system.

Key to the City of Vacaville's public alert and warning system is the focus on providing emergency related information to people with disabilities. These more vulnerable citizens include children, those in supportive care institutions (e.g., skilled nursing facilities (SNFs), hospitals and assisted care facilities), and those living at home that have some level of disability for which they might need an enhanced level of assistance during an emergency situation. These citizens most often need sufficient time to respond to emergency alert instructions, and thus need to be alerted as soon as possible of a pending emergency.

Along with the normal channels for emergency alerting, the county will provide focused alerting to people with disabilities (e.g., using TDD systems), children (by ensuring all school system and child care facilities receive messages), and supportive care facilities. Alert and other supportive planning considerations for people with disabilities is a consideration within all EOP Functional Annexes. Alert and warning is also a component of the Access and Functional Needs Support Annex to this EOP.

## EOC Operations

The City of Vacaville EOC's operations uses ICS and SEMS protocols to organize, communicate and coordinate its activities. The number of EOC functional positions that are activated depends on the magnitude of the emergency (incident, emergency, or disaster). The specific people that are activated depend on the scope of the emergency; only those branches and units will activate that are needed to address the emergency.

The EOC will coordinate resource requests that originate from the field tactical response efforts in the City. The EOC will also request additional resources from the county, coordinate public alert systems, support development of consistent and accurate messages to the public, develop strategies for resolution of issues, develop short and long-term action plans, conduct damage assessments, coordinate recovery and post-disaster mitigation efforts, and conduct other emergency management and coordination support functions that are needed.

**For in depth explanations of EOC Operations, including protocols, management and information/ resource organization, and communications coordination, see Volume 2: EOC Guidance.**

## The EOC

The City of Vacaville Emergency Operations Center (EOC) provides a centralized location where emergency management coordination and decision-making can be supported during a critical incident, major emergency, or disaster. When activated, the EOC provides support for a number of critical tasks related to communications, coordination, resource management, and executive leadership. Additionally, the EOC coordinates tasks that augment existing Department Operations Center (DOC) standard operating procedures.

The EOC is located at 660 Merchant St. Instructions for activating the EOC and position-specific checklists, are included Volume 2 of the Plan.



If an emergency situation is too large to be coordinated from the field, activation of the EOC may be requested from the field. Authority to activate resides with the City Manager, Assistant City Manager, or senior Department Head present.

If the EOC is unusable, the Alternate EOC will be used. The alternate EOC will be one of the community centers as determined by the EOC Director. Mobile radios, phones and computers will permit re-location of the EOC to any appropriate location if circumstances dictate.

#### EOC Activation

Activation criteria are listed in Volume 2. When activating the EOC, the responsible official should consider the following as part of the process of activation:

- Determine the scope of the incident or event
- Determine the appropriate level of activation
- Notify/recall EOC staff for activation
- Open the EOC and prepare the facility to host operations

#### EOC Deactivation

The Planning and Intelligence Section Coordinator is responsible for presenting the deactivation recommendation to the EOC Director. The Action Planning Unit is responsible for planning for the transition from response to recovery operations.

When no longer necessary, individual EOC positions should be formally de-activated. Prior to deactivating the EOC, the Liaison Branch should notify all internal and external partners of the decision to deactivate and the date/time of deactivation, while providing instructions for continued coordination outside the EOC. After deactivation, all documentation should be gathered and maintained to support recovery efforts and the after-action review. Additionally, the EOC should be restocked and prepared for future activations.

## EOC Direction and Control Interface

In a major emergency the local jurisdiction EOC may be activated to coordinate and support the overall response. Personnel that are part of a field level emergency response will utilize ICS to manage and direct on-scene operations. Tactical management of responding resources is always under the leadership of the on-site Incident Commander (IC) at the Incident Command Post (ICP). ICs may report to the DOC dispatching resources amongst incidents, which in turn will coordinate with the local EOC. In some jurisdictions ICs may report or communicate directly to the local EOC usually to their counterpart in the operations section.

During multiple-incident situations within the county, an area command may be established to provide for the ICs at separate locations. Unified Command is an application of ICS and may be established at the field response level when more than one agency has jurisdictional responsibilities. Agencies work together through the designated members of the Unified Command to establish their designated ICs at a single ICP. Under Unified Command, entities develop a common set of objectives and strategies which provides the basis for a single Incident Action Plan.

The emergency response is coordinated under SEMS, which provides a flexible, adaptable and expandable response organization to address all-hazards of varying magnitude and complexity. An EOC is activated to support field operations and ensure continuity of government when an incident threatens government services, requires additional resources beyond the capacity of the responding agency, or when resources exceed that which is available from within the jurisdiction as a whole. Communications between the field response, DOCs, and the EOC are established when the EOC is activated in support of field operations. Each local government's EOC will establish communications with the OA EOC and the OA EOC will communicate with the state through the REOC.

### Coordination with Department Operation Centers (DOC)

DOCs provide support to ICPs and coordinate with the EOC to request resources and to share information. Communication and information sharing between the DOCs and the EOC occurs between an Operations Section representative from the DOC and the associated Branch Coordinator in the Operations Section of the EOC.

### Coordination with the Operational Area

The City EOC coordinates with the County Operational Area EOC when activated. Coordination occurs to request resources and share information. Communication between the City EOC and Operational Area EOC occurs between position counterparts. For example, the City EOC Planning Section Chief communicates with the Operational Area EOC Planning Section Chief. Additionally, during complex or large-scale incidents, the City may send a liaison to the Operational Area EOC to facilitate communication and coordination,

especially in support of resource management. This person is part of the City's EOC Liaison Branch.

### Coordination with Special Districts/Utilities

When activated, the City EOC coordinates with special districts and utilities through their activated EOCs to share information and request or provide support as necessary. For some incidents the City may choose to send a liaison to a special district or utility or they may send a liaison to the City EOC in order to more efficiently share information and make decisions. Depending on the magnitude of the incident and personnel availability, special district and utility liaisons may need to provide the liaison to the County EOC as a resource in support of the entire Operational Area and its jurisdictions.

### Coordination with Volunteer Organizations

Volunteer Organizations Active in Disasters (VOAD) include non-profits and faith based organizations that offer their services, with no legal mandate. VOADs mobilize and provide valuable assistance for survivors before, during, and after incidents. These organizations train and plan to effectively to integrate volunteers into the City's incident response and recovery organization. They are valuable partners having established relationships with the community. Use of Voluntary organization doesn't necessarily mean all-volunteer services are free. Some services, resources and expertise may be offered by community or faith based groups but they may need assistance in covering costs to do so in times of emergency or disaster.

The City of Vacaville administers a Community Emergency Response Team (CERT) program, educating volunteers from the community about disaster preparedness for the hazards that are most likely to occur in the City and in basic response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. CERT offer a consistent, nationwide volunteering training curriculum that professional responders can rely on during disaster situations, allowing them to focus on more complex tasks.

## Emergency Operations Center Notification

The City shall maintain a roster of pre-identified/appointed EOC staff and will notify those personnel to report to the EOC using the City's alert and warning system. The EOC staff list includes City department representatives and agency representatives who are part of each SEMS (and NIMS compliant) EOC section—management, operations, plans and intelligence, logistics, and finance and administration. The list will be utilized when directed by the Director of Emergency Services or designee activates the City EOC. The Director of Emergency Services or designee will determine what positions of the City EOC will initially be staffed and requested to report. The EOC responders list includes:

- Employees from City departments and agencies with appropriate authority and expertise
- Representatives from outside agencies including:
  - Special districts
  - Other government agencies
  - Volunteer organizations
  - Private sector organizations

## Multi-Agency Coordination Groups

The Multi-Agency Coordination (MAC) System is one of the four pillars of SEMS, which are the ICS, MAC System, the Master Mutual Aid System, and the Operational Area Concept (as identified in the Emergency Services Act, Section 8607). In accordance with the 2013 California Statewide Multi-Agency Coordination System Guide, MAC groups are convened to address incidents or situations in which resources are considered scarce and decision-makers need to prioritize their allocation in order to best serve the communities in need.

MAC groups are established to allow subject matter experts and agency representatives to evaluate complex situations and problem sets and make actionable recommendations to the MAC group activating body (IC, DOC, EOC, etc). Activating a MAC group helps to ensure that operational tempo is not hindered for the MAC group parent organization/operations center, objectives may still be set, and progress continued to be made while still tackling difficult or complex problems or issues.

A MAC group may be convened by an EOC Director or other authority to establish priorities among multiple competing incidents, provide coordinated decision making for resource allocation among cooperating agencies, harmonize agency policies, and offer strategic guidance and direction to support incident management activities. MAC groups convened to prioritize incidents for the allocation of scarce resources should consist of administrators or executives, or their designee, who are authorized to commit agency resources and funds. A MAC group may also be referred to as a multi-agency committee, emergency management committee, interagency policy group, or as otherwise defined by the MAC System.

## Essential Facilities – Alternative Government Facilities

The alternate seat of government, if needed, will be the McBride Senior Center located at 91 Town Square Place.

## Essential Facilities – Americans with Disabilities Act

The City Department charged with care and shelter responsibilities in collaboration with the American Red Cross will ensure shelters meet the minimum requirements of the Americans with Disabilities Act of 1990 (ADA).

## Continuity 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 County of Solano and all the cities within the County continue to function as government entities. 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.

Any person who must act in a position is authorized to do so until either the individual in that position returns, or if the person is not able to return, until the position is refilled by policy or statute.

## Lines of Succession

### Line of Succession for Elected Officials:

1. Mayor
2. Vice Mayor
3. Councilmember District 1
4. Councilmember District 2
5. Councilmember District 3
6. Councilmember District 4
7. Councilmember District 5
8. Councilmember District 6

### Lines of Succession for the City Manager:

1. City Manager
2. Assistant City Manager
3. Fire Chief

### Lines of succession for Department Heads:

#### Fire Department:

1. Fire Chief
2. Deputy Fire Chief
3. Administrative Battalion Chief

#### Police Department:

1. Chief
2. Field Operations Captain
3. Support Services Captain

#### Public Works:

1. Director
2. Assistant Director - Maintenance
3. Assistant Director - Engineering

#### Utilities:

1. Director
2. Assistant Director
3. Operations and Maintenance Manager

#### Finance:

1. Director
2. Accounting Manager
3. Budget Manager

#### City Attorney:

1. City Attorney
2. Assistant City Attorney
3. City Attorney II (with most seniority)

#### Parks and Recreation:

1. Director
2. Recreation Manager – most senior
3. Recreation Manager

#### Human Resources:

1. Director
2. Employee Relations Manager
3. Employee Services Manager



Housing and Community Services:

1. Director
2. Assistant Director
3. Management Analyst

Community Development:

1. Director
2. Planning Manager
3. Assistant Director

Economic Development:

1. Director
2. Economic Development Manager

## Vital Records Retention

Vital records are required to support the organization's roles and responsibilities during and following an event that significantly disrupts normal operations, such as a disaster or national security emergency. The identification and protection of copies of vital records and the implementation of records disaster mitigation and recovery programs are an insurance policy against disruption of critical agency operations. To effect that insurance policy, the City of Vacaville acts to achieve continuing operations, resuming normal business operations, protecting legal and financial rights, and recovering damaged records. A review of statutory and regulatory responsibilities and current file plans of offices that perform essential functions or preserve rights and interests is critical to the identification of vital records. Vital records should comprise a relatively small fraction of the organization's total volume of records and be an integral part of the organization's overall Continuity of Operations Plan (COOP). The City of Vacaville departments adhere to the records management policies in place by their individual departments. Each department head is responsible for ensure their vital records are archived and backed up as applicable by statute.

## Defining Emergencies – Incidents and Disasters

These terms are often used somewhat interchangeably and in some cases are used to both define a situation and to describe a level of response to a situation.

### Incidents

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

Incidents may result in extreme peril to the safety of persons and property, and may lead to or create conditions of disaster. Incidents may also be rapidly mitigated without loss or damage.

Larger incidents, while not yet meeting disaster level definition, may call for local governments to proclaim a “Local Emergency.”

Incidents call for a field on-scene response of an Incident Commander and tactical and support resources organized within an Incident Command System structure.

Examples of incidents could be wide-ranging:

- Protest demonstration
- Broken gas line
- Hostage situation

- Multi-casualty accident
- Downed utility lines
- Structure fire

## Disaster

A disaster is a calamitous emergency event bringing great damage, destruction, or loss of life.

Disasters may occur with little or no advance warning, e.g., an earthquake or a flash flood, or they may develop from one or more incidents e.g., a minor brush fire caused by a traffic accident which results in a major wildland fire. Some of the characteristics of incidents, and disasters are listed in Table 3.

**TABLE 3: CHARACTERISTICS OF EMERGENCIES**

Characteristics of Emergencies: Incidents and Disasters	
Incidents	Disasters
<ul style="list-style-type: none"> <li>• Usually a single event – may be small or large.</li> <li>• Has a defined geographical area.</li> </ul>	<ul style="list-style-type: none"> <li>• Single or multiple events (can have many separate, associated incidents)</li> <li>• Resource demand is beyond local capabilities and extensive mutual aid and support is needed.</li> </ul>

## Characteristics of Emergencies: Incidents and Disasters

Incidents	Disasters
<ul style="list-style-type: none"> <li>• Will use local resources and mutual aid may be applied.</li> <li>• Usually only one or a few agencies are involved.</li> <li>• Ordinary threat to life and/or property – limited population and geographic area.</li> <li>• Usually, a local emergency will not be declared and jurisdictional EOC will not be activated for a single or multiple small incidents.</li> <li>• Usually a short duration measured in hours or a few days.</li> <li>• Primary command decisions are made at the scene Incident Command Post(s).</li> <li>• Strategy, tactics, and resource assignments are determined on scene.</li> </ul>	<ul style="list-style-type: none"> <li>• Many agencies and jurisdictions involved (multiple layers of government).</li> <li>• Extraordinary threat to life and/or property.</li> <li>• Generally, a widespread population and geographic area affected.</li> <li>• Will last over a substantial period of time (days to weeks) and local government will proclaim a Local Emergency.</li> <li>• Emergency Operations Centers are activated to provide centralized overall coordination of jurisdiction assets, department and incident support functions, and initial recovery operations.</li> </ul>

## Emergency

The term emergency can also be used to define a conditional state such as proclamation of “Local Emergency.” The California Emergency Services Act describes three states of Emergency:

### State of War Emergency

A "state of war emergency" refers to the condition which exists immediately, with or without a proclamation thereof by the Governor, whenever this state or nation is attacked by an enemy of the United States, or upon receipt by the state of a warning from the federal government indicating that such an enemy attack is probable or imminent.

### State of Emergency

A "State of emergency" is the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the state. This may be caused by condition such as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake or other condition.

### Local Emergency

A "local emergency" means the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city. This could be caused by conditions such as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions.

## Authorities

The following sub-sections provide county, state, and federal emergency authorities for conducting or supporting emergency operations.

### Disaster Service Worker

A Disaster Service Worker (DSW) is anyone who is registered with an Accredited Disaster Council or supervising agency approved by the California Emergency Council, or any person ordered to perform services during a “state of war, emergency,” or any “state of emergency,” by a person who has the authority to command the aid of citizens to carry out assigned duties. Disaster Service workers are eligible for workers’ compensation benefits while performing assigned duties or undergoing any authorized training activities in accordance with City of Vacaville Ordinance 7-13 (b) (3).

Under State law, Title I, Section 3100 of the California Government Code, all government employees are declared Disaster Service Workers who can be called upon in any emergency. This means that City, County, and State employees have a responsibility to help in a disaster.

### City

City of Vacaville Municipal Code, Chapter 2.52 – Emergency Organization and Function Chapter 2.52 of the City of Vacaville Municipal Code provides for the preparation and execution of plans for the protection of persons and property within this county in the event of an emergency; the direction of the emergency organization; and the coordination of the emergency functions and resources of this county with all other public agencies, corporations, organizations, and affected private persons.

## County

Solano County Code, Chapter 7 – Emergency Services

Chapter 7 of the Solano County code provides for the preparation and execution of plans for the protection of persons and property within this county in the event of an emergency; the direction of the emergency organization; and the coordination of the emergency functions and resources of this county with all other public agencies, corporations, organizations, and affected private persons.

## State

Orders and regulations may be selectively promulgated by the Governor during a state of war or emergency. Below is a non-inclusive list but includes those referenced in this plan.

- California Government Code, Title 1, Chapter 4, Division 8, Section 3100-3109, (Disaster Service Workers)
- California Government Code, Title 2, Chapter 1, Division 7, Section 8659 (physician or surgeon, etc., services in emergency)
- CGC, Title 1, Chapter 4, Division 8, Section 8635, (Continuity of Government)
- CGC, Title 2, Division 1, Chapter 7, (California Emergency Services Act)
- California Code of Regulations (CCR) Title 19, Division 2 (Standardized Emergency Management System)
- California Natural Disaster Assistance Act
- California Water Code (CWC), § 128 (Department of Water Resources - Flood Fighting)

## Mutual Aid Authority

The basis for mutual aid is the California Disaster Master Mutual Aid Agreement, as provided for in the California Emergency Services Act.

- Mutual aid assistance may be provided under one or more of the following authorities:
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Fire and Rescue Emergency Plan
- California Law Enforcement Mutual Aid Plan
- Robert T. Stafford Disaster Relief and Emergency Assistance Act

## Continuation of Government/Operations Authority

The following portions of the California Government Code and the State Constitution provide authority for the continuity and preservation of State and local government:

- Continuity of Government in California (Article IV, Section 21 of the State Constitution)
- Preservation of Local Government (Article 15 of the California Emergency Services Act)
- Temporary Seat of State Government (Section 450, Title 1, Division 3, Chapter 1 of the Government Code)

Key authorities include Sections 8635 through 8643 of the Government Code:

- Furnish a means by which the continued functioning of political subdivisions can be assured by providing for the preservation and continuation of (City and County) government in the



event of an enemy attack, or in the event a State of Emergency or Local Emergency is a matter of statewide concern.

- Authorize political subdivisions to provide for the succession of officers (department heads) having duties related to law and order and/or health and safety.
- Authorize governing bodies to designate and appoint three standby officers for each member of governing body and for the Chief Executive, if not a member of the governing body. Standby officers may be residents or officers of a political subdivision, other than that to which they are appointed. Standby officers take the same oath as regular officers and are designated numbers 1, 2 and 3 as the case may be.
- Authorize standby officers to report ready for duty in the event of a State of War Emergency, State of Emergency or Local Emergency at the place previously designated.
- Authorize local governing bodies to convene as soon as possible whenever a State of War Emergency, State of Emergency or Local Emergency exists, and at a place not within the political subdivision.

## Suspensions and Appointments

Section 8621 of the Government Code specifies that during a State of War Emergency, if any officer of a political subdivision or employee of a State agency refuses or willfully neglects to obey an order or emergency regulation, the Governor may suspend that person and designate a replacement.

## Federal

Orders and regulations which may be selectively promulgated by the President during a state of war or emergency:

- Public Law 920, Federal Civil Defense Act of 1950, as amended
- Public Law 84-99, U.S. Army Corps of Engineers - Flood Fighting
- Public Law 107-188, Bio-terrorism Act, June 2002
- Public Law 107-296, Homeland Security Act, January 2002
- Executive Order 13228, Office of Homeland Security, October 8, 2001
- Executive Order 13231, Critical Infrastructure Protection, October 16, 2001
- Executive Order 13234, Citizens Prepared, November 9, 2001
- Presidential Decision Directive 39 - U.S. Policy on Counter-terrorism, June 1995
- Presidential Decision Directive 62 - Combating Terrorism, May 1998
- Presidential Decision Directive 63 - Critical Infrastructure Protection, May 1998
- National Security Presidential Directive 17 - National Strategy to Combat Weapons of Mass Destruction

## References

### City

- City of Vacaville Emergency Operations Plan and Annexes (2012)
- City of Vacaville Local Hazard Mitigation Plan (2022)
- City of Vacaville Tactical Interoperable Communications Plan (TICP) (2011)

- Mutual Aid

## County

- County Disaster Council
- Solano County Emergency Operations Plan and Annexes (2017)
- Solano County Local Hazard Mitigation Plan (2012)
- Solano County Tactical Interoperable Communications Plan (TICP) (2011)

## State

- California State Emergency Plan (As revised)
- California Office of Emergency Services Disaster Assistance Procedures Manual
- California Emergency Resources Management Plan
- Natural Disaster Assistance Act Eligibility Guidelines and Claiming Instructions
- California Catastrophic Incident Base Plan, September 2008
- California Coroners' Mutual Aid Plan
- California Disaster and Civil Defense Master Mutual Aid Agreement, 1950
- California Disaster Assistance Act (Chapter 7.5 of Division 1 of Title 2 of the Government Code)
- California Emergency Management Mutual Aid (EMMA) Plan, November 2012
- California Emergency Services Act, 2015

- California Fire Service and Rescue Emergency Mutual Aid System, December 2014
- California Government Code 8607 (a)
- California Law Enforcement Mutual Aid Plan, 2016
- California Medical and Health Operational Area Coordination Program Manual, December 2016
- California Medical Mutual Aid Plan. September 2007
- California Oil Spill Contingency Plan, April 2017
- California Public Health and Medical Emergency Operations Manual, July 2011
- California State Emergency Plan, 2017
- California State Hazard Mitigation Plan
- Disaster Service Worker (Title 1, Division 4, Chapter 8 of the Government Code and Section 3211.92 of the Labor Code)
- Emergency Management Assistance Compact (EMAC), 2015
- Government Code, Title II, Division 1, Chapter 7. California Emergency Services Act, Article 12
- State of War Emergency, Sections 8620-8624
- State of Emergency, Sections 8625-8629
- Weapons of Mass Destruction Guidelines for Local Government

- Hazardous Materials Incident Contingency Plan (Cal OES)
- Standardized Emergency Management System (SEMS)

## Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended.
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003.
- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007
- National Response Framework (As revised)
- National Incident Management System (NIMS)
- Comprehensive Preparedness Guide (CPG) 101 V3.0 (2021)
- ADA Best Practices Tool Kit for State and Local Governments, Chapter 7, Emergency Management under Title II of the ADA (2007), Addenda 1-3, and the Introduction to Appendices 1 and 2 (Attached as Exhibit 1); Titles II, III, and V of the Americans with Disabilities Act of 1990, 42 U.S.C. §§ 12101-12103, 12131-12134, 12181-12188, and 12201-12213, as amended by the ADA Amendments Act of 2008
- Disaster Mitigation Act of 2000

- Disaster Recovery Reform Act of 2018
- Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities  
Conducted by the Federal Emergency Management Agency, 44 C.F.R. pt. 16
- Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities  
Conducted by the Department of Justice, 28 C.F.R. pt. 39
- Federal Civil Defense Act of 1950 (Public Law 920), as amended
- Federal Disaster Relief Act of 1974 (Public Law 93-288) - Section 406 Minimum Standards  
for Public and Private Structures
- FEMA Comprehensive Preparedness Guide (CPG) 101, v2.0, November 2010
- FEMA National Incident Management System Training Program September 2011
- Homeland Security Act of 2002, as amended
- Nondiscrimination Based on Handicap in Federally Assisted Programs and Activities of the  
Department of Housing and Urban Development, 24 C.F.R. pt. 8
- Nondiscrimination on the Basis of Disability by Public Accommodations and in Commercial  
Facilities, 28 C.F.R. pt. 36
- Nondiscrimination on the Basis of Disability in State and Local Government Services, 28  
C.F.R. pt. 35
- Nondiscrimination on the Basis of Handicap in Programs or Activities Receiving Federal  
Financial Assistance, 45 C.F.R. pt. 84 (Department of Health and Human Services)

- Nondiscrimination on the Basis of Handicap in Programs or Activities Receiving Federal Financial Assistance, 34 C.F.R. pt. 104 (Department of Education)
- NRT-1, Hazardous Materials Emergency Planning Guide and NRT-1A Plan Review Guide (Environmental Protection Agency's National Response Team)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended)
- Section 504 of the Rehabilitation Act of 1973, 29 U.S.C. §§ 794, as amended The Americans with Disabilities Act Title II Technical Assistance Manual (1993) and Supplement (1994)
- The Architectural Barriers Act of 1968, as amended, 42 U.S.C. §§ 4151-4157 Construction and Alteration of Public Buildings, 41 C.F.R. pt. 101-19
- Title VIII of the Civil Rights Act of 1968 ("Fair Housing Act"), as amended, 42 U.S.C. §§ 3601-3631. Discriminatory Conduct Under the Fair Housing Act, 24 C.F.R. pt. 100
- United States Department of Homeland Security (USDHS), NIMS, October 2017
- USDHS, National Response Framework (NRF), May 2013
- USDHS, National Disaster Recovery Framework (NDRF), September 2011
- USDHS, National Mitigation Framework, Second Edition, June 2016
- The Post-Katrina Emergency Management Reform Act of 2006, 6 U.S.C. 701 § as amended
- Title VIII of the Civil Rights Act of 1968 ("Fair Housing Act"), as amended, 42 U.S.C. §§ 3601-3631. Discriminatory Conduct Under the Fair Housing Act, 24 C.F.R. pt. 100

- United States Department of Homeland Security (USDHS), NIMS, October 2017
- USDHS, National Disaster Recovery Framework (NDRF), September 2011
- USDHS, National Mitigation Framework, Second Edition, June 2016

## **Management and Command**

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

The National Incident Management System (NIMS) was created by Homeland Security Presidential Directive (HSPD)-5. Its purpose was to direct the Secretary of Homeland Security to develop and administer a National Incident Management System as a consistent nationwide template to enable Federal, State, local and tribal governments, along with private-sector and nongovernmental organizations, to work together effectively and efficiently to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism.

NIMS is based on, and is an outgrowth of SEMS and ICS, which are themselves the refinement of standardized best practices in incident and emergency management techniques and principles that have been in use for years. Therefore, SEMS and ICS are NIMS compliant, meaning these practices are incorporated into NIMS, and will be expanded on as NIMS implementation is refined over time.

NIMS has six basic components:



## Command and Management

The Incident Command System (ICS) defines the operating characteristics, interactive management components, and structure of incident management and emergency response organizations engaged throughout the life cycle of an incident.

Multiagency Coordination Systems define the operating characteristics, interactive management components, and organizational structure of supporting incident management entities engaged at the Federal, State, local, tribal, and regional levels through mutual-aid agreements and other assistance arrangements.

Public Information Systems refer to processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations.

## Preparedness

Effective incident management begins with a host of preparedness activities conducted on a “steady-state” basis, well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification and certification standards, equipment acquisition and certification standards, as well as publication management processes and activities. Several elements of preparedness include:

- Planning describes how personnel, equipment and other resources are used to support incident management and emergency response activities.
- Training includes standard courses on multiagency incident command and management, organizational structure, and operational procedures; discipline-specific and agency-specific incident management courses on the integration and use of supporting technologies.

- Exercises involve incident management organizations and personnel who participate in realistic exercises to improve integration and interoperability and optimize resource utilization during incident operations.
- Personnel Qualification and Certification Activities are used to identify and publish national-level standards and measure of performance against these standards to ensure that incident management and emergency responders are qualified and officially certified to perform NIMS-related functions.
- Equipment Acquisition and Certification provides standards for various types of equipment utilized by emergency responders at all levels. These standards will also include the capability to be interoperable with similar equipment used by other jurisdictions.
- Mutual-Aid Agreements are the means for one jurisdiction to provide resources, facilities, services, and other required support to another jurisdiction during an incident. NIMS defines and sets minimum standards for mutual aid agreements at all levels.
- Publications Management refers to forms and forms standardization, developing publication materials, administering publications - including establishing naming and numbering conventions, managing the promulgation of documents, and exercising control over sensitive documents - and revising publications when necessary.

## Resource Management

NIMS defines standardized mechanisms and establishes requirements for processes to describe, inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident.

## Communications and Information Management

NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination), and information-sharing at all levels of incident management. These elements are:

- Incident Management Communications are used by incident management organizations to ensure that effective, interoperable communications processes, procedures, and systems exist to support a wide variety of incident management activities across agencies and jurisdictions.
- Information Management Processes, Procedures and Systems help ensure that information, including communications and data, flows efficiently through a commonly accepted architecture supporting numerous agencies and jurisdictions responsible for managing or directing domestic incidents, those impacted by the incident, and those contributing resources to the incident management effort.

## Supporting Technologies

Technology and technological systems provide supporting capabilities essential to implementing and continuously refining NIMS. These include voice and data communications systems, information management systems and data display systems.

## Ongoing Management and Maintenance

This component establishes an activity to provide strategic direction for and oversight of NIMS, supporting both routine review and the continuous refinement of the system and its components over the long term. Additional information on the National Incident Management System,

including training, credentialing and compliance requirements can be found on the FEMA NIMS web site at <http://www.fema.gov/nims>. A complete copy of the NIMS manual in Adobe PDF format is available from the FEMA NIMS web site and is also located in the electronic version of this plan. As NIMS standards and practices are further defined and refined, this emergency plan will be updated to incorporate them as required.

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

The City of Vacaville Emergency Operations Plan is based on the State of California's Standardized Emergency Management System (SEMS). SEMS was developed in response to Senate Bill 1841, which was passed to improve the coordination of state and local emergency response in California after the East Bay Hills Fire in 1991. This law is found in Section 8607 of the Government Code. By law, state agencies must use SEMS when responding to emergencies involving multiple jurisdictions or agencies. Local governments must use SEMS to be eligible for state funding of response related personnel costs. Key components of SEMS are the use of the ICS and California Mutual Aid System (see appendices).

SEMS is a proven emergency management system whose principal structure has been in use for over twenty years in the fire service; it provides an organizational framework and guidance for operations at each level of the State's emergency management system. SEMS is the umbrella under which all emergency response agencies must function in an integrated fashion.

### **SEMS Coordination Levels**

- Field Response Level: the local emergency personnel responding to an incident or threat.

- **Local Government Level:** the city, county, or special district which manages overall emergency response and recovery activities within its jurisdiction.
- **Operational Area Level:** the county Office of Emergency Services, which manages/coordinates information, resources, and priorities between local governments and the Regional Level. The City of Vacaville Operational Area includes all cities and special districts.
- **Region Level:** California is divided into six Mutual Aid Regions (see map in Mutual Aid Appendix) that coordinate information and resources among the Operational Levels and the State Level. City of Vacaville is in Mutual Aid Region II.
- **State Level:** operates the State Operations Center at Cal OES Headquarters in Sacramento and is responsible for coordinating resource requests and resolving priority issues at the Region Level. The State Operations Center also coordinates with the Federal Emergency Management Agency (FEMA) and other federal agencies implementing the Federal Response Plan. For more information, refer to the Emergency Services Act or Chapter 7, Division 1, Title 2 of the California Government Code.

## **Incident Command System**

One of the primary components of NIMS/SEMS is the Incident Command System (ICS), which was developed during the 1970s by an inter-agency working group of local, state, and federal fire services in California. ICS has since been endorsed by the American Public Works Association and the International Association of Chiefs of Police and has been adopted by the National Fire Academy as its standard for incident response. Federal law requires the use of ICS for response to

hazmat incidents, and many States, including California, have adopted ICS as their standard for responding to all types of incidents. [States are required to use ICS if they are receiving or want to receive federal mitigation/recovery funds.]

ICS ensures that every emergency incident has an Incident Commander and appropriate support staff to effectively manage the incident. Initially, the first responder is the Incident Commander who is responsible for identifying and requesting any additional responders and associated support equipment. For example, local Law Enforcement may be the first responder to a traffic accident, which may also require Fire Department responders, Emergency Medical Services, Public Works, and private agencies.

The First Responder to arrive on the scene will be the Incident Commander until a more highly qualified individual arrives and is assigned by the local jurisdiction. Change of Command is then passed on to the new Incident Commander, who then assumes the overall management and coordination of the incident. The Incident Commander can assign one or more deputies to assist in managing the incident by coordinating Operations, Logistics, Planning and Finance sections as the incident changes in scope and complexity

ICS will then expand or shrink as necessary during an incident to request and coordinate appropriate resources, manage priorities, as well as recovery and shutdown operations. The Incident Command System is used at all levels of SEMS. A more detailed description of ICS is included in the Reference Materials.

A diagram of information flow and coordination between an Incident Commander and the local government EOC is shown in Figure 9. This same flow occurs between all five response levels. If a local government EOC requests activation of the Operational Area EOC to request additional

support and coordination efforts, the information and coordination efforts flow in the same manner through the Region and State level.

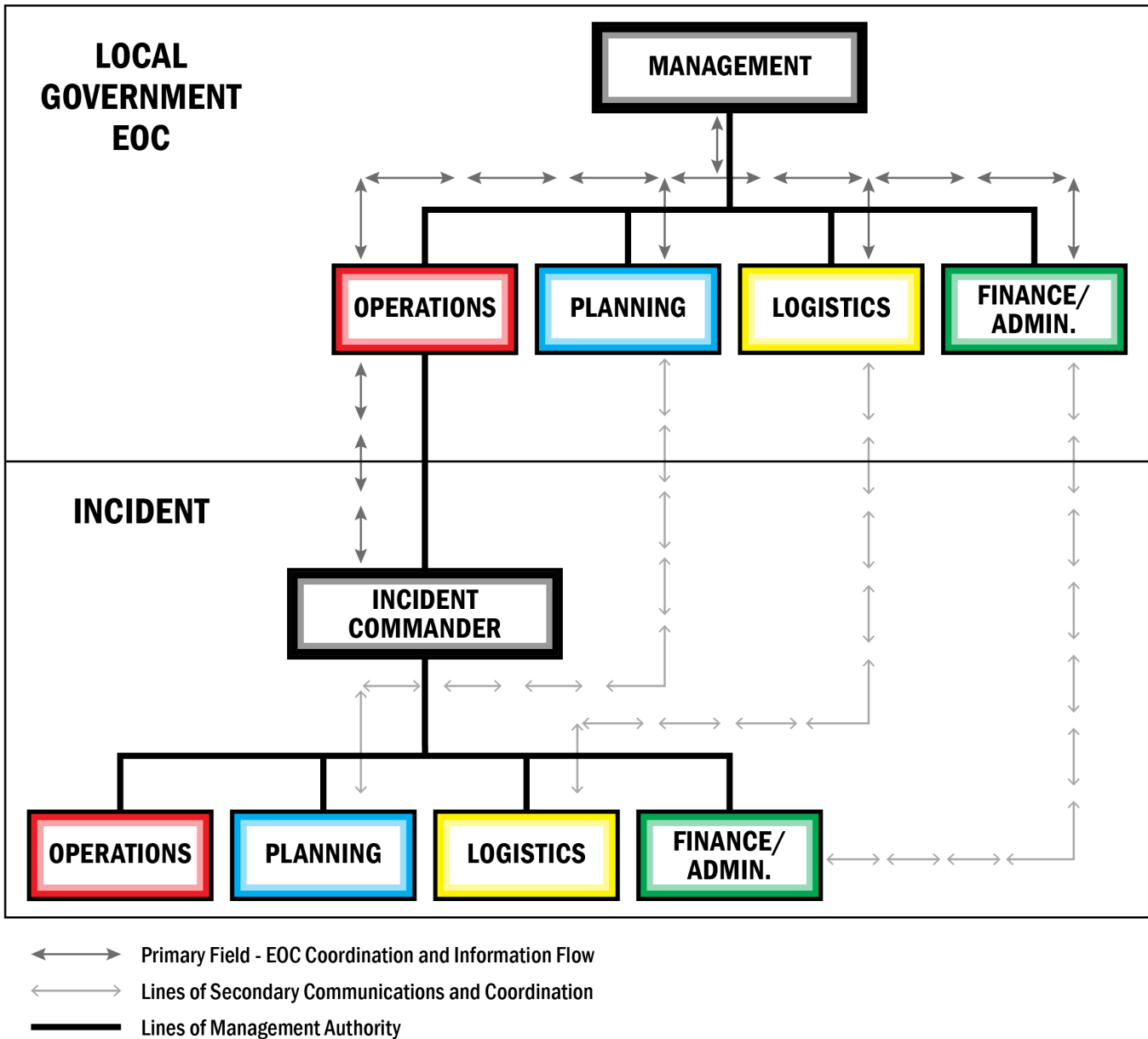


FIGURE 9: INFORMATION FLOW AND COORDINATION

## Management and Control Responsibilities

### Cities in Operational Area

The cities of Vacaville, Dixon, Fairfield, Suisun, Rio Vista, Benicia, and Vallejo are incorporated cities in the County of Solano. Each city has an Emergency Management System.

In Solano County, the emergency management organizations of each incorporated city and Special Districts are responsible for coordination and direction of response and recovery operations within their jurisdictions, while the County emergency management organization will serve in a support role.

The County is responsible for coordinating and directing response and recovery operations in the unincorporated areas of the County, with the cities providing support and mutual aid as needed.

Incorporated Cities and Special Districts must:

- Develop and maintain Emergency Operations Plans (EOPs) consistent with the Solano County EOP and the State EOP
- Maintain liaison with neighboring jurisdictions, County OES and other cities
- Designate Multipurpose Staging Areas for the purpose of providing rally points for incoming mutual aid and staging areas for support and recovery operations

### Vacaville City Departments

Department Heads are responsible for reviewing the Vacaville EOP and ensuring their management teams and staff members are familiar with the terms and operational concepts. Those departments



with separate Disaster or Emergency Plans must review and update their plans and ensure their processes integrate with or are included in the City's EOP.

Those departments that have been identified to fill positions in the City EOC must provide the Emergency Manager with the names and emergency telephone numbers of the primary individuals, along with two backup names and telephone numbers in case the primary person is not available.

The primary and backup individuals must familiarize themselves with the City EOP and be prepared to assume an active role in managing and coordinating critical disaster and recovery operations.

They should assemble an Emergency Operations Kit which contains toiletries and a change of clothing that will be readily accessible if they are recalled to staff the EOC. Training sessions and practice exercises will be conducted periodically to ensure the EOC staff is adequately prepared to manage any disaster impacting the city.

Each Department that has designated responsibilities in the EOP should develop procedures that translate the tasking to that organization into specific action-oriented checklists for use during incident management operations, including how the department will accomplish its assigned tasks.

There are four standard levels of procedural documents:

- Overview: a brief concept summary of an incident-related function, team, or capability
- Standard Operating Procedures (SOP)/Operations Manual: a complete reference document that details the procedures for performing a single function or a number of interdependent functions
- Field Operations Guide (FOG) or Handbook: a durable pocket or desk guide that contains essential information required to perform specific assignments or functions

- Job Aid: a checklist or other aid that is useful in performing or training for a job

The development of SOPs by the departments should account for operations that will enhance the EOP in times of disaster. SOPs should help the field personnel accomplish tasks while ensuring the actions taken will fall in line with this plan.

## Solano County (Operational Area)

The County functions as the Operational Area and is the focal point for information transfer and support requests by cities and Special Districts within the County. The County Administrator oversees the Operational Area. In the event of a major disaster, the County emergency organization will operate under a Unified Command Structure as shown in the Solano County Emergency Organization chart.

Key functions of Solano County OES are:

- Coordinate in-County mutual aid and assist Area Coordinator with fire mutual aid
- Maintain liaison with all cities, Regional and Cal OES personnel
- Designate Multipurpose Staging Areas
- Request mutual aid from State OES Region II Warning Center

Solano County OES will submit information and requests for support to the appropriate section at the Regional Emergency Operations Center (REOC). Discipline-specific mutual aid systems including fire, law enforcement, and medical and health have designated Mutual Aid Coordinators within each

Operational Area. The designated Operational Area Mutual Aid Coordinators are an integral part of the operational area emergency management organization.

Operational Area Mutual Aid Coordinators may be located at the Operational Area EOC, at their normal work location, or at another location depending on the emergency, local communications systems, their normal job responsibility, and the level of operational area EOC activation. When the Operational Area EOC is fully activated, all Operational Area Mutual Aid Coordinators should have designated representatives at the EOC to facilitate coordination and information flow.

Coordination of discipline-specific resources will be accomplished through their respective mutual aid systems. However, it is essential that information and overall priorities be coordinated among Mutual Aid Coordinators and the Operational Area EOC.

## Disaster Service Workers

If there are City and County personnel who do not have specific task assignments, they are automatically designated by State Law as Disaster Service Workers during a disaster and serve in the response effort. “All public employees and all registered volunteers of a jurisdiction having an accredited disaster council are Disaster Service Workers”, per the Government Code, Title I, Division 4, Chapter 8, and Labor Code, Part I, Division 4, Chapters 1 and 10.

The term “public employees” includes all persons employed by the State, County, City, or public district. Volunteers and other personnel can be quickly registered by OES as Disaster Service Workers, which provides Workers Compensation and liability coverage.

Furthermore, doctors or medical personnel can provide medical services if an emergency has been declared, and if requested by a Solano County Official (California Code 8659).

## State and Regional Level

### Cal OES - Region II

The Office of Emergency Services Mutual Aid Region II emergency management staff is headed by a Regional Manager. The regional emergency management staff coordinates and supports local area coordinators. The regional staff submits all requests for support that cannot be obtained within the Region and other relevant information to the State Emergency Management Staff. Responsibilities of the Mutual Aid Region II office include:

- Maintain liaison with State, Federal and local authorities utilizing the Standard Emergency Management System (SEMS)
- Provide planning, guidance, and assistance to County and local jurisdictions
- Respond to requests for mutual aid
- Provide a clearinghouse for emergency operation information

### Cal OES – Headquarters

The State Emergency Management Staff is headed by the Secretary of Cal OES (acting as a representative of the Governor), or his designated representative, and assisted by Coordinators provided by State agencies. When activated, the State staff will be responsible for coordinating statewide emergency operations, to include the provision of mutual aid and other support and redirection of essential supplies and other resources to meet local requirements. Responsibilities of the Cal OES Headquarters office include:

- Perform executive functions assigned by the Governor.

- Coordinate response and recovery operations of State agencies.
- Provide a statewide clearinghouse for emergency operations and information.
- Prepare and disseminate proclamations for the Governor.
- Receive and process requests for Federal disaster assistance.
- Direct the allocation of Federal and out-of-state resources.

Figure 10 shows the administrative regions for Cal OES.



Figure 10: CalOES Administrative Regions

## City of Vacaville Emergency Management Organization

City of Vacaville’s emergency management organization will align with California SEMs and NIMS, as described above. The organization will expand and contract to meet the need of the emergency.

When fully activated, the Statewide Emergency Management System consists of all jurisdictions from the local to the State level.

This plan incorporates the Standardized Emergency Management/Incident Command Systems (SEMS/ICS) and the National Incident Management System (NIMS) to organize emergency operations.

## Emergency Operations Center Organization

Local governments include cities/towns, counties, and special districts. Local governments manage and coordinate the overall emergency response and recovery activities between emergency agencies and operations centers within their jurisdiction (such as local EOCs and DOCs). This is the first coordination level above the field response. Local governments are required to use SEMS when their emergency operations center is activated, or a local emergency is declared.

The Emergency Manager, currently in the Fire Department, has the responsibility to ensure the operational readiness of the EOC.

Figure 11 shows the organizational structure for the City of Vacaville Emergency Management Organization.

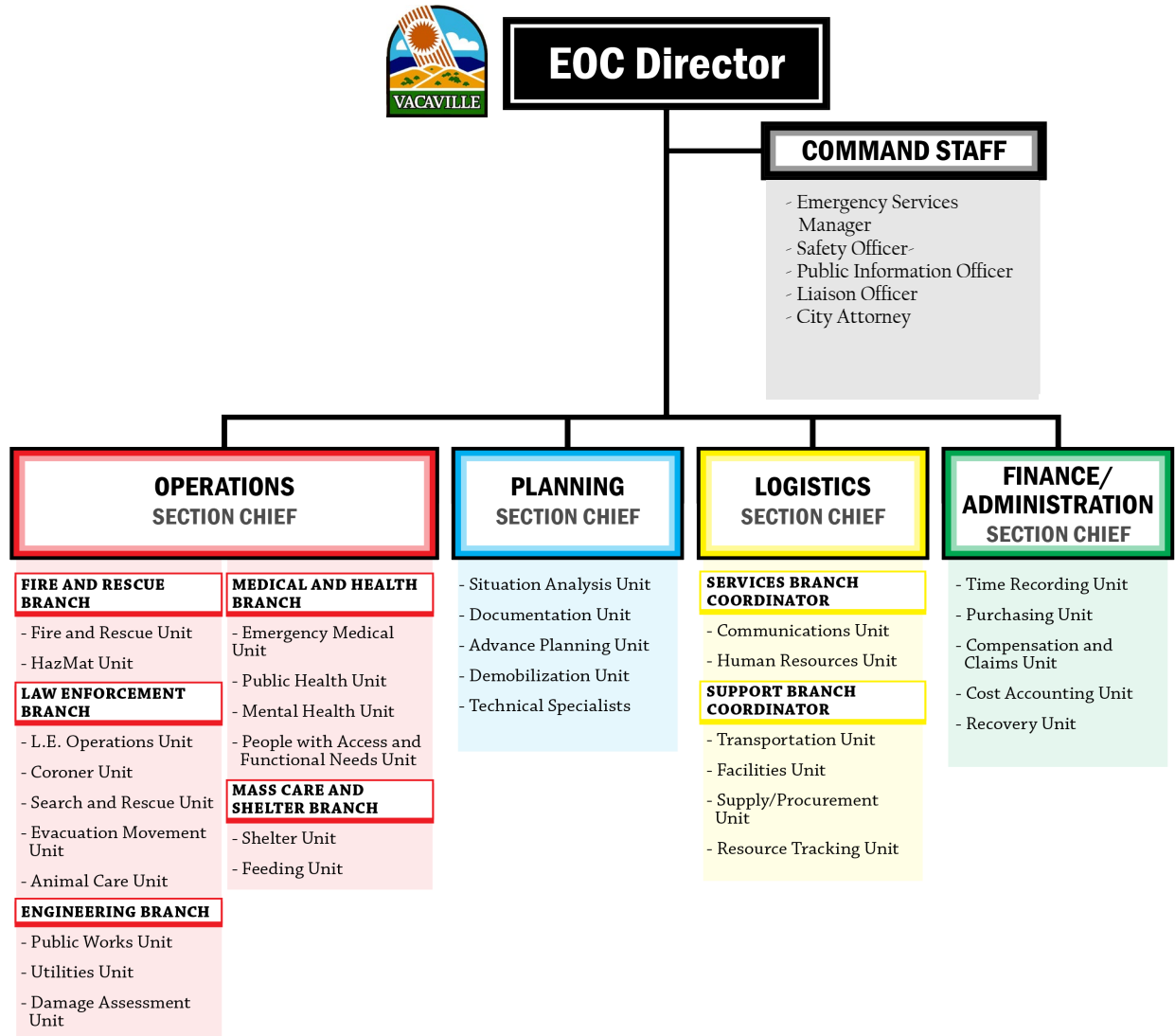


FIGURE 11: EOC ORGANIZATIONAL CHART



## Management/Command Staff

The EOC Director, Emergency Manager, City Attorney, Safety, Security, Liaison, and Public Information Officers, constitute the Management Staff of the EOC. Also known as the Command Staff, this team has overall responsibility for management of the EOC and provides support and direction for the General Staff.

The Section Chiefs for Operations, Planning, Logistics, and Finance/ Administration constitute the General Staff, and they are responsible for:

- Overseeing the internal functioning of their respective sections
- Interacting with other Section Chiefs, the EOC Director, Emergency Manager, and other entities within the EOC to ensure the effective functioning of the EOC organization. Figure 12 shows the organizational structure of the management/command staff.

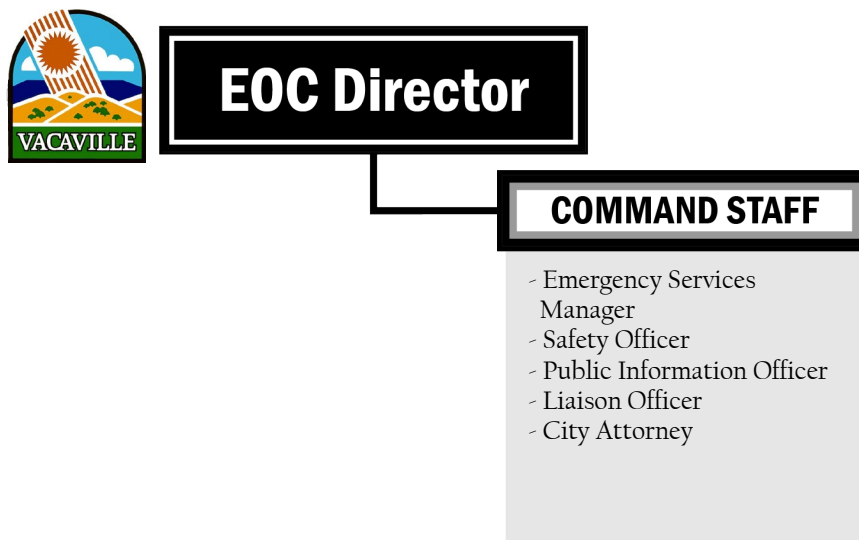


FIGURE 12: EOC DIRECTOR AND COMMAND STAFF

#### Director of Emergency Services/ EOC Director (City Manager's Office)

The City Manager manages and coordinates the emergency response until the responsibility/ command is delegated to someone else.

#### Emergency Services Manager (Fire, Police)

The Fire or Police Chief assists the Director of Emergency Services in the management and coordination of emergency response efforts.

#### Safety Officer (Fire Department)

Ensures all emergency response operations are conducted in a safe manner

#### Security Officer (Police Department)

Assigned by the Police Department, provides twenty-four hour per day security for all facilities. Controls personnel access to facilities in accordance with the policies established by the EOC Director.

#### Public Information Officer (City Manager's Office)

Gathers accurate information and releases it to the public through various media.

#### Legal Advisor (City Attorney)

The City Attorney checks the legality of various emergency proclamations, writes emergency ordinances, and watches out for potential legal liabilities.

#### Liaison Officer (Fire Department)

Oversees all liaison activities, including coordinating/assisting Agency, Private Sector and Volunteer/Service Programs (VSP) representatives assigned to the EOC and handling requests from other agencies for sending liaison personnel to other EOCs. Liaison Officer also works

with and provides support to EOC section chiefs to determine their needs for volunteers, agency representatives and private sector resources to meet their operational requirements.

### Operations Section (Fire, Police, and Public Works)

The Operations Section is the coordinating link to Fire, Law, Medical, Public Works and Resource Management. This section works to control the direct and immediate effects of a disaster. Figure 13 shows the organizational structure for the Operations Section.

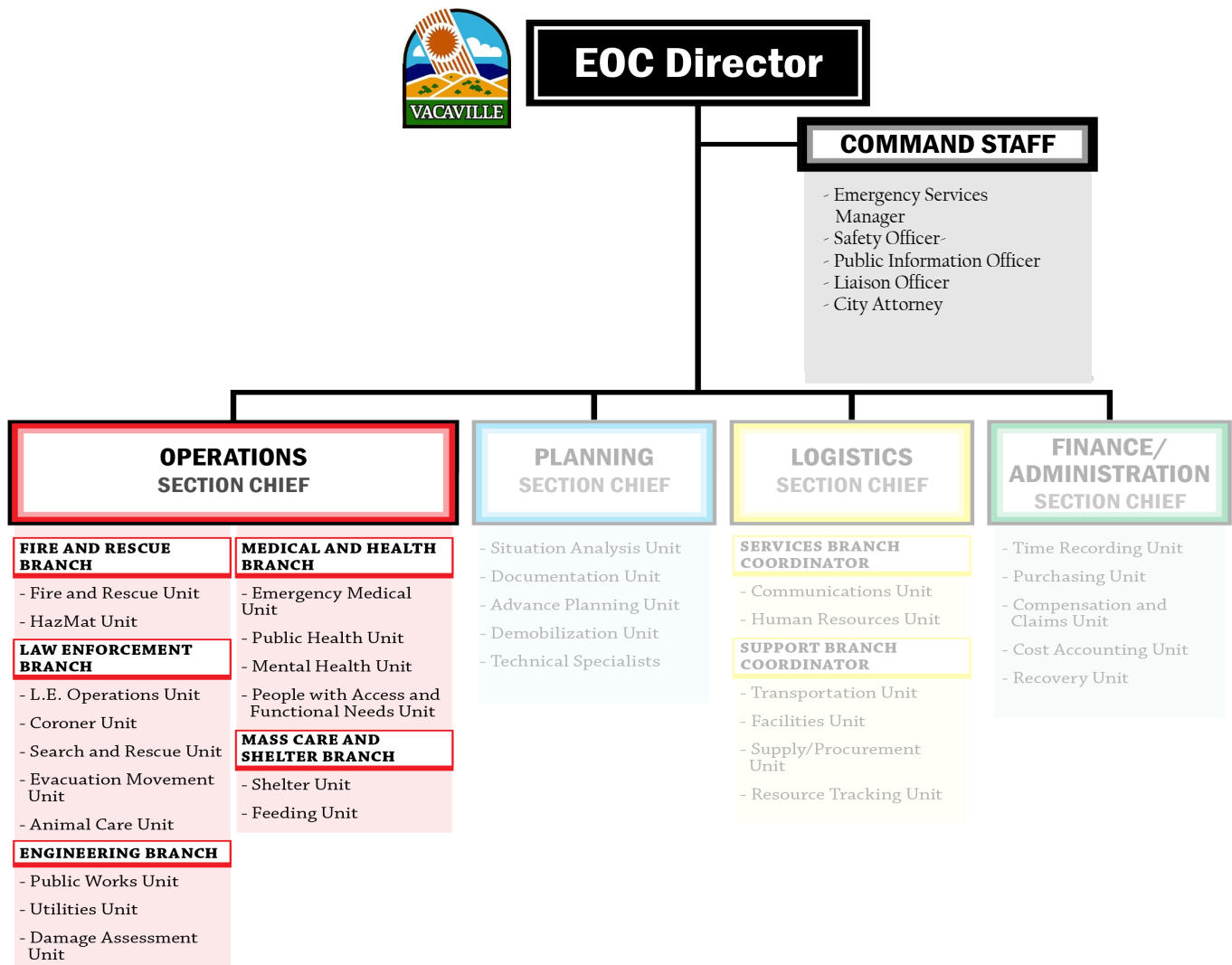


FIGURE 13: OPERATIONS SECTION ORGANIZATION

#### Fire and Rescue Branch (Fire Department)

Monitors and assists in coordination of resources to and from incidents. Where required, determines priorities for asset management and assignments.

#### Law Enforcement Branch (Police Department)

- **Law Enforcement Unit** enforces laws, controls traffic, manages evacuations and controls access to hazardous areas.
- **Coroner Unit** collects, identifies, and stores or buries the dead.
- **Search & Rescue Unit** coordinates search and rescue operations.
- **Evacuation Unit** coordinates evacuation and transportation.

#### Engineering Branch (Public Works)

- **Public Works Unit** builds, repairs and restores essential structures and utilities. Removes debris; assists in heavy rescue operations; supports law enforcement and fire services personnel in execution of access and perimeter control.
- **Utilities Unit** coordinates restoration of utility services with utility service companies.
- **Damage/Safety Assessment Unit** inspects damaged structures and posts structures for use.

#### Medical & Health Branch (Fire Department)

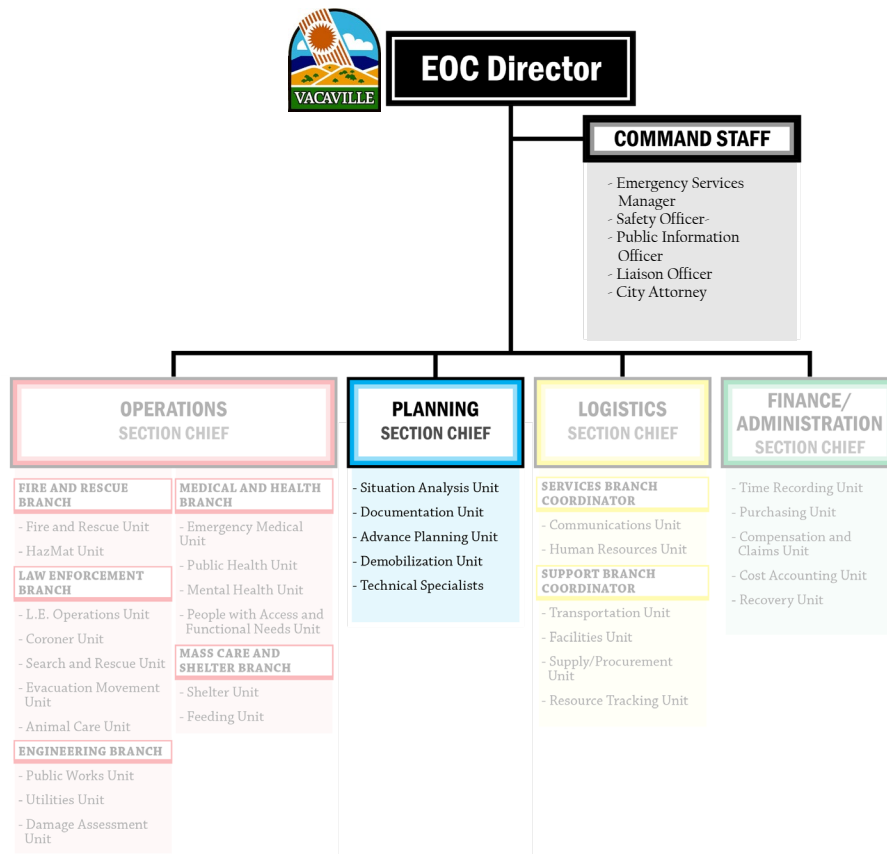
- **Emergency Medical Unit** treats, and transports injured and ill persons, manages medical supplies and resources, and operates casualty collection points.

- **Public Health Unit** maintains health and safety standards; prevents and controls disease.
- **Mental Health Unit** helps meet the psychological needs of emergency responders and the public.
- **Access and Functional Needs Unit** supports the EOC with ensuring specialized resources, information, and partners are identified and accessed for people with disabilities impacted by the emergency.

### Planning Section (Fire Department)

The Planning Section provides the facts and projections that help others make informed decisions.

Figure 14 shows the organizational structure of the Planning Section.



**FIGURE 14: PLANNING SECTION ORGANIZATION**

### Situation Analysis Unit

Gathers information such as damage assessment and weather predictions, makes projections and anticipates further problems.

### Documentation Unit

Maintains files and makes copies of all plans and assessment data. Responsible for assembling After Action/Corrective Action (AA/CA) reports for EOC management and as input to the Recovery Plan.

### Advanced Planning Unit

Collects, evaluates, and disseminates information needed to understand the current situation, predict the probable course of ongoing events, prepare alternative strategies, and develop advance and recovery plans.

### Demobilization Unit

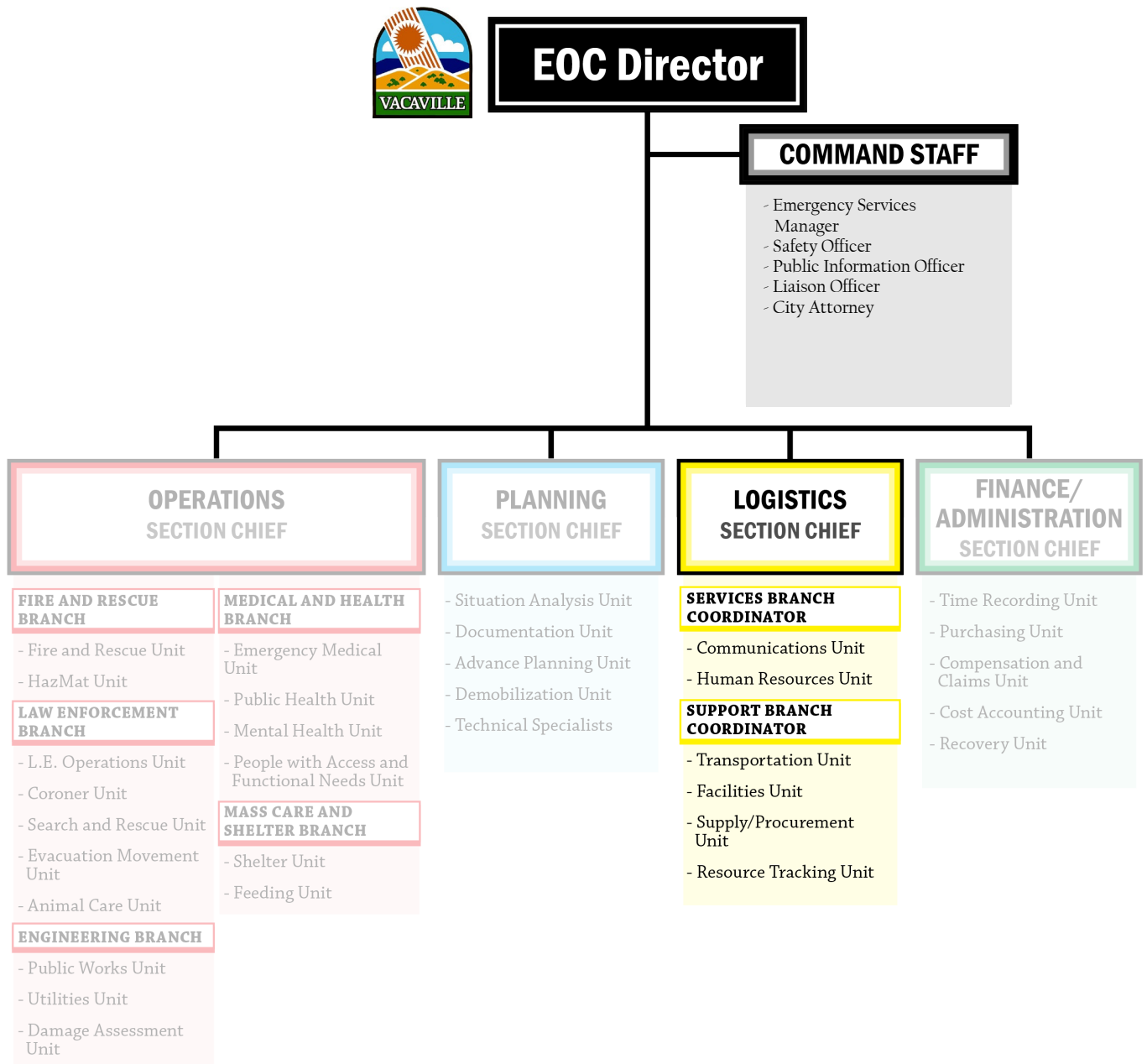
Plans for the orderly transition from emergency status to day-to-day status.

### Technical Specialists (Conditional on Incident Type)

Provide technical observations and recommendations to EOC staff in their specialized areas.

### Logistics Section (Community Development, HR, and Public Works)

The Logistics Section supports emergency response efforts with the acquisition, tracking, purchasing, and distributing of emergency resources. Figure 15 shows the organizational structure of the Logistics Section.



**FIGURE 15: LOGISTICS SECTION ORGANIZATION**

Services Branch (IT, Parks & Recreation, HR)

**Communications Unit** manages communication equipment and the EOC Message Center.

**Care and Shelter Unit** coordinates the procurement, allocation and staffing of shelters, provides for the needs of disaster victims, works with the County and American Red Cross and their efforts in providing for shelter and coordinates with Public/Mental Health Directors.

**Human Resources Unit** provides staff to support response and recovery operations.

**Animal Care & Welfare Unit** determines the need for care and shelter of animals displaced, or put at risk, due to an emergency.

#### Support Branch (Finance, Public Works)

**Transportation Unit** coordinates resources required to move people, equipment, and essential supplies.

**Facilities Unit** provides staff support to layout and activate the Operational Area facilities, including initial activation and setup of the EOC. Also administers each facility (shelter, base, mobilization area, etc.) through a manager assigned at the facility.

**Supply/Procurement Unit** coordinates the allocation and distribution of essential supplies including food, fuel, health, and equipment supplies and coordinates the recovery efforts to include long term housing problems that may result.

**Resource Tracking Unit** coordinates with the other units in the Logistics Section to capture and centralize necessary resource/ location status information.

#### Finance/Administration Section (Finance, HR)

The Finance/Administration Section manages the financial aspects of the emergency. Figure 16 shows the organizational structure of the Finance/Administration Section.



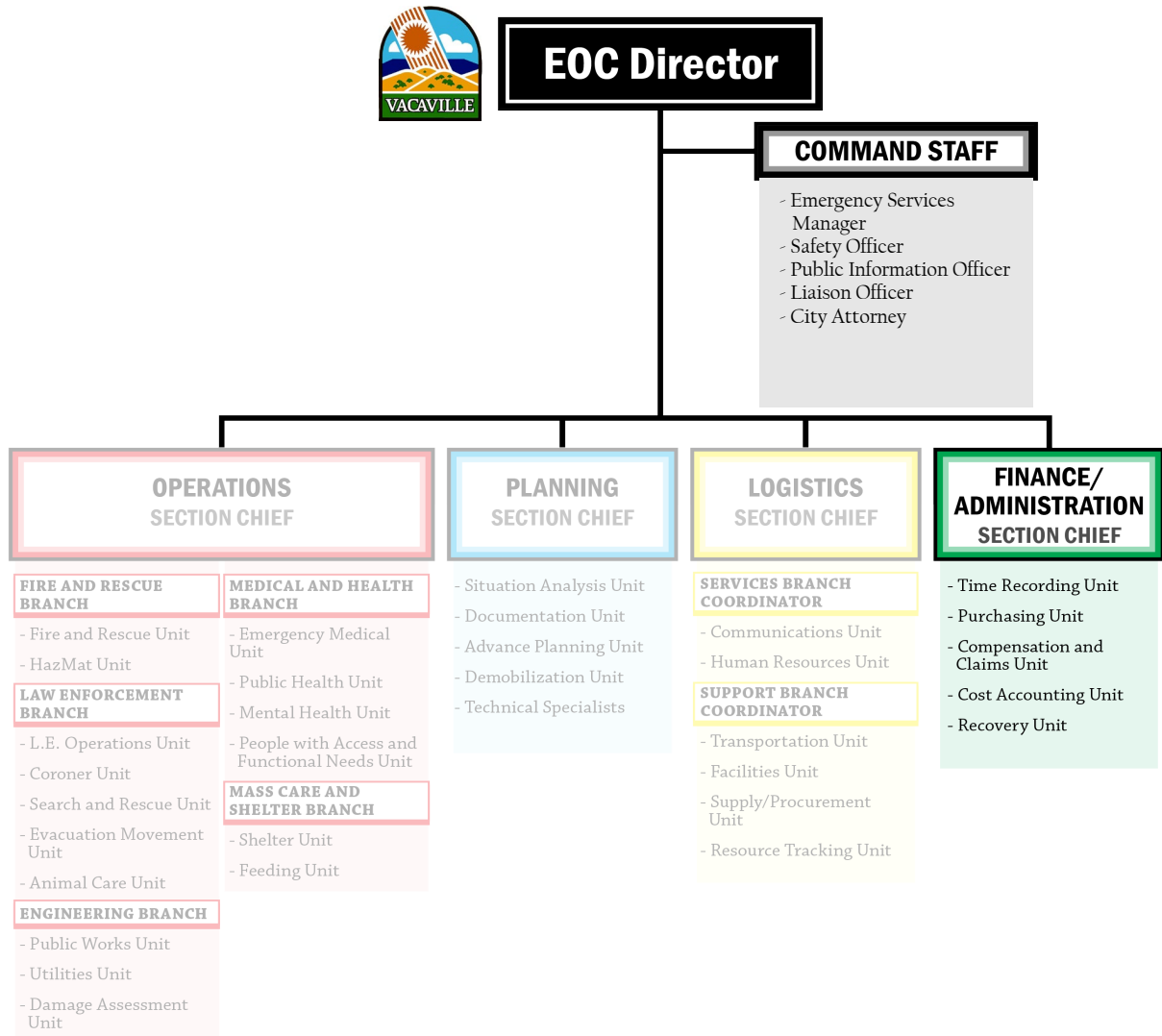


FIGURE 16: FINANCE SECTION ORGANIZATION

**Time Recording Unit Leader** manages, monitors and maintains timecards for accurate reporting and recovery of personnel costs for response and recovery operations.

**Cost Accounting Unit Leader** gathers and reports the cost of disaster response and recovery.

**Compensation and Claims Unit Leader** processes Worker's Compensation Claims received at the EOC. Helps file claims to recover the costs of the disaster.

**Purchasing Unit** places orders for all supplies and equipment needed to support various Operational Area jurisdictions and agencies. Establishes ordering procedures and determines times and locations for delivery of supplies and equipment.

**Recovery Unit** develops recovery plans and strategies for recovery operations after the disaster.

## **Information Collection, Analysis, and Dissemination**

A primary objective of the EOC is the timely gathering of accurate, accessible, and consistent information during an emergency and sharing vetted intelligence to ensure coordinated timely emergency response and continuity of government. Status boards and other technologies for tracking emergency activities will be utilized. All EOC sections must maintain and display current status information so that other sections can quickly comprehend what actions have been taken, what resources are available, and to track damage status across the City. Situation reports create a common operating picture and will be used to inform the operational objectives, priorities and strategies. To ensure effective intelligence flow, emergency response agencies at all levels must establish communications systems and protocols to organize, integrate, and coordinate intelligence

among the responding agencies. The flow of situation reports among the levels of government should occur as follows:

- Field level reports disseminated to local DOCs/EOCs
- The EOC provides a jurisdictional situation report to the OA EOC based on field reports, DOC reports, EOC activities and intelligence

An Information Collection and Management Tool is used in EOC's to accomplish the objective of timely gathering of accurate, accessible, and consistent information during an emergency. Every emergency event is unique, as such the Information Collection and Management Tool should be tailored to fit the circumstances and particular needs demanded by individual incidents and at a minimum should include the following information elements:

- Essential Element of Information (e.g. boundaries of the disaster area, access points to the disaster area, jurisdictional boundaries)
- Specific Information Requirement in support of an Essential Element of Information (e.g. traffic control points, safe routes, special permits required to access the disaster area)
- Proposed Method or Source that could be used to obtain the Specific Information Requirement (e.g. field operation reports, GIS, reconnaissance)
- Responsible Element, Section, or Agency identifies the responsible party tasked with collecting the specified information (e.g. EOC Operations Section, EOC Plans Section)
- Deliverable Product specifies the mechanism the Responsible Element, Section, or Agency utilizes to relay a particular Specific Information Requirement (e.g. ICS Form 209, EOC Action Plan, incident map)

- Collection Suspend or Schedule defines the reporting frequency for each Specific Information Requirement (e.g. daily, hourly, status change)
- Distribution Requirement identifies the position, personnel, agency, or organization receiving the most up-to-date information in accordance with the Collection Suspend or Schedule (e.g. all EOC Section Chiefs, the REOC)

## Communications

As outlined in the City and OA Emergency Operations Plan, coordination and communication should be established between an activated local EOC and the OA EOC. Common communications modalities to the cities/towns from the Operational Area EOC, and to agencies not represented in that EOC include, but are not limited to, landline telephone, fax, cell phone, computer networks, and low-band EOC to EOC radio. The OA responsibilities involve coordinating with the cities/towns and other organizations to support field-level emergency response personnel, activating the OA EOC, ensuring continuity of government, and issuing orders to protect and inform the public. In accordance with ICS principles, units in the field receive tactical direction from an on-scene IC. When and where possible, the county will include jurisdictional representatives in planning for jurisdictional support.

## Emergency Proclamations

### Local Emergency

If conditions of extreme peril to persons and property exist, based on the recommendation of the City Manager, Police Chief, or Fire Chief, the City of Vacaville City Council may pass a resolution declaring that a local emergency exists for the City of Vacaville.

This declaration will be made within 10 days of the event if the City and the other members of the Solano Operational Area are to qualify for financial assistance under the State's Natural Disaster Assistance Act.

A local emergency may also be declared for the County of Solano and/or the Solano Operational Area by the County Administrator, Sheriff, Emergency Services Manager, or Public Health Officer, which will be subject to ratification by the Board of Supervisors within seven days.

In addition, the City of Vacaville City Council must review, at least every 14 days, the continuing existence of the emergency. They must also terminate the emergency declaration at the earliest possible date that conditions warrant.

The Declaration of a Local Emergency gives legal immunities for emergency actions taken by the City of Vacaville and its employees.

A local emergency declaration enables the Solano Operational Area and its members to request state assistance under the state Natural Disaster Assistance Act. It also allows the County Administrator to establish curfews, take measures necessary to protect and preserve the public health and safety, and exercise all authority granted by local ordinance.

Causes could include, but are not limited to:

Earthquake	Fire
Flood	Major Storms
Epidemic	Dam Failure
Aircraft Incidents	Railroad Incidents
Hazmat Incidents	Agriculture Incidents
Terrorist Incidents	War

The proclamation of a Local Emergency provides legal authority to:

- If necessary, request that the Governor proclaim a State of Emergency
- Put forth orders and regulations to protect life and property, including orders or regulations imposing a curfew within designated boundaries
- Provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans or agreements
- Request that State agencies provide mutual aid
- Require the emergency services of any local official or employee
- Requisition necessary personnel and material of any department or agency
- Obtain vital supplies and equipment and, if required immediately, commandeer the same for public use
- Impose penalties for violation of lawful orders

- Conduct emergency operations without facing liabilities for performance or failure of performance (Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities.)

During a disaster, all public employees at the city, county and state level are automatically designated by State Law as Disaster Service Workers.

Additionally, other personnel and volunteers may be registered as Disaster Service Workers, which provides workers compensation and liability coverage. To be eligible, a person must sign a loyalty oath to the Federal and State Constitutions.

### Request for Concurrence of Local Emergency

Following the Declaration of a Local Emergency for the Solano Operational Area, the County Board of Supervisors may request that the Secretary of Cal OES concur and provide assistance under the state Natural Disaster Assistance Act. This Act provides financial assistance for the permanent restoration of public real property other than facilities used solely for recreational purposes when it is damaged or destroyed by a natural disaster.

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.

### State of Emergency

After the Declaration of a Local Emergency for the County of Solano and/or the Solano Operational Area, the County Board of Supervisors, County Administrator, Sheriff, Emergency Services Manager, or Public Health Officer, having, determined that local forces are insufficient, may request that the

Governor proclaim a State of Emergency. The request will be forwarded to the Secretary of Cal OES with a copy of the local emergency declaration and the damage assessment summary.

The Governor may proclaim an emergency when a disaster or a situation of extreme peril threatens the safety of persons and property within the State, and he is requested to do so by local authorities -OR- he finds that local authority is inadequate to cope with the emergency.

Whenever the Governor proclaims a State of Emergency:

- Mutual aid shall be rendered in accordance with approved Emergency Plans wherever the need arises for outside aid in any county or city
- The Governor shall, to the extent he deems necessary, have the right to exercise within the area designated all police power vested in the State by the Constitution and the laws of the State of California
- Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency
- The Governor may suspend the provisions of any regulatory statute or statute prescribing the procedure for conducting State business, or the orders, rules or regulations of any agency
- The Governor may commandeer or use any private property or personnel (other than the media) in carrying out his responsibilities
- The Governor may promulgate, issue and enforce orders and regulations as he deems necessary



## State of War Emergency

Whenever the Governor proclaims a State of War Emergency, or if a State of War Emergency exists, all provisions associated with a State of Emergency apply, plus:

All State agencies and political subdivisions are required to comply with the lawful orders and regulations of the Governor made or given within the limits of his authority as provided for in the Emergency Services Act.

## Recovery

The County of Solano, each of the cities in the Operational Area, and all the special districts serving the Operational Area may be involved in recovery operations for the Solano Operational Area. This section is provided as summary guidance. For details on recovery, see the Recovery Annex to this Plan.

In the aftermath of a disaster, many citizens will have specific needs that must be met before they can pick up the thread of their pre-disaster lives. Typically, there will be a need for such services as these:

- Assessment of the extent and severity of damages to public and private property.
- Restoration of services generally available in communities - water, food, medical assistance, utilities, and lifelines.
- Repair of damaged homes, buildings, and infrastructure.
- Professional counseling when the sudden changes resulting from the emergency have resulted in mental anguish and 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.

## Short-Term Recovery

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 may include all the agencies participating in the Operational Area that have been impacted by the event.

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 government operations
- Re-establishment of transportation routes
- Debris removal
- Cleanup operations, and 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. Solano

County Mental Health Services will help coordinate and conduct Critical Incident Stress Debriefings for emergency response personnel and victims of the disaster event.

For federally declared disasters, Disaster Assistance 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 repaired or demolished.

## Long-Term Recovery

Long term recovery may also begin during the response phase. 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 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.

Long term recovery can include:

- Coordinated delivery of social and health services.
- Improved land use planning.
- Improved Solano 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.
- Repair and replacement of infrastructure.

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 actions are outlined in the City of Vacaville Hazard Mitigation Plan. The City, 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 jurisdictions' redevelopment agencies will play a vital role in rebuilding commercial areas of Solano Operational Area.

## Recovery Operations Organization

The City of Vacaville and County of Solano recovery operations will continue to be managed according to the ICS structure. Responsible entities will change as the response evolves into the recovery phase of the emergency. The Recovery ICS will be managed and directed by the Assistant City Manager for the City and Assistant County Administrator for the County. Recovery issues involving Operational Area jurisdictions and special districts will be coordinated and managed between the Assistant County Administrator and designated representatives. Each Operational Area jurisdiction and special district will appoint their own Recovery Manager. For the City of

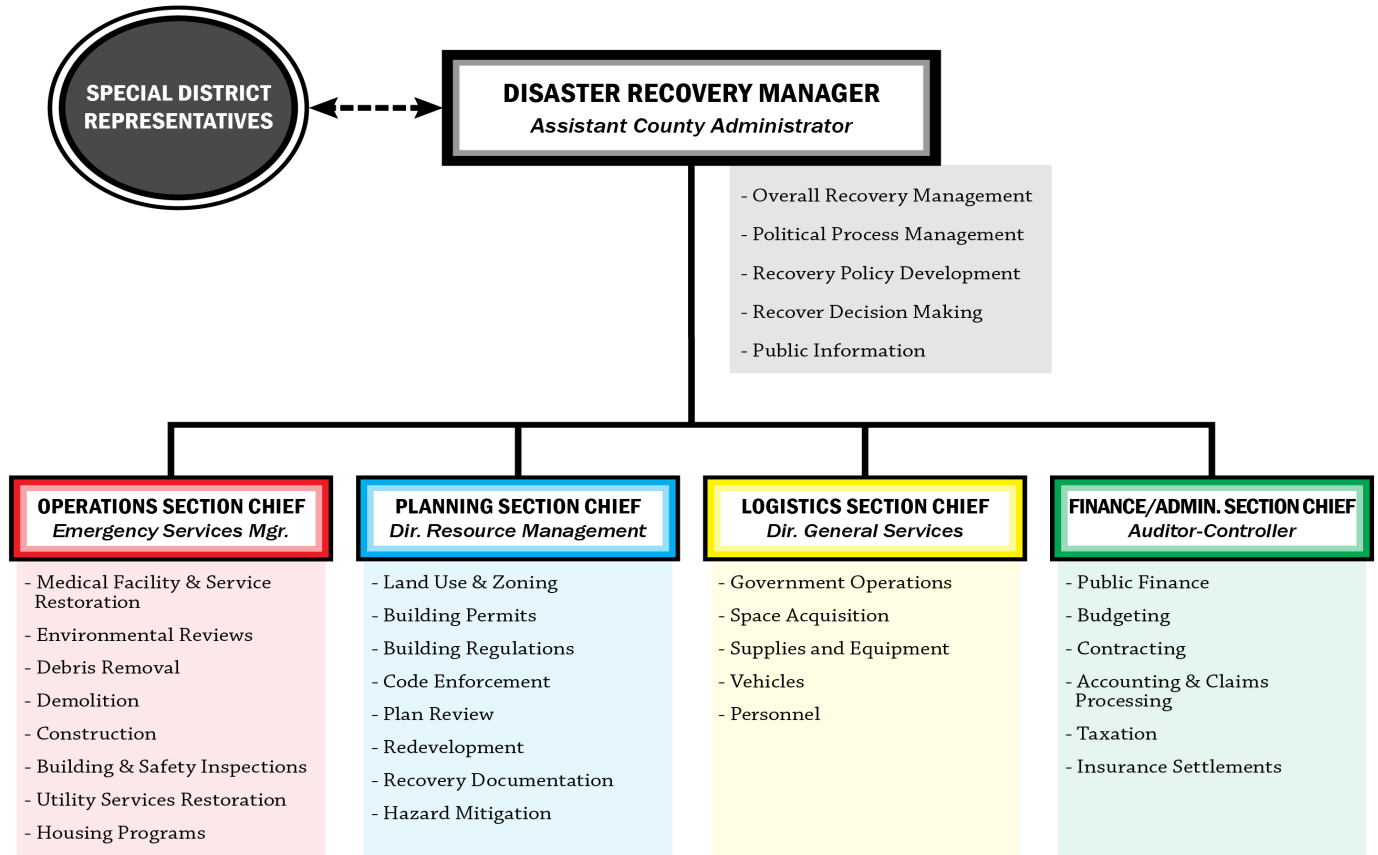
Vacaville, the Assistant City Manager will normally be assigned as the Recovery Manager to be the single point of contact for the Countywide recovery operations.

On a regularly scheduled basis, the Assistant City Manager will convene meetings with City department directors, key individuals, and representatives from affected private sectors. These meetings will be held to make policy decisions collectively. They will also be used to obtain and disseminate information regarding completed and ongoing recovery operations.

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, through the Solano OES.

The City of Vacaville Assistant City Manager, or designee, will assist the Assistant County Administrator in facilitating and leading the recovery process. City of Vacaville departments will also be represented and responsible for certain functions throughout the recovery process.

The organizational chart used in recovery operations is shown in Figure 17.



**FIGURE 17: DISASTER RECOVERY ORGANIZATION**

## Recovery Damage and Safety Assessment

Recovery Damage and Safety Assessment is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. Under the Solano Operational Area Emergency Operations Center's Standard Operating Procedures, an Initial Damage Estimate is developed during the emergency response phase to support a request for a gubernatorial proclamation and for the State to request a presidential declaration.

For the County, the detailed damage and safety assessment will be completed by the Solano County Department of Resource Management Building Official in coordination with the County

Office of Emergency Services and other applicable County Departments. The Engineering Branch/Department of the City of Vacaville will complete the detailed damage assessment. The administrative and operational divisions of special districts will, in most cases, complete the detailed damage assessment for their respective areas of responsibility.

During the recovery phase, this assessment is refined to a more detailed level. This detailed damage and safety assessment will be needed to apply for disaster financial assistance programs and to manage them if they are approved. The mitigation priorities outlined in the City of Vacaville Hazard Mitigation Plan will be utilized in this process.

## Recovery Operations Responsibilities

Table 4 summarizes the recovery operations responsibilities.

**TABLE 4: RECOVERY OPERATIONS RESPONSIBILITIES**

Recovery Operations Responsibilities	
Function	Departments/Agencies
Overall process management; interdepartmental coordination; policy development; decision making; and public information.	County Administrator's Office City of Vacaville City Manager's Office
Land use and zoning variance; permits and controls for new development; revision of building regulations and codes; code enforcement; plan review; building and safety inspections.	Resource Management Dept. City of Vacaville Planning Dept.

## Recovery Operations Responsibilities

Function	Departments/Agencies
Restoration of medical facilities and associated services; continue to provide mental health services; perform environmental reviews.	County Health & Social Services Dept.
Debris removal; demolition; construction; management of and liaison with construction contractors; restoration of utility services.	County Public Works Dept. City of Vacaville Public Works
Housing programs; assistance programs for the needy; oversight of care facility property management; low income and special housing.	County Health & Social Services Dept. City of Vacaville Human Resources
Public finance; budgeting; contracting; accounting and claims processing; taxation; insurance settlements.	Auditor Controller Office City of Vacaville Finance Dept.
Redevelopment of existing areas; planning of new redevelopment projects; financing new projects.	County and City Redevelopment Agencies
Applications for disaster financial assistance; liaison with assistance providers; onsite recovery support; disaster financial assistance Project management.	County OES City of Vacaville EOC
Advice on emergency authorities, actions, and associated liabilities; preparation of legal opinions; preparation of new ordinances and resolutions.	County Counsel City of Vacaville City Attorney's Office



## Recovery Operations Responsibilities

Function	Departments/Agencies
Government operations and communications; Management Information Services (MIS); acquisition; supplies and equipment; vehicles; personnel; and related support.	County General Services Dept. & Information Technology Dept.  City of Vacaville Administration

### 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
- 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 County, jurisdictions, and special districts to collect documentation of these damages and submit them to the Recovery Manager for their jurisdiction.

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.

## After Action/Corrective Action

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 Cal OES within 90 days of the close of the incident period. SEMS/NIMS integration requires this report to include Corrective Actions, so this report is now called the After Action/Corrective Action (AA/CA) Report. The AA/CA 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
- Corrective Actions to resolve identified issues or problems

The AA/CA report will serve as a source for documenting Solano 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. The AA/CA 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 AA/CA report.

The Planning Section in conjunction with the Solano County Office of Emergency Services will be responsible for the completion and distribution of the Solano County AA/CA report, including sending it to the Coastal Region Office of Cal OES within the required 90-day period.

The City of Vacaville’s Emergency Services Manager will be responsible for submitting the City’s report to the Coastal Region Office of Cal OES within the 90-day period. They may coordinate with the Operational Area in completion of the AA/CA report.

For the City of Vacaville, the AA/CA report’s primary audience will be City employees, including management.

The After Action/Corrective Action reports will be written in simple language, well structured, brief, and well presented, and geared to the primary audience. Data for the AA/CA report will be collected from EOC Log Sheets and Reports, RIMS documents, and other documents developed during the disaster response. The most up-to-date form, with instructions, can be found on RIMS. An AA/CA Report template, which addresses NIMS integration, is located in the Forms Section of this EOP.

## Hazard Mitigation

Natural disasters in the past have caused significant damage to property and infrastructure, as well as loss of life. These damages and losses have taken a toll economically, psychologically, and financially on communities in the response and recovery processes.

During the development of the 2022 City of Vacaville Mutli-Jurisdictional Hazard Mitigation Plan (HMP), the HMP Planning Committee created a Mitigation Action Strategy that included prioritized hazard mitigation goals and capabilities assessment. The HMP provides detailed hazard assessments as well as vulnerability assessments, and can be accessed here- <https://www.solanocounty.com/civicax/filebank/blobdload.aspx?blobid=37785>.

The 2022 HMP was adopted in June 2022 and has since been incorporated into multiple existing planning mechanisms including numerous building/development codes and ordinances and the City's General Plan, Wildfire Protection Plan, and Capital Improvement Plan.

## Recovery Roles and Responsibilities

### Local

**Applicant (Local Jurisdiction)** - The applicant's authorized representative is responsible for local performance of hazard mitigation measures under the terms of the Federal/State Agreement. The applicant's authorized representative, in coordination with the Governor's authorized representative shall:

- Appoint a Local Hazard Mitigation Coordinator to work with the Federal/State Hazard Mitigation Team.

- With respect to any project application, submit adequate assurance that required hazard mitigation measures have been taken or will be completed.
- To the extent of legal authority, implement and enforce land use regulations and such construction practices which are agreed upon as conditions for Federal Emergency Management Agency grants or loans. Applicants may request State or Federal advice or assistance in taking these actions.

## Federal

The Administrator of the Federal Emergency Management Agency is responsible for hazard mitigation actions under the Federal/State Agreement. The Regional Administrator, in coordination with the Governor's Authorized Representative, shall:

- Provide for a Joint Federal/State/Local Hazard Mitigation Team to survey the affected area and plan for hazard mitigation.
- Appoint a Hazard Mitigation Coordinator to serve on the team.
- Discuss hazard mitigation with local, State and Federal officials.
- Coordinate with the State Hazard Mitigation Coordinator.
- Administer Section 406.
- Make sure hazard mitigation is actually done.
- Provide technical advice and assistance.
- Encourage State and local governments to adopt safe zoning and construction standards.
- Ensure that Federal efforts are in addition to local and State efforts.
- Encourage initiative by State and local governments.
- After floods, follow Federal Emergency Management Agency Floodplain Management Regulations.

## State

The Governor will appoint a representative from the Office of Emergency Services to be the Governor's authorized representative. This person will be responsible for State hazard mitigation activities under the Federal/State Agreement. The Governor's authorized representative will also work with Federal agencies to ensure State and local participation in hazard mitigation planning.

The **State Hazard Mitigation Coordinator**, along with the Governor's authorized representative, shall:

- Arrange for consultations on the findings and recommendations from the joint survey and shall follow up to ensure that timely and adequate local and State hazard mitigation actions are taken.
- Provide funding or technical assistance to eligible applicants.
- Arrange for State inspection or audit to verify compliance with approved hazard mitigation measures.

**Final Report** - Upon completion of approved hazard mitigation activities in accordance with the Federal/State Agreement, submit a final report of compliance with hazard mitigation requirements by State and local governments through the Governor's authorized representative to the Federal Emergency Management Agency Regional Secretary for review and acceptance.

- Accomplish hazard mitigation planning in accordance with the Federal/State Agreement.
- Provide advice and assistance on hazard mitigation measures to applicants, private organizations and individuals.
- Evaluate or have the applicant evaluate the natural hazards in the disaster area and make mitigation recommendations.



- Follow up with applicants to ensure that, as a condition for any grant or loan under the Act, hazard mitigation actions are indeed taken.
- Follow up with applicants to ensure that hazard mitigation plans are submitted (not later than 180 days after the emergency declaration) to the Federal Emergency Management Agency Regional Secretary for concurrence.
- Review and update disaster mitigation portions of emergency plans as needed.

## Recovery Disaster Assistance

### California Disaster Assistance Act

The California Office of Emergency Services (CalOES) California Disaster Assistance Act (CDAA) program provides financial assistance to local governments and certain types of private nonprofit organizations in California that have incurred costs as a result of a declared state of emergency. The CDAA program helps to cover the costs of emergency protective measures, debris removal, and the repair or replacement of damaged facilities.

The purpose of the CDAA program is to help local governments and certain private nonprofit organizations in California recover from disasters as quickly and efficiently as possible by providing financial assistance for necessary repairs and rebuilding efforts. The program is designed to supplement the efforts of local governments and other organizations that are responsible for responding to and recovering from disasters.

There are some restrictions on the use of CDAA funds. For example, the funds can only be used to repair or restore facilities to their pre-disaster condition, or to a condition that is equivalent or better than their pre-disaster condition. The funds cannot be used to pay for projects that were

planned or underway prior to the disaster, or to pay for ongoing maintenance or operational expenses.

To apply for CDAA funds, local governments and certain private nonprofit organizations in California must submit an application to CalOES. The application process typically involves several steps, including damage assessment, project development, and project submission.

At the city level, the CDAA program can be a critical source of financial assistance for disaster recovery efforts. Cities that have suffered damage from a disaster in California can apply for CDAA funds to help cover the costs of debris removal, emergency protective measures, and the repair or reconstruction of damaged facilities. The CDAA program can also provide funding for hazard mitigation measures that are designed to reduce the risk of future disasters, such as the installation of flood control systems or the elevation of buildings in flood-prone areas.

## Public Assistance

The Federal Emergency Management Agency (FEMA) Public Assistance (PA) program provides financial assistance to state, local, tribal, and territorial governments, as well as certain types of private nonprofit organizations, to help them recover from disasters. The PA program provides funding for debris removal, emergency protective measures, and the repair, restoration, reconstruction, or replacement of disaster-damaged facilities.

The purpose of the PA program is to help communities recover from disasters as quickly and efficiently as possible by providing funding for necessary repairs and rebuilding efforts. The program is designed to supplement the efforts of state and local governments and other organizations that are responsible for responding to and recovering from disasters.

There are some restrictions on the use of PA program funds. For example, the funds can only be used to repair or restore facilities to their pre-disaster condition, or to a condition that is equivalent or better than their pre-disaster condition. The funds cannot be used to pay for projects that were planned or underway prior to the disaster, or to pay for ongoing maintenance or operational expenses.

To apply for PA program funding, state, local, tribal, and territorial governments, as well as certain private nonprofit organizations, must submit an application to the FEMA Regional Office serving their area. The application process typically involves several steps, including damage assessment, project development, and project submission.

In some cases, the PA program may require recipients to provide matching funds for certain types of projects or activities. For example, the program may require a local government to provide a certain percentage of the funding for a project, with the remainder of the funding being provided by the PA program. The purpose of this requirement is to ensure that grant recipients have a stake in the success of the projects or activities being funded, and to encourage them to carefully consider the costs and benefits of the projects.

Matching funds may be required in the form of cash or in-kind contributions. In-kind contributions are non-cash contributions that are provided as part of the match, such as the use of equipment or other resources.

In general, the amount of the required match will depend on the type of project or activity being funded and the resources of the grant recipient. The PA program may waive the matching requirement for certain types of projects or activities, or for grant recipients who are unable to provide the required match due to financial hardship.

At the city level, the PA program can be a critical source of funding for disaster recovery efforts.

Cities that have suffered damage from a disaster can apply for PA program funds to help cover the costs of debris removal, emergency protective measures, and the repair or reconstruction of damaged facilities. The PA program can also provide funding for hazard mitigation measures that are designed to reduce the risk of future disasters, such as the installation of flood control systems or the elevation of buildings in flood-prone areas

## Individual Assistance

The Federal Emergency Management Agency (FEMA) Individual Assistance (IA) program provides financial assistance and other support to individuals and households who have been affected by a disaster. The IA program is designed to help individuals and households recover from disasters by providing assistance with temporary housing, home repairs, personal property losses, and other necessary expenses and serious needs.

The purpose of the IA program is to help individuals and households recover from disasters as quickly and effectively as possible by providing assistance with immediate needs such as temporary housing and essential household items, as well as longer-term needs such as home repairs and rebuilding. The program is intended to supplement the efforts of state and local governments, as well as other organizations that are responsible for responding to and recovering from disasters.

There are some restrictions on the use of IA program assistance. For example, the assistance can only be used to meet the needs of individuals and households that are not covered by insurance or other sources of funding. In addition, the assistance can only be used for eligible expenses and serious needs, such as temporary housing, home repairs, and other necessary expenses.

To apply for IA program assistance, individuals and households must submit an application to the FEMA Regional Office serving their area. The application process typically involves several steps, including damage assessment, determination of eligibility, and the provision of assistance.

At the city level, the IA program can be a critical source of assistance for individuals and households affected by a disaster. Cities that have suffered damage from a disaster can encourage affected residents to apply for IA program assistance to help with temporary housing, home repairs, and other necessary expenses. The IA program can also provide assistance to cities for the provision of disaster-related services, such as emergency medical care, crisis counseling, and mass care services.

## Hazard Mitigation Grant Program

The Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant Program (HMGP) provides funding to state, local, tribal, and territorial governments, as well as certain types of private nonprofit organizations, to help them implement hazard mitigation measures that are designed to reduce the risk of future disasters. Hazard mitigation measures can include a wide range of activities, such as the elevation of flood-prone buildings, the installation of flood control systems, the acquisition and demolition of flood-prone properties, and the retrofitting of buildings to make them more resistant to earthquakes or wind damage.

The purpose of the HMGP is to help communities reduce their vulnerability to future disasters by providing funding for hazard mitigation measures that can reduce the risk of damage or loss of life. The program is intended to supplement the efforts of state and local governments and other organizations that are responsible for mitigating the effects of hazards.

There are some restrictions on the use of HMGP funds. For example, the funds can only be used to implement hazard mitigation measures that are deemed cost-effective and that are supported by a

hazard mitigation plan. In addition, the funds can only be used to implement measures that are consistent with the state's hazard mitigation plan and that meet the eligibility requirements of the HMGP.

To apply for HMGP funds, state, local, tribal, and territorial governments, as well as certain private nonprofit organizations, must submit an application to the FEMA Regional Office serving their area. The application process typically involves several steps, including the development of a hazard mitigation plan, the identification of eligible hazard mitigation measures, and the submission of a project proposal.

At the city level, the HMGP can be a valuable source of funding for hazard mitigation projects. Cities that are prone to natural disasters such as floods, hurricanes, or earthquakes can apply for HMGP funds to help implement measures that can reduce the risk of damage or loss of life. The HMGP can also provide funding for cities to conduct vulnerability assessments and to develop hazard mitigation plans that outline strategies for reducing the risk of future disasters.

The City of Vacaville does have an approved Local Hazard Mitigation Plan. It was approved in 2022 and is due to expire in 2027.

## **Public Awareness and Education**

The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services and knowledge of what individuals and groups should do to increase their chances of survival and recovery. Public awareness and education prior to an emergency or disaster will directly affect City of Vacaville's emergency operations and recovery efforts.

The City of Vacaville OES will make emergency preparedness information from local, state, and federal sources available to the Operational Area member jurisdictions and the citizens of City of Vacaville.

Depending upon the threat and time availability, the EOC will initiate alerts and warnings utilizing a variety of communication methods. As in any emergency, the effectiveness of any warning will be dependent upon many factors including:

- Time availability
- Initial notice of threat
- Time of day
- Language barriers
- Communication systems viability

The City will use the following systems for providing alert and notification.

- Activation of the Emergency Alert System
- Activation of the Emergency Digital Information System
- Activation of the California Health Alert Network (CAHAN)
- Activation of existing automatic telephone notification systems available within the County EOC and within other local jurisdictions
- Rapid field warnings using response personnel
- Media broadcast alerts
- Vehicles with loudspeakers roving local streets and door-to-door alerts

In order to ensure populations with access and functional needs have been notified, the PIO will coordinate with the Access and Functional Needs Unit (or DHSS representative) to ensure the impacted area are appropriately notified. Systems and considerations include, but are not limited to:

- TDD/TDY telecommunications devices for blind/deaf
- Messages in multiple languages
- Outreach to Mental Health client list
- Outreach to In Home Support Services (IHSS) client list
- Outreach to Foster Children in the County's care
- Notification to Superintendent of schools, and activation of call-down systems for schools in impacted area
- 2-1-1 alert, and their provision of accurate, timely information to their constituents

The public information program will continue through the recovery period, providing information and instructions about County, State and Federal government emergency operations, future plans for restoration of disaster affected areas, and instructions on how to apply for Federal disaster assistance programs administered by the State.

Further, OES will provide special emphasis on specific hazards throughout the calendar year, aiding in the disaster preparation and education of the communities within the Solano Operational Area.

Table 5 depicts one possible outline for the specific hazards to be emphasized throughout the calendar year and recommended months for special emphasis.



**TABLE 5: TRAINING AREAS OF EMPHASIS**

Month	Area of Emphasis
January	Landslide Awareness
February	General Family Preparedness
March	Emergency Warning Preparedness
April	Earthquake Preparedness
May	Fire Prevention
June	Wildfire Preparation
July	Power Outages
August	Household Hazardous Waste
September	Hazard Mitigation
October	Business/Industry Preparedness
November	Winter Preparedness
December	Flood Preparedness

## Training and Exercises

The City of Vacaville's Fire Department will develop an annual training and exercise plan for members of the City of Vacaville emergency management organization. The Operational Area will share training and exercise opportunities as they become available. The City's Emergency Manager will inform City departments and Operational Area cities of training and exercise opportunities

associated with emergency management. City departments with responsibilities under the City of Vacaville EOP are responsible for ensuring their personnel are properly trained to carry out their responsibilities under the Plan. Individual departments will be responsible for maintaining training records for their respective employees. Forms will be used to provide training documentation as required.

The City's Emergency Manager will determine the appropriate level(s) of SEMS instruction for each member of the City of Vacaville emergency organization and inform their respective department.

The determination will be based on individuals' potential assignments during emergency response.

All new hires for the City of Vacaville will receive basic SEMS / NIMS training as part of their on-boarding process with the City. This will give all City employees the basic requirements and understanding to be designated as Disaster Service Workers.

The City's Emergency Manager will ensure that all emergency response personnel can demonstrate and maintain, to the level deemed appropriate, the functional capabilities for the positions they may need to staff during an emergency.

The City's Emergency Manager is responsible for the planning and conducting of emergency exercises for City of Vacaville. Exercises will be conducted on a regular basis to maintain readiness and allow emergency responders to become familiar with the procedures, facilities and systems which they will actually use in emergency situations.

Operational Area member jurisdictions will be invited to participate in all relevant exercises sponsored by the County OES. County OES will follow the procedures outlined in the Homeland Security Exercise and Evaluation program (HSEEP) for exercise development, execution, after action

documentation and improvement plan development. This information can be provided to Cal OES to meet local exercise requirements.

## Training for new employees and the EOC

Required training for all employees. Public Safety personnel can submit equivalencies from Academy training.

- Register for a FEMA Student ID number (required to take the online EMI courses)
  - <https://cdp.dhs.gov/femasid>
- \*IS-100 – Introduction to ICS
- \*IS-700 – Introduction to NIMS
- \*\*G-606 – SEMS Intro – CA Standardized Emergency Management System

Training for Staff designated to work in the EOC – dependent on department/position

- \*IS-200: ICS for Single Resources and Initial Action Incidents
- \*IS-800: National Response Framework – An Introduction
- \*IS-230d: Fundamentals of Emergency Management
- \*IS-368: Including People with Disabilities & Others with Access & Functional Needs in Disaster Operations, or G-197: Integrating Access and Functional Needs into Emergency Management
- \*IS-702: NIMS Public Information Systems
- \*IS-703: NIMS Resource Management
- \*IS-706: NIMS Intrastate Mutual Aid – An Introduction
- G-775: EOC Management and Operations

- G-191: ICS Field/EOC Interface Workshop
- ICS-300: Intermediate Incident Command System for Expanding Incidents
- ICS-400: Advanced Incident Command System for Command and General Staff – Complex Incidents
- Essential Emergency Management Concepts
- G-626E: Essential EOC Action Planning
- G-611F: EOC Section/Position Specific Training: Finance and Administration
- G-611L: EOC Section/Position Specific Training: Logistics
- G-611M: EOC Section/Position Specific Training: Management
- G-611O: EOC Section/Position Specific Training: Operations
- G-611P: EOC Section/Position Specific Training: Planning and Intel

\*Designates online course through FEMA EMI - <https://training.fema.gov/is/crslist.aspx>

\*\* Designates online course through Cal OES CSTI - <https://csti->

[ca.csod.com/catalog/CustomPage.aspx?id=20000553&tab\\_page\\_id=20000553&tab\\_id=20000590](https://csti-ca.csod.com/catalog/CustomPage.aspx?id=20000553&tab_page_id=20000553&tab_id=20000590)

## Acronyms

AA/CA	After Action /Corrective Action
ABAG	Association of Bay Area Governments
ARC	American Red Cross
CA	California
Cal OES	California Office of Emergency Services
CLETS	California Law Enforcement Telecommunications System
COG	Continuity of Government
COOP	Continuity of Operations
CSTI	California Specialized Training Institute
DHS	Department of Homeland Security
DOC	Departmental Operations Center
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ERT	Emergency Response Team
EF	Emergency Function (California EOP)
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
GIS	Geographical Information System
GPS	Global Positioning System

HMGP	Hazard Mitigation Grant Program
HSEEP	Homeland Security Exercise and Evaluation program
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
IC	Incident Commander
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
NFIP	National Flood Insurance Program
NIMS	National Incident Management System
NRF	National Response Framework
OA	Operational Area
ODP	Office of Domestic Preparedness
OES	Office of Emergency Services (City of Vacaville)
PA	Public Assistance
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
RIMS	Response Information Management System
REOC	Regional Emergency Operations Center
SBA	Small Business Administration
SEMS	Standardized Emergency Management System
SITREP	Situation Report

SNS	Strategic National Stockpile
SOC	State Operations Center (CA)
SOP	Standard Operating Procedure
VOAD	Voluntary Organizations Active in Disasters
WMD	Weapon of Mass Destruction

## Glossary of Terms

**Action plan:** When a disaster occurs, a written or oral plan is drafted by the Planning Section with the Incident Commander which establishes goals and identifies the operational period.

**After Action/Corrective Action report:** A written report that provides a source for documentation of response and recovery activities. It is used to identify problems and successes that occurred during emergency operations, and to analyze the effectiveness of components of the SEMS. The Corrective Action describes and defines a plan of action for implementing improvements, including mitigation activities, and a means of tracking them to completion.

**Command post:** A physical location designated at the beginning of any disaster where the Incident Commander is stationed. Depending on conditions, the command post may be moved. Multiple incidents would have multiple command posts.

**Demobilize:** When specific personnel or equipment are no longer needed, they are returned to the original dispatch location.

**Department Operations Center (DOC)** A facility used by a discipline or agency as a department level EOC. Examples are departments within a political jurisdiction such as fire, police, public works as well as agency divisions, districts or regional offices.

**DOCs** can be used at all SEMS levels above the field response level, depending on the impacts of the emergency, demographic nature of the agency or organization, local policy and procedures, and configuration of communications systems.

**Disaster Service Worker:** All volunteers (including veterinarians) must be sworn in as disaster service workers BEFORE a disaster. Taking this oath affords them coverage if injured through the State Worker's Compensation Fund. It also allows for more protection than the Good Samaritan Act with respect to liability issues.

**Emergency:** A condition of disaster or extreme peril to the safety of persons or property. Emergencies can be small or large.

**Emergency Operations Center (EOC):** A location that monitors and coordinates the disaster response. EOC facilities are found at local governments, operational areas, regions and state.

**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 the operations center.

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

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

**Incident Command System (ICS):** A nationally used standardized on-scene emergency management system.



**Liaison Officer:** One person will be assigned to aid in the coordination of the response by being the point of contact for other agencies responding to an incident. The Liaison Officer reports directly to IC.

**Memorandum of Understanding:** A written agreement between the Disaster Team and other disaster responders must be signed prior to a response in a disaster to formalize the understanding that they will assist in the disaster response.

**Mitigation:** Before or after a disaster, there are actions that can be taken to reduce the impact of the event.

**Multi-agency or inter-agency coordination:** Agencies working together at any SEMS level to facilitate decisions.

**Mutual Aid:** Voluntary provision of services and facilities when existing resources prove to be inadequate. California mutual aid is based upon the State's Master Mutual Aid Agreement. There are several mutual aid systems included in the mutual aid program.

**Operational Area:** An intermediate level of the state emergency services organization consisting of a county and all political subdivisions within the county area.

**Operational Period:** In each action plan, there will be a period of time specified in which identified goals must be accomplished.

**Operations Section Chief:** The Section leader responsible for all tactical operations at the incident. Includes Branches, Divisions and/or Groups, Task Forces, Strike Teams, Single Resources, and Staging Areas.

**Public Information Officer (PIO):** One person is designated to be the ONLY contact for the media to ensure that accurate information about the disaster response is released. Press releases are approved by the Incident Commander prior to release.

**Span of control:** To insure the most effective disaster response, the optimum number of people reporting to one supervisor is no more than five people and the maximum is seven people.

**Triage:** When there are many injuries, those with the most life threatening injuries are treated first (if they have a good prognosis with treatment).

## Resources

Procuring resources during an incident may be problematic. Potential avenues to obtain resources have been identified as follows.

- City contracts held in individual departments.
- Local businesses (WalMart, Lowes, Home Depot)
- Neighboring EOC/DOC
- Travis Air Force Base
- American Red Cross
- Vacaville Community Emergency Response Teams (VCERT)
- Salvation Army, Church Groups, and other volunteer groups
- Hospitals (NorthBay and Kaiser)
- School Districts (Vacaville Unified and Travis Unified)
- Solano Irrigation District

- Pacific Gas and Electric (PG&E)
- Recology Waste Management

## Contact List

Due to the demands of large or technically difficult disasters, Vacaville may need to elicit help from other organizations. The types of organizations would include but not be limited to volunteer organizations, communication businesses, hospitals, and school districts. Those entities identified in Vacaville are:

- Neighboring EOC/DOC
- Travis Air Force Base
- American Red Cross
- Vacaville Community Emergency Response Teams (VCERT)
- Salvation Army, Church Groups, and other volunteer groups
- Hospitals (NorthBay and Kaiser)
- School Districts (Vacaville Unified and Travis Unified)
- Solano Irrigation District
- Pacific Gas and Electric (PG&E)
- Recology Waste Management
- AT&T
- Verizon

## Supporting Documentation

In accordance with state and federal laws, the City of Vacaville officially adopted and integrated the SEMS and NIMS emergency management, response, and coordination systems. Ongoing compliance with these systems is maintained through planning, training, and exercise of the EOP. Supporting documentation for each of these functions is maintained by Emergency Manager.

## State of Emergency Orders

These orders and regulations may be selectively promulgated by the Governor (extracted from the California Emergency Plan).

### State of Emergency (other than war)

#### Order 1 (period of employment waived)

It is hereby ordered that the period of employment for State Personnel Board emergency appointments, as provided in Section 19120 of the Government Code and State Personnel Board Rules 301-303, be waived for positions required for involvement in emergency and/or recovery operations. The requirements and period of employment for such appointments will be determined by the Secretary of Cal OES but shall not extend beyond the termination date of said State of Emergency.

## Order 2 (control of medical supplies)

It is hereby ordered that in the area proclaimed to be in a State of Emergency and/or that specific area(s) but which is (are) essential to the relief and aid of the lives and property within the proclaimed area, all drugs and medical supply stocks intended for wholesale distribution shall be held subject to the control and coordination of the Department of Health Services, Food and Drug Section. Authority imparted under this Order and specific to the proclaimed emergency, shall not extend beyond the termination date of said State of Emergency.

## Order 3 (personnel may be paid in cash)

It is hereby ordered that during the proclaimed State of Emergency appropriate parts of Sections 18020-18026 of the Government code and State Personnel Board Rules 130-139, be waived to permit cash compensation to personnel whose work is designated by the Director, Cal OES, as essential to expedite emergency and recovery operations for all time worked over the employee's regular work week, at a rate not to exceed 1-1/2 times the regular rate of pay.

The Secretary of Cal OES will also designate the beginning and ending dates for such overtime for each individual involved. This waiver shall not extend beyond the termination date of said State of Emergency.

## Order 4 (contract bond requirement suspended)

It is hereby ordered that in the area proclaimed to be in a State of Emergency and/or that specific area(s) designated by the Secretary of Cal OES, outside of the proclaimed area(s) but which is(are) essential to the relief aid of the lives and property within the proclaimed area, the provisions of Sections 3247-3258 of the Civil Code relating to State contracting bonding requirement for the

performance of heavy rescue, debris removal, expedient construction, preparation of mobile home sites and related activities are suspended. This suspension shall not extend beyond the termination date of said State of Emergency.

### Order 5 (housing laws suspended)

It is hereby ordered that in the area proclaimed to be in a State of Emergency and/or that specific area(s) designated by the Secretary of Cal OES, outside of the proclaimed area(s) but which is(are) essential to the relief and aid of the lives and property within the proclaimed area, those zoning, public health, safety or intrastate transportation laws, ordinances, regulations or codes which the Secretary of Cal OES determines impair the provision of temporary housing be suspended for a time not to exceed 60 days, after the proclaimed State of Emergency and authorization by the President upon the declaration of a Major Disaster for the Temporary Housing Program as prescribed in Section 404 of Public Law 93-288 and Section 8654(a) of the Government Code.

### Order 6 (control of stored petroleum)

It is hereby ordered that in the area proclaimed to be in a State of Emergency and/or that specific area(s) designated by the Secretary of Cal OES outside of the proclaimed area(s) but which is(are) essential to the relief and aid of lives and property within the proclaimed area, distribution of intrastate petroleum stocks including those in refinery storage, major distribution installations and pipeline terminals, shall be held subject to the control and coordination of the Energy Resources Conservation and Development Commission. Petroleum stocks may be prioritized and diverted for use in a disaster area or in support of disaster mitigation operations. Any and all actions taken shall be at the discretion and judgment of the State Fuel Allocator, California Energy Commission, for use

in disaster mitigation. Such actions shall be coordinated with and prioritized by the Secretary of Cal OES but shall not extend beyond the termination date of said State of Emergency.

State of War Orders

## **State of War Emergency (extracted from the California Emergency Plan)**

### **War Order 1 (When these orders in effect)**

It is hereby ordered that the following orders and regulations, numbered 2 through 12, having been duly made in advance of a State of War Emergency, approved by the California Emergency Council and filed with the Secretary of State and the County Clerk of each County, shall take full effect upon the existence of a State of War Emergency and shall remain in full force and effect until amended or rescinded or until termination of said State of War Emergency. (See Section 8567(a), (b) and (d), State Emergency Services Act).

### **War Order 2 (warning signals)**

It is hereby ordered that, immediately upon the existence of a State of War Emergency, all counties and cities of the State will immediately sound the indicated warning signal and/or take all other appropriate actions to warn residents. The warning signals necessary to effectuate this action shall be those prescribed by the Federal government for this purpose.

## War Order 3 (State Emergency Services is in charge)

It is hereby ordered that the Secretary of Cal OES is authorized and directed to act on behalf of the Governor and in the name of the State of California in implementing and operating the California War Emergency Plan; and he is authorized to assume command and control of operations within the State in accordance with such plan, insofar as adherence to such plan is adequate and to deviate from such plan, as directed by the Governor or to the extent and in such manner as he may deem necessary for the protection of life, property and resources of or within the State against unforeseen circumstances or hazards which, by reason of their character or magnitude, are beyond the scope of such plan.

It is further ordered that the Secretary of Cal OES is authorized to delegate such powers as are herein granted, or as authorized under Article 5 of the California Emergency Services Act, to personnel as he may deem necessary, and such personnel may act on behalf of and in the name of the Secretary of Cal OES in carrying out any authority so delegated.

## War Order 4 (personnel)

It is hereby ordered that all officials of local political subdivisions of the State or in accredited local emergency organizations, and all registered disaster service workers, and all who perform duties, are hereby declared to be members of the Statewide War Emergency by a person having the authority to command the aid of citizens in the execution of his duties, are here declared to be members of the Statewide War Emergency Organization.

It is further ordered that all officials of local political subdivisions of the State and all registered disaster service workers who perform duties in the State or regional emergency operations headquarters are hereby declared to be personnel of the State War Emergency Organization for the



period of the State of War Emergency, subject to the direction of the Governor, the Secretary of Cal OES and/or the manager of the regional headquarters to which such persons are assigned or attached.

It is further ordered that all officials and registered disaster service workers heretofore designated as coordinators or as staff personnel for Operational Area organizations, which have been ratified by the California Emergency Council, are hereby declared to be personnel of the State War Emergency Organization.

### **War Order 5 (government shall continue)**

It is hereby ordered that the governmental functions for the protection of lives, property and resources of the State and of every political subdivision thereof shall continue in full force and effect, and all duly constituted officials of the State and of every political subdivision thereof shall continue to discharge their responsibilities and shall comply with, enforce and assume the responsibility for implementing such regulations and orders not inconsistent with or contradictory to rules, regulations or orders issued by the President of the United States or the Commanding General, Sixth United States Army, as are now or may hereafter be promulgated by the Governor, in accordance with approved plans and procedures.

### **War Order 6 (retail sales prohibited)**

It is hereby ordered that, in accordance with National and State policy, as reflected in the General Freeze Order, Part A, California Emergency Resources Management Plan, all retail sales and transfers of consumer items are prohibited for a period of at least five days following the onset of a State of War Emergency, except for the most essential purposes as determined by Federal, State or local authorities and except for essential health items and perishables in danger of spoilage.

## War Order 7 (sale of alcohol prohibited)

It is hereby ordered that the sale of alcoholic beverages shall be discontinued immediately.

## War Order 8 (control of petroleum)

It is hereby ordered that all petroleum stocks for California distribution, including those in refinery storage, major distributing installations, and pipeline terminals, shall be held subject to the control of the State Petroleum Director.

It is further ordered that, following the period of prohibition of sales imposed by Order 6, retail outlets for petroleum products shall operate in accordance with rules and regulations prescribed by the State Petroleum organization as outlined in Part B-VII of the California Emergency Resources Management Plan.

## War Order 9 (control of food)

It is hereby ordered that all wholesale food stocks, including those under the control of processors, wholesalers, agents, and brokers, be held subject to the control of the State Food Director, except that:

Fresh fluid milk, fresh vegetables and bread are not subject to this order; and

Supplies necessary for immediate essential use, on the basis of 2000 calories per person per day, of persons in homes or in mass care centers, restaurants, hotels, hospitals, public institutions and similar establishments feeding approximately 100 persons or more per day, may be obtained from wholesale and/or retail sources upon approval by local authorities operating in accordance with existing State and Federal food supply policies; and it is further ordered that, following the period of prohibition of sales imposed by Order 6, retail outlets for food stocks shall operate in accordance

with rules and regulations prescribed by the State Food Organization as outlined in Part B-III of the California Emergency Resources Management Plan.

### **War Order 10 (control of medical supplies)**

It is hereby ordered that all drugs and medical supply stocks in California, intended for wholesale distribution, shall be held subject to the control of the Chief, State Emergency Medical and Health Organization; and it is further ordered that, following the period of prohibition of sales imposed by Order 6, retail outlets for drugs and medical supplies shall operate in accordance with rules and regulations prescribed by the State Emergency Medical and Health Organization as outlined in Part B-IV of the California Emergency Resources Management Plan.

### **War Order 11 (banks)**

It is hereby ordered that all banks will take emergency operating actions pursuant to Sections 1915 and 1916 of the Financial Code.

### **War Order 12 (rent control and rationing)**

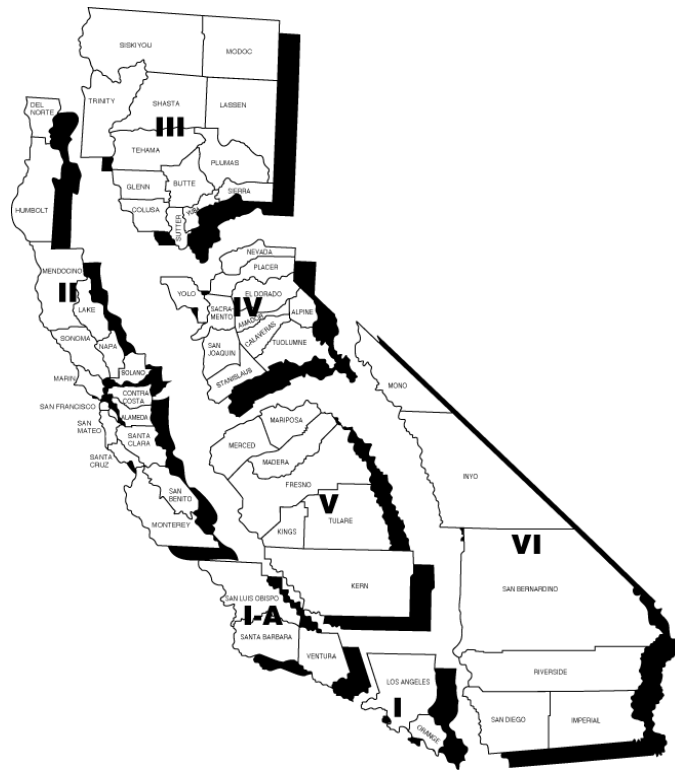
It is hereby ordered that, pursuant to the California Emergency Resources Management Plan, Part B-II, Economic Stabilization, and in conjunction with the lifting of the General Freeze Order as referred to in Order 6, price and rent control and consumer rationing will be invoked and administered by the State Economic Stabilization Organization. Rationed items may include those identified in the list of essential survival items contained in Part A, California Emergency Resources Management Plan, and such other items contained in Part A, California Emergency Resources Management Plan, and such other items as may be in short supply.

## Mutual Aid

The following material serves as supplementary guidance and reference material for use of mutual aid in City of Vacaville.

When an emergency or disaster incident expands beyond the capabilities of the City it may request mutual aid through the California Mutual Aid System. The foundation of California emergency planning and response is a statewide mutual aid system which is designed to ensure adequate resources, facilities and other support is given to jurisdictions wherever their own resources are exhausted.

The Cal OES has divided the State into six Mutual Aid Regions and three Administrative Regions. Solano County and the City of Vacaville are part of Mutual Aid Region II. Figure 18 shows the various mutual aid regions within the State of California.



**FIGURE 18: CALIFORNIA MUTUAL AID REGIONS**

Through the state mutual aid system, the State Office of Emergency Services can receive direct notification from a County OES official that a disaster exists or is imminent. In some cases, mutual aid can prevent a situation from developing into a disaster.

## Policies and Procedures

Mutual aid resources will be provided and utilized in accordance with the California Master Mutual Aid Agreement and supporting separate agreements.

During a proclaimed emergency, inter-jurisdictional mutual aid will be coordinated at the appropriate County (Operational Area) or Mutual Aid Regional level whenever the available resources are:

- Subject to State or Federal control
- Subject to military control

- Located outside the requesting jurisdiction
- Allocated on a priority basis

Requests for, and coordination of, mutual aid support will normally be accomplished through established channels: cities to Operational Area (County), to Mutual Aid Regions and then to the State. Requests should include, as applicable:

- Number of personnel needed
- Type and amount of equipment
- Reporting time and location
- Authority to which they are to report
- Access routes
- Estimated duration of operations

Vacaville provides mutual aid . When requests are received, the department responsible for the resources requested will determine Vacaville's ability to provide some or all of the requested resources. It is the individual department's responsibility to ensure all requisite documentation is completed for proper reimbursement.

## **Functional Annexes**

The City of Vacaville, being within the Solano County OA, utilizes the annexes in the Solano County EOP. The city department responsible for each annex has verified that the county annex meets the

functional annex needs for the City. Utilizing the OA annex ensures a seamless transition as needs change during an incident.