EMERGENCY OPERATIONS PLAN

City of Los Altos

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PREFACE

This Emergency Operations Plan (EOP) outlines how the City of Los Altos complies with and implements the requirement of the California Emergency Services Act (ESA) to protect the lives and property of the community.

The EOP is organized as follows:

- Section I – The Basic Plan: includes planning assumptions, policies, and concept of operations for emergency management.
- Section II – Attachments: includes pertinent information such as Authorities, Acronyms, and a Sample Proclamation.
- Section III – Functional Annexes: includes more detailed information on specific functions such as Direction and Control, Alert and Warning, etc.
- Section IV – Hazard Annexes: includes more detailed information required to address specific hazards.

Document Management and Distribution

The Emergency Operations Plan (EOP) will be reviewed on an annual basis, or as necessary. The EOP may be modified as a result of a post-incident or post-exercise evaluation, and/or changes in responsibilities, procedures, laws, or regulations. The City's Police Department is responsible for the review, revisions, management, and distribution of the City of Los Altos EOP.

The EOP will be distributed to the following departments/agencies:

- City Council
- City Manager
- Community Development
- Administrative Services
- Police
- Public Works
- Recreation and Community Services

Revision History

Revision Date	Section(s) of Plan Revised	Revised By

CERTIFICATION OF ANNUAL REVIEW

The Police Department will review the Emergency Operations Plan every year.

Date	Department/Agency	Signature

LETTER OF PROMULGATION

The preservation of life, environment, and property is an inherent responsibility of local, state, and federal government. The City of Los Altos has prepared this emergency operations plan to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the community in time of emergency.

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

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

This emergency operations plan is an extension of the *California Emergency Plan*. It will be reviewed, exercised periodically, and revised as necessary to meet changing conditions.

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

Concurrence of this promulgation letter constitutes the adoption of the Standardized Emergency Management System and the National Incident Management System by the City of Los Altos. This emergency operations plan will become effective on approval by the City Council.

Marcia Somers
City Manager
Director of Emergency Services

Section I: Basic Plan

INTRODUCTION

The Emergency Operations Plan (EOP) for the City of Los Altos outlines authorities, organizational structures, and procedures used to coordinate activities related to local and regional emergencies or disasters.

The City and surrounding region are susceptible to a number of hazards such as natural disasters and human-caused events, as well as technological failures and pandemics. While the risk profiles for these hazards are quantified and assessed in related documents[1], the EOP utilizes an "all-hazards" approach to ensure the City is able to prepare for, respond to, recover from, and mitigate against all potential hazards and critical incidents.

PURPOSE

The primary purpose of the EOP is to:

1) Outline the City's framework for managing preparedness, response, recovery, and mitigation activities inclusive of City departments, personnel, and elected officials.
2) Serve as a foundational document under which additional operational and tactical annexes, appendices, and plans can be attached
3) Codify the City's understanding and adoption of state and federal response constructs[2] through which operational coordination, mutual aid, and other requests for support will be integrated
4) Demonstrate compliance with state and federal laws and regulations such as the California Emergency Services Act[3]

SCOPE

The EOP serves as the foundational element of the City's approach to emergency management. While all City resources may be called upon as needed, specific departmental responsibilities are outlined in the EOP Basic Plan and associated annexes. To ensure the City is adequately prepared, all City departments are required to actively participate in preparedness and planning activities to include the development of departmental plans, policies, and procedures as necessary to fulfill their assigned roles and obligations.

The EOP embraces the "Whole Community" approach to emergency management and, in addition to City resources, recognizes the roles of special districts, non-governmental organizations (NGOs), community-based organizations (CBOs), faith-based organizations (FBOs), private-sector businesses, educational institutions, and other stakeholders. Additionally, the EOP is intended to reflect the wide variety of support that may be required by residents, visitors, and businesses, including people with disabilities and others with access or functional needs.

LIMITATIONS

While many of the organizational and operational constructs outlined in the EOP are designed for flexibility and can be utilized as-needed to address a number of emergency and non-emergency events, some activities require special activation or a formal disaster declaration by the City Manager or City Council. Similarly, the

[1] See the current City Annex to the Santa Clara County Hazard Mitigation Plan.
[2] For example: This EOP is based on the functional elements of California's Standardized Emergency Management Systems (SEMS). SEMS is established by State Law (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations).
[3] California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code)

EOP is not meant to outline procedures for routine incidents or minor emergencies which are adequately addressed through existing processes.

The EOP identifies operational strategies and plans for managing inherently complex and potentially catastrophic events. As such, City assets, resources, and departments are potentially vulnerable and may become overwhelmed. Deviations from the organizational and response structures outlined in the EOP may be required based upon evolving needs and available resources. With this in mind, the EOP was designed to promote flexibility whenever possible and is not intended to limit the use of good judgment and common sense in matters not foreseen or adequately addressed by elements of the EOP and its associated annexes, appendices, or plans.

SITUATION

The City of Los Altos is small bedroom community located in the northwestern region of Santa Clara County, approximately 38 miles south of San Francisco, and 17 miles north of San Jose. The City encompasses an area of approximately 6.5 square miles, with an estimate of 30,000 residents[4] and is considered one of the nation's most affluent zip codes.[5]

The City is most vulnerable to earthquake, drought, wildfire, flood, and disease outbreak. For more detailed information on hazards in the City of Los Altos, see the latest update to the City's annex to the Santa Clara County Local Hazard Mitigation Plan

PLANNING ASSUMPTIONS

The following assumptions were used during the development of the EOP:

- The City of Los Altos is susceptible to a number of hazards that may result in critical incidents
- Critical incidents include a variety of natural, technological, or man-made emergencies and disasters
- Some critical incidents will provide advanced warning while others will occur suddenly
- All departments will participate in planning and preparedness activities as required
- Personnel will be adequately trained to perform the roles in which they are assigned
- The EOC will be partially or fully activated to support operations during critical incidents
- City personnel may be unable or unavailable to report to work or as assigned
- Non-essential operations may be reduced or cancelled in order to prioritize resources for other needs
- Mutual aid and other assistance will be requested when City resources are inadequate
- Outside assistance and support may be unavailable for extended periods of time
- Communications equipment and infrastructure may be damaged or disrupted
- Transportation infrastructure may be damaged or disrupted and access to critical facilities may be blocked

[4] U.S. Census Quick Facts: Los Altos. Retrieved from: http://quickfacts.census.gov/qfd/states/06/0643280.html
[5] Forbes, America's Most Expensive Zip Codes (2012). Retrieved from: http://www.forbes.com/special-report/2012/1016_zip-codes_rank.html

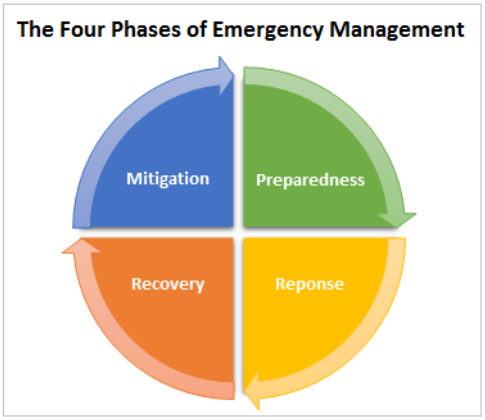
- Critical infrastructure and utilities such as natural gas, water, and electricity may be severely impacted
- Residents may need to be self-sufficient for one week or more
- Additional planning, resources, and support will be needed to support people with disabilities and others with access and functional needs

EMERGENCY MANAGEMENT

The City actively maintains a program to promote, coordinate, and advance the four phases of emergency management: preparedness, response, recovery, and mitigation. The City Manager is the statutory director of the emergency management program and the Police Department has been delegated responsibility to coordinate these activities.

While the four phases of emergency management demonstrate the typical evolution of activities related to a specific hazard, they are not necessarily dependent upon each other and often overlap or are conducted concurrently to address a number of different hazards.

Figure 1



PREPAREDNESS

The Preparedness Phase includes activities undertaken prior to an emergency in order to improve the City's ability to coordinate, respond, and recover from a critical incident. These activities focus on maintaining or improving capabilities that will be used in the response or recovery phases. The City's preparedness activities emphasize emergency planning and training as well as public education and outreach. The City also conducts drills and exercises regularly in order to validate ongoing activities, identify areas for improvement, and prioritize or justify future effort and funding.

In recognition of the number and wide variety of potential hazards facing the region, the City has adopted an "all-hazards" approach to planning and preparedness. While not restricting the development of specialty or tactical plans, this model focuses on the development of core capabilities through which the full spectrum of potential hazards and critical incidents can be addressed.

Planning

Emergency planning includes a wide variety of plans at the strategic, operational, and tactical levels. Strategic plans include the EOP and many of its associated hazard specific or functional annexes, while operational and tactical planning includes more granular information such as standard operating procedures (SOPs), checklists, personnel assignments, notification rosters, and resource lists. All City departments are required to participate in the development of relevant strategic and operational plans while ensuring that internal tactical planning is sufficient to meet the needs of their outlined roles and assigned objectives.

Training

Training is an essential component of preparedness and greatly impacts the City's ability to respond to, and recover from, a critical incident. City Departments regularly provide internal training while the Office of Emergency Services coordinates access to local, state, and federal training opportunities.

The City actively manages training activities and allocates funding in relation to fluctuating needs, personnel turnover, and course availability. In addition, the City consistently prioritizes training that promotes staff understanding and familiarity with the following concepts:

- Incident Command System (ICS)
- California Standardized Emergency Management System (SEMS)
- National Incident Management System (NIMS)

Exercises

Exercises are the primary tool for assessing preparedness activities and identifying areas for improvement while allowing all levels of personnel to simulate their response and recovery roles in a learning environment. The City follows the best practices of the Homeland Security Exercise and Evaluation Program (HSEEP), including the building block concept of seminars, small-scale tabletop exercises, functional exercises, and full scale exercises.

The City uses a wide variety of exercises to regularly assess critical capabilities and prioritize future planning and training needs. By simulating potential response or recovery scenarios, the City is able to validate existing plans while determining if and where additional training is required.

Public Awareness and Education

The City actively promotes public awareness and education in order to strengthen overall preparedness and resiliency. By providing community education, outreach, training, and coordination, the City increases the ability of community members and organization to adequately prepare for and meet their own needs. By promoting self-reliance and individual preparedness, the City reduces the overall burden on limited resources and competing needs that emerge during critical incidents.

RESPONSE

The Response Phase includes any actions taken immediately before, during, or directly after a critical incident in order to minimize the potential or existing impacts of the incident.

Pre-Event Response

Some incidents, such as those related to severe weather, may provide sufficient warning to allow for pre-event or precautionary measures. Depending upon the probability and likelihood of significant impacts, pre-event response activities may include:

- Public Warning
- Evacuations
- Resource Mobilization
- Staging
- Mutual Aid Requests
- Proclamation of a Local Emergency

Emergency Response

Emergency response activities are actions taken during, or in the immediate aftermath, of a critical incident to reduce actual impacts. While these activities are most often associated with traditional response agencies including law enforcement, fire protection, emergency medical services (EMS), utilities, and public works, the size and complexity of an incident may require robust support from additional governmental agencies, nongovernmental organizations (NGOs), and other partners. As a result, comprehensive stakeholder participation during the development and socialization of relevant strategic, operational, and tactical plans can greatly enhance the efficiency and effectiveness of these emergency response activities.

When coordinating emergency response activities and addressing competing needs and objectives, the City utilizes the following prioritization hierarchy:

1) Support Life Safety
2) Protect Property
3) Reduce Impacts to the Environment

Emergency response may also include activities related to short-term recovery and often overlaps with long-term recovery operations.

RECOVERY

The Recovery Phase includes short- and long-term activities focused on returning the community to pre-incident conditions. In some instances when a state or federal disaster declaration has been made, recovery activities include the critical task of identifying, documenting, and quantifying response and recovery costs eligible for reimbursement.

Short-term Recovery

Short-term recovery operations begin during the response phase and may include activities such as the restoration of essential services, rapid debris removal, and the reestablishment of City services.

Long-term Recovery

Long-term recovery operations are often required to address extensive damage to infrastructure. Activities include the restoration and reconstruction of public facilities and disaster response cost recovery.

Disaster Assistance Programs

Disaster assistance programs may be available for the following:

- **Individuals** – may be eligible for loans and grants for housing assistance programs (for homeowners and renters), and uninsured disaster-related necessities (including personal property, medical, dental, and transportation expenses). Other Stafford Act Programs including crisis counseling, disaster unemployment assistance, and legal services may be available. In addition, various NGOs such as the American Red Cross, Mennonite Disaster Services, and the Salvation Army, provide recovery assistance to individuals, families, and community organizations. Assistance may include basic necessities such as food, shelter, clothing, and housing reconstruction.
- **Businesses** – may be eligible for low-interest loans to assist with uninsured physical damage through the U.S. Small Business Administration (SBA). Programs for agricultural assistance in the form of low-

interest loans for economic losses may be available through the U.S. Department of Agriculture (USDA).

- **Government** – assistance is available through state assistance under the California Disaster Assistance Act (CDAA), as well as several federal programs including the Federal Emergency Management Agency (FEMA) Public Assistance (PA) Grant Program and the Hazard Mitigation Grant Program (HMGP).
- **Non-profit organizations** – assistance is available through state assistance under the CDAA, as well as several federal programs including FEMA PA Grant Program for eligible non-profit organizations.

Damage Assessment

Damage assessment activities involve identifying, recording, compiling, and analyzing damage information in order to determine the type of recovery assistance needed. Following major disasters, a process known as a Preliminary Damage Assessment (PDA) is used to determine preliminary eligibility for certain state and federal financial assistance and reimbursement programs.

Recovery Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs. Various state and federal assistance programs require different types of documentation for eligible costs and in addition to structural damage, may include staff time, equipment, and materials utilized in response to the incident. To support the maximum recovery of eligible reimbursement, City departments and agencies must identify and support internal mechanisms for tracking and documenting appropriate costs.

Recovery Organization

Recovery operations will be managed and directed by the City Manager. Recovery issues involving other jurisdictions and/or special districts will be coordinated and managed between the City Manager and their designated representatives. On a regularly scheduled basis, the City Manager will convene meetings with department managers, key individuals, and representatives from affected jurisdictions and special districts. These meetings will be held to collectively make policy decisions and to gather and disseminate information regarding completed and ongoing recovery operations. Other City departments will also be represented and responsible for certain functions throughout the recovery process.

After Action Report

As part of the recovery phase, and in accordance with SEMS, the State of California requires any city and/or county declaring a local emergency for which the governor proclaims a state of emergency, to complete and transmit an after action report to the California Office of Emergency Services (CalOES) within 90 days of the close of the incident period. The after action report should include the following information:

- Documentation of response activities
- Identification of both problems and successes during emergency operations
- Analysis of the effectiveness of the SEMS components
- Plan of action for implementing improvements

MITIGATION

The Mitigation Phase includes actions and measures taken to reduce or eliminate the degree of long-term risk from natural and technological hazards. Whereas preparedness activities increase the City's ability to respond to the impacts of a hazard, mitigation activities reduce the potential for those impacts in the future, thereby reducing overall risk. A number of mitigation activities are available and may include the implementation, augmentation, or promotion of the following:

- Building and Safety Codes
- Disaster/Fire/Flood Insurance
- Land Use Planning and Management
- Hazard Research and Analysis
- Land and Repetitive Loss Acquisition
- Monitoring and Inspection
- Public Outreach and Education
- Relocation
- Risk Mapping
- Safety Codes, Statutes, and Ordinances
- Tax Incentives and Disincentives
- Seismic Strengthening or Retrofitting

Local Hazard Mitigation Plan

The City actively participates in formal mitigation activities including the development of the Santa Clara County Local Hazard Mitigation Plan (LHMP). The City's current mitigation strategy has been codified as an annex to the County plan.

WHOLE COMMUNITY APPROACH

The City's ability to respond and recover from significant emergencies and major disasters is highly dependent upon planning for the unique needs and specific requirements of the City's residents and non-resident commuters and visitors. To further identify and meet these needs, the City has adopted a "Whole Community" approach in which the inclusion and integration of community partners, neighbors, and other stakeholders is actively promoted in all phases of emergency management. Through these collaborative efforts, the City will become more resilient and better prepared to meet the needs of its residents and daytime populace alike, especially those with disabilities and others with access and functional needs.

Private Sector

The City of Los Altos is home to a diverse and vibrant business community including traditional retail and entertainment sectors. The business community swells the City's daytime population and serves as a foundation for economic prosperity. The City actively engages with the private sector to better understand their needs, identify resources, and develop partnerships. Many of the City's private sector partners proactively address preparedness planning internally as a way to minimize business disruptions and to support the wellbeing of their employees and also offer their resources and technical capabilities to the larger community. The City acknowledges this valuable support and will continue collaborative efforts with the private sector as an integral component of the City's overarching emergency management program.

People with Disabilities

People with disabilities often require additional planning and support to ensure they receive equal access and coverage as required under the Stafford Act[6] as well as other state and federal legislation such as the Americans with Disabilities Act (ADA) of 1990[7]. Covered disabilities are not always apparent and may include impairments of mobility, vision, and hearing as well as some cognitive disorders and mental illnesses.

The City has a diverse population which includes a wide variety of people with disabilities. To meet the needs of these individuals, the City is committed to supporting efforts and activities designed to improve and validate capabilities in support of people with disabilities, including but not limited to:

- Notification and warning procedures
- Evacuation, transportation, and sheltering considerations
- Accommodations for Service Animals
- Accessibility to information

In addition, the City looks to integrate people with disabilities and their advocates directly into preparedness activities such as plan development and review. These efforts have included targeted outreach to publicize the development of this EOP and solicit input and participation in the subsequent development and review of associated operational annexes and appendices.

Individuals with Access and Functional Needs

In addition to people with disabilities, the City recognizes that additional support may also be needed to support those with "access and functional needs". Access and functional needs are not necessarily related to a specific condition, diagnosis, or impairment and are based upon functional areas such as:

- Maintaining independence
- Effective communication
- Transportation
- Supervision
- Medical care

Individuals with access and functional needs may not have access to support networks outside of their immediate communities or be able to self-evacuate. As a result, they may have additional needs before, during, and after an incident. Those with functional needs often include children, the elderly, tourists, and other segments of the population, including:

- People with disabilities
- People living in institutionalized settings
- People from diverse cultures
- People with limited English proficiency
- People without transportation
- People who are economically disadvantaged

[6] See Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121)
[7] See Americans with Disabilities Act of 1990 (Pub. L. No. 101-336, 104 Stat. 328 [1990])

Considerations for Pets and Other Animals

As a result of deficiencies in emergency planning uncovered in the aftermath of Hurricane Katrina, the federal government passed the Pets Evacuation and Transportation Standards (PETS) Act in 2006 as an amendment to the Stafford Act. Recognizing the unwillingness of many displaced individuals to take advantage of evacuation or shelter resources without accommodating for their pets or companion animals, the PETS Act directs that state and local preparedness plans address the needs of individuals with pets and companion animals during a disaster or emergency.

The City works to include considerations for the needs of pets and companion animals in plans as appropriate. Furthermore, although not required under the PETS Act, additional resources for the evacuation of larger animals and livestock, such as horses, may be available through coordination and request through the County.

CONCEPT OF OPERATIONS

In accordance with state and federal laws, the City of Los Altos has officially adopted and integrated the following emergency management, response, and coordination systems:

- The Incident Command System (ICS)[8]
- The Standardized Emergency Management System (SEMS)[9]
- The National Incident Management System (NIMS)[10]

Together, these congruent operational systems outline how critical incidents, emergencies, and disasters will be coordinated in the field, at the local level, and up through the county, region, state, and federal levels.

FIELD LEVEL COORDINATION: ICS

As mandated by both SEMS and NIMS, the City utilizes the Incident Command System (ICS) to manage response activities in the field. ICS provides for common terminology, processes, and position titles, while allowing the delegation of functions (or tasks) to subordinate positions in order to promote proper span of control and unity of command. ICS is applicable to any size incident and is designed to be expandable as the needs of an incident expand or contract. When utilized, the standardization of ICS principles and nomenclature is capable of integrating large numbers of personnel from disparate organizations.

LOCAL, REGIONAL & STATE LEVEL COORDINATION: SEMS

As the cornerstone of California's emergency response system, The Standardized Emergency Management System (SEMS), integrates the concepts and principles of both the National Incident Management System (NIMS) and ICS. Jurisdictions within the State are required to adopt its use and the system unifies all elements of California's emergency management community into a single integrated structure. SEMS ensures that local communities retain the authority and responsibility for managing and coordinating responses within their jurisdictions, while promoting situational awareness and facilitating the prioritization of resource requests.

The five SEMS coordination levels expand outward from the impacted area at the field level, with each successive level representing a larger geographic area. The five organizational levels include:

Field Response

Field response includes on-scene activities and coordination, consistent with ICS, and includes the use of an Incident Command Post (ICP). Depending upon the incident, multiple ICPs may be established at various sites throughout an impacted area and an Area Command may also be established. Resource requests and situation reports are routed from the field to the next SEMS organizational level, either through participating response agencies, Department Operations Centers (DOC) or the local Emergency Operations Center (EOC) if activated.

[8] More information can be found at http://training.fema.gov/emiweb/is/icsresource/index.htm

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

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

Local Government

Local governments, such as the City of Los Altos, retain the responsibility and authority for managing response activities within their jurisdictions. To support these efforts, local jurisdictions may activate their respective EOCs. Local EOCs provide agency coordination, provide logistical support, establish common operating procedures, identify overarching priorities, and prioritize available resources. Additionally, local EOCs coordinate with the Operational Area (OA)/County EOC.

Operational Area

The Operational Area (OA) provides coordination within the county and between all political subdivisions. The OA coordinates response activities within the county's geographic area through the County EOC, if activated. The OA also serves as a link to regional level and all other OAs within the region. The City of Los Altos is part of the Santa Clara County OA and coordinates closely with the Santa Clara County Office of Emergency Services (SCCOES). The City participates in OA planning and, during a critical incident, coordinates with the OA through either SCCOES or the Santa Clara County EOC, if activated.

Regional

The State of California is divided into three regions that each maintain Regional Emergency Operations Centers (REOC) to coordinate resource requests, support mutual aid, and promote situational awareness between their respective OAs. The City of Los Altos and the Santa Clara County OA are within the Coastal Administration Region.

State

When required, California's State Operations Center (SOC) is activated to facilitate state agency response, mobilize mutual aid, and coordinate with other regions, states, and the federal government. The SOC also serves as the liaison with the National Operations Center (NOC).

Federal Coordination: NIMS

The National Incident Management System (NIMS) provides a comprehensive national framework for incident management applicable at all jurisdictional levels and across all functional disciplines. The majority of NIMS requirements applicable to the City of Los Altos, including the adoption of ICS, are satisfied by the adoption of SEMS. Additional elements of NIMS outline coordination between federal agencies and the use of federal assets and resources.

Additional Coordination: North County Jurisdictions

Emergency management and response partners in the North County area of Santa Clara County, defined as the Cities of Los Altos, Mountain View, Palo Alto, and Sunnyvale ("North County"), have long recognized that mutual aid and cooperation in response to critical incidents can be enhanced and made more effective by sharing resources. Given the common hazards facing the area and the potential for large regional impacts, North County agencies and stakeholders will need to work together during extended incidents to meet evolving needs and provide critical services.

Building upon the success of ongoing coordination, North County cities have identified and integrated mutually beneficial activities that offer a number of synergies and potential economies of scale. These activities include preparedness elements, such as combined planning processes, shared stakeholder integration, and the development of common plan elements. Additionally, although each of the North County jurisdictions maintains and staffs their own EOCs, in some circumstances co-locating EOC functions within a common facility may provide benefits such as increased coordination, reduced staff requirements, and lower costs. However, regardless of potential co-location, each jurisdiction will always maintain individual control of their respective EOC functions.

MUTUAL AID

The California Mutual Aid System operates within the framework of the MMAA and under the authority of the California Emergency Services Act. The system allows for the mobilization of resources to and from emergency response agencies, local governments, operational areas, regions, and the state with the intent to provide requesting agencies with adequate resources. The general flow of mutual aid resource requests systems within mutual aid are depicted in **Exhibit 1-A: Mutual Aid Resource Requests**.

The California Mutual Aid System includes a number of discipline-specific mutual aid systems, such as fire and rescue, law, medical, building and safety, coroners, emergency managers (EMMA), and public works.

In addition to the California Mutual Aid System, the state participates in interstate mutual aid through the Emergency Management Assistance Compact (EMAC).

Mutual Aid Regions

California is divided into six mutual aid regions in order to facilitate the coordination and flow of mutual aid requests. As part of the Coastal Administration Region, the Santa Clara County OA and the City are part of Mutual Aid Region II.

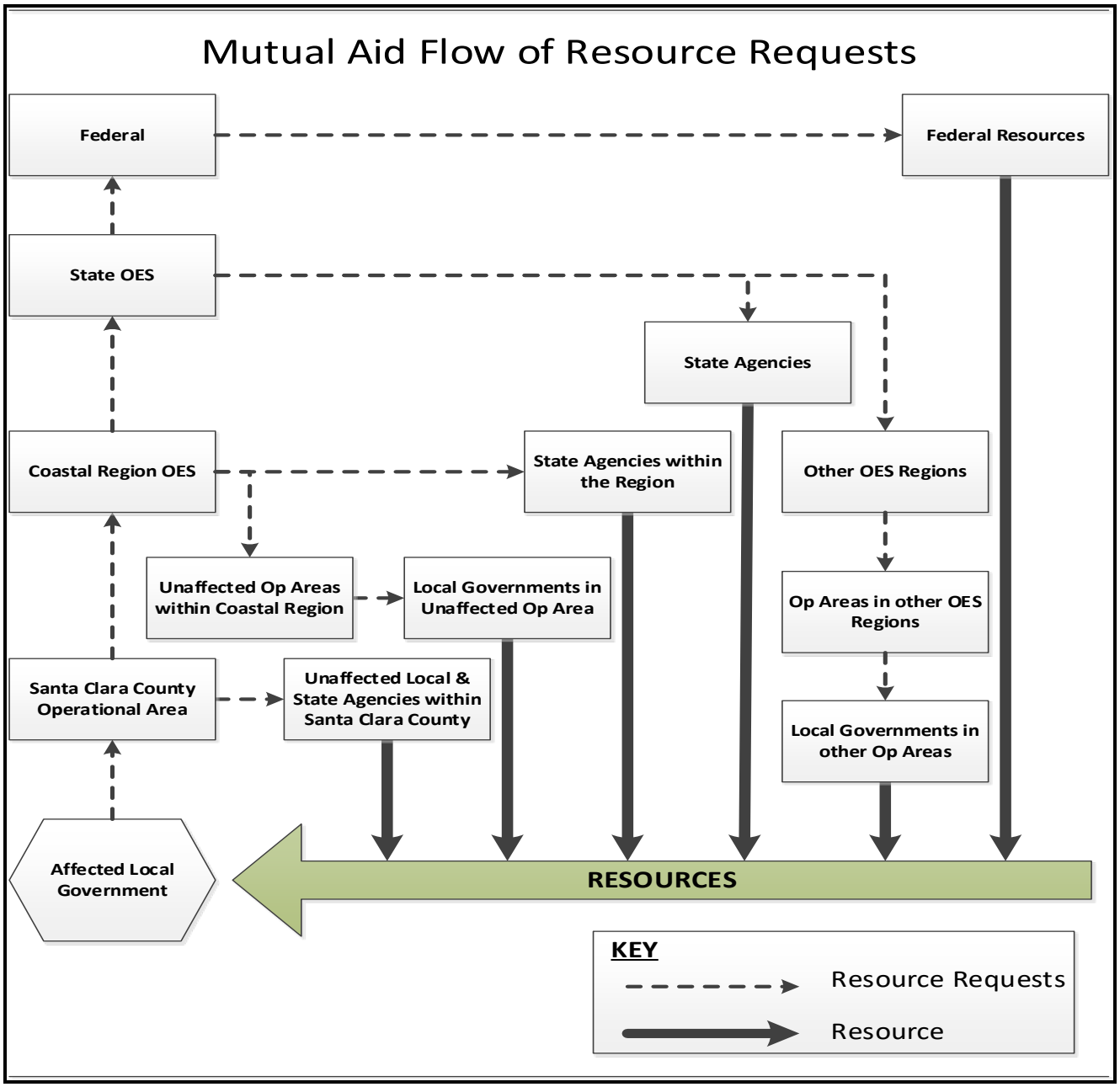
Mutual Aid Coordinators

Discipline-specific mutual aid systems work through designated mutual aid coordinators at the operational area, region, and state levels. The mutual aid coordinator receives mutual aid requests and coordinates the provision of resources from within the coordinator's geographic area of responsibility. All unfilled requests will be forwarded to the next higher level of government.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system and by emergency management staff at the local government, operational area, regional, and state levels. Depending upon the circumstances, mutual aid coordinators may operate from their existing department, an EOC, or other locations as required.

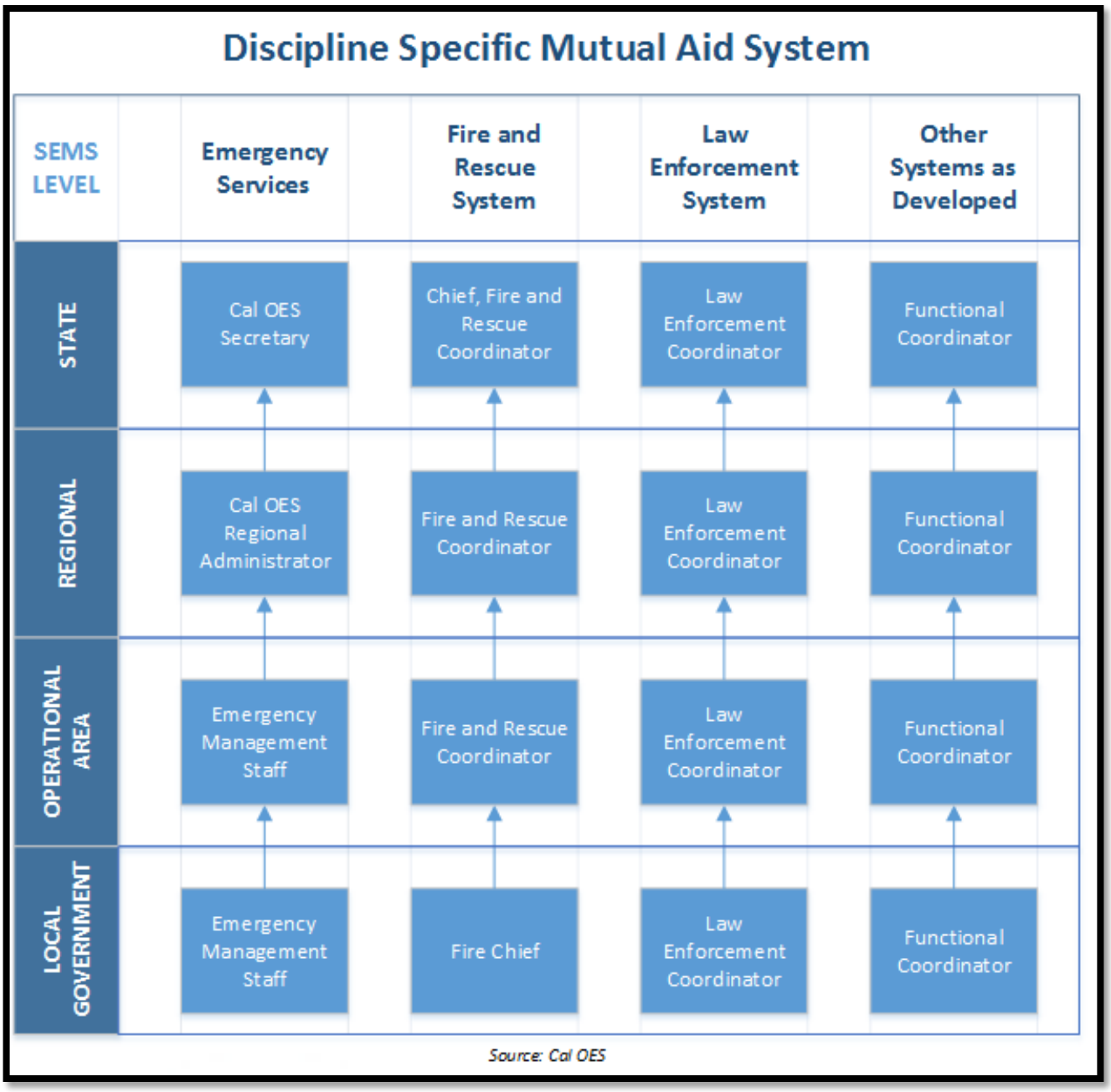
Source: Cal OES

EXHIBIT 1-A MUTUAL AID RESOURCE REQUESTS



Source: Cal OES

EXHIBIT 1-B: DISCIPLINE SPECIFIC MUTUAL AID SYSTEM



VOLUNTEER ORGANIZATIONS

The City of Los Altos supports a number of volunteer organizations that can be activated to provide support and specialized resources as required.

COMMUNITY EMERGENCY RESPONSE TEAM (CERT)

The City encourages community preparedness through the development and support of organized neighborhood Community Emergency Response Teams (CERT) in coordination with the Santa Clara County Fire Department. These teams are composed of a core group of trained individuals and neighborhood volunteers. The groups provide an on-going source of disaster preparedness information to their neighborhood and conduct periodic drills to practice their CERT skills. Residents of Los Altos are encouraged to form CERTs to help themselves and their neighbors prepare for emergencies, and to provide assistance during and after an emergency. The long term result is a safer and supportive neighborhood where people want to come and live.

AMATEUR RADIO (ARES/RACES)

The City of Los Altos Amateur Radio Cadre supports functions related to the Amateur Radio Emergency Services (ARES) and Radio Amateur Civil Emergency Services (RACES) with a local team of more than 50 volunteer amateur radio operators dedicated to providing emergency communications support to local, county and state governments during disasters and other emergencies. When activated, these personnel support the Los Altos Police and Fire Departments and provide communications support for local city and charity events.

ARES / RACES volunteers are licensed by the Federal Communications Commission and are trained in emergency communications procedures. They drill frequently to maintain readiness and are certified in emergency management protocols. The Los Altos organization operates and maintains K6LOS.

COLLABORATIVE AGENCIES' DISASTER RELIEF EFFORT (CADRE)

Collaborating Agencies' Disaster Relief Effort (CADRE) is a leading network of organizations that provide community services that are essential in times of disaster. CADRE helps coordinate organizational preparedness planning in non-disaster times and activates to respond and provide essential services during and after a disaster. CADRE works closely with Los Altos and others within the Santa Clara County emergency management community to build disaster resilience among service organizations through communication, coordination and preparedness training. CADRE is the official local Voluntary Agencies Active in Disaster (VOAD) for Santa Clara County.

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Alert and Warning

Emergency Alert System (EAS)

The Emergency Alert System is a public warning system that may also be used by federal, state, and local authorities to provide emergency information and notification to the public. This system allows use of existing media (radio, TV) resources to communicate to residence in the event of a widespread emergency situation.

National Warning System (NAWAS)

The National Warning System (NAWAS) is a dedicated wire-line system that provides two-way voice communications between the federal warning center, state warning points, and local warning points. If the situation ever presents itself, NAWAS is a nationwide system developed to send warnings of impending attack throughout the nation.

National Weather Service (NWS)

The National Weather Service (NWS) transmits continuous weather information on 162.40, 162.475 and 162.55 Hz frequencies. Severe weather broadcasts are preceded with a 1,050 Hz tone that activates weather monitoring receivers equipped with decoders.

AlertSCC

AlertSCC is a county-wide community alert and notification system. This system allows the City of Los Altos to provide critical information and instructions quickly to cell phones, emails, or landline phones of those who subscribe. To subscribe, please go to www.AlertSCC.org.

Integrated Public Alert and Warning System (IPAWS)

The Integrated Public Alert and Warning System (IPAWS) is a modernization and integration of the nation's alert and warning infrastructure. IPAWS provides public safety officials with an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface.

Emergency Operations Center

The City of Los Altos 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.

Primary and Alternate EOC Locations

The primary EOC for the City of Los Altos is located at the Municipal Service Center.

If the primary EOC site is threatened, inoperable, or inaccessible, an alternate EOC can be designated. All City departments and personnel should be prepared for the possibility of sudden relocation to an alternate EOC or similar facility.

An alternate EOC location is located at the Los Altos Police Department.

EOC Activation and Deactivation

The EOC facility and equipment are used regularly by the Los Altos Police Department and other City departments, staff, and volunteers. The EOC space and equipment may be utilized for coordinating and monitoring activities at any time without the need for a formal activation. However, depending upon the need and circumstances, an official EOC activation may be appropriate to support a number of activities, including:

- Field response
- Pre-planned events
- Local Proclamations of Emergency

EOC Activation Levels

The magnitude of an emergency dictates the response level, and is scalable based on the changing needs of the event. **Exhibit 1-C: EOC Activation Levels** outlines EOC activation levels for the City.

Exhibit 1-C: EOC Activation Levels

Level	Operational Status	Description	Examples
Level 1	Minimum Activation	Monitoring an incident/event or potential situation/event.	▪ Severe weather warning ▪ Flood watch ▪ Terrorism warning ▪ Minor earthquake
Level 2	Partial Activation	Necessary EOC positions are activated to manage the incident as needed.	▪ Planned event ▪ Local emergency declared ▪ Oil spill ▪ Wildland fire affecting developed areas
Level 3	Full Activation	Full activation of the EOC with all position activated.	▪ Catastrophic earthquake ▪ Major wildland fire ▪ Major local and/or regional disaster

EOC Deactivation

The EOC will be deactivated or the activation level will be lowered upon the recommendation of the EOC Manager/Director based upon the status of the incident and ongoing needs.

EOC Communication Resources

Communication resources available in the EOC include:

- Landline Telephones
- Cellular Telephones
- E-mail
- Fax
- Internet
- Fire/Police Radio
- Web EOC
- EOC to EOC Radio system
- Computer Aided Dispatch (CAD)
- Municipal Operations Center radio system
- Amateur radio

Internal Communications & Coordination

Communication with field elements may be coordinated through relevant DOCs or directly with an Incident Commander. If a DOC is not activated, the Incident Commander may communicate directly with their department specific representative located in the Operations Section of the EOC.

Additionally, the Los Altos EOC will communicate and coordinate with the Santa Clara County OA EOC and other cities within the Santa Clara County OA. Each city, including Los Altos, will provide relevant information pertaining to situational awareness and resource status to the OA EOC, and in turn the OA EOC will push aggregated county-wide information back to each city. Mutual aid requests outside of predetermined pathways (i.e. Law Enforcement, Fire and Rescue, etc.) will be communicated to the OA EOC.

External Communications & Coordination

The City EOC will coordinate with external entities such as special districts, public utilities, volunteer organizations and/or private agencies as required. These entities will usually communicate directly with the City and may provide a representative to the City EOC. The level of involvement of special districts, public utilities, volunteer organizations, and private agencies will vary considerably depending upon the type of incident.

Law Enforcement DOC

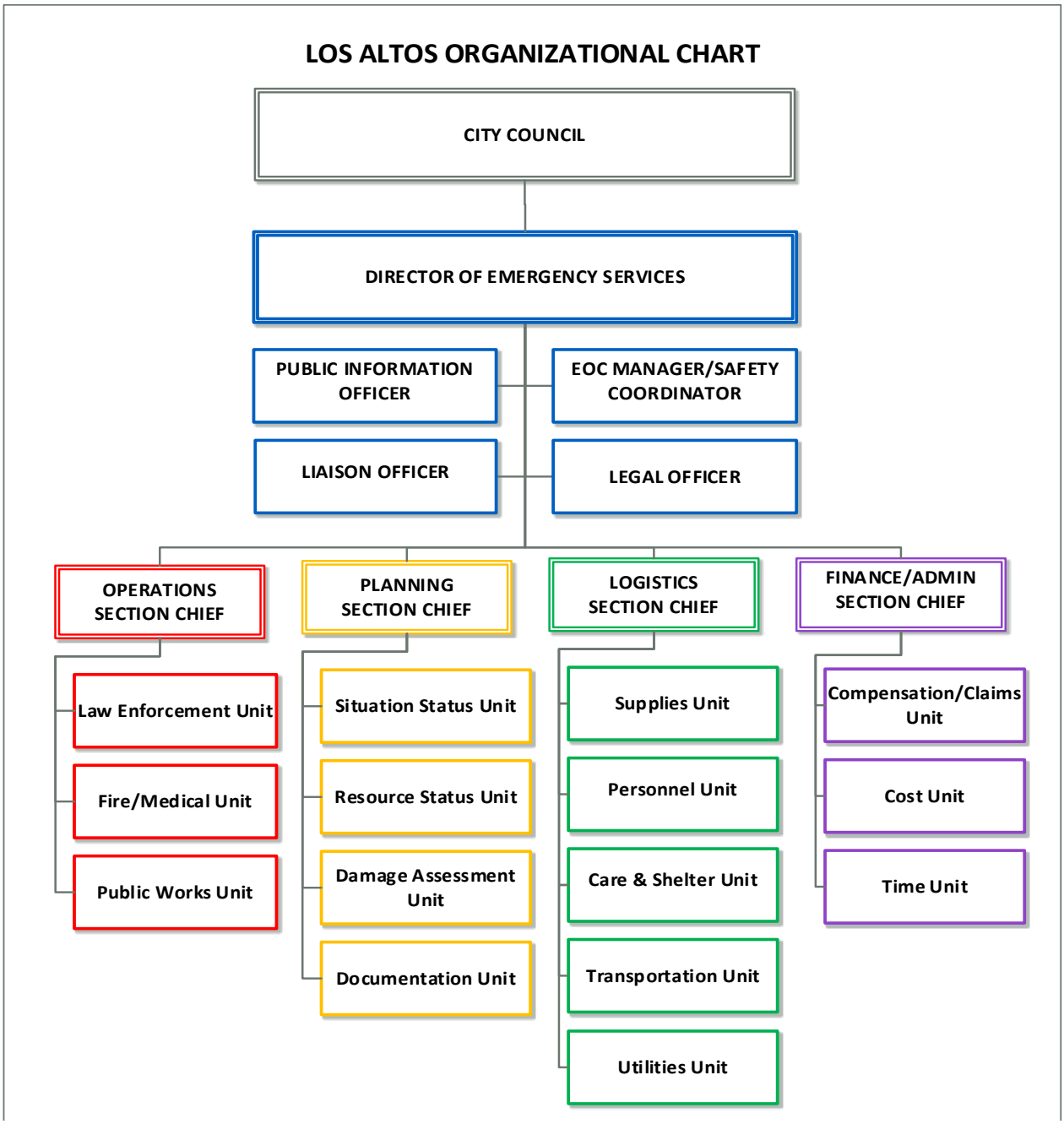
The Los Altos Police Department has a DOC which is activated for significant incidents in order to coordinate law enforcement resources. Communication resources available in the DOC include telephones, cellular phones, police radio, and the CAD system.

The Police Department DOC is located at the Los Altos Police Department and when activated, telephones, cellular phones, and radio are used to communicate with the City EOC. The DOC communicates with the Field using police radios, cellular phones, and the CAD system.

Position Descriptions and Responsibilities

EOC Structure

EXHIBIT 1-D: EOC Organizational Chart



Management Section

The Management Section coordinates overarching EOC operations and has overall responsibility for the coordination of emergency operations. The Management Section consists of the following staff:

Director of Emergency Services –has overall responsibility for the City's emergency response operations.

EOC Manager/ Safety Coordinator – has responsibility and authority for the operation of the EOC. The EOC Coordinator will ensure that the EOC is adequately staffed and operates at a level appropriate for the emergency.

Public Information Officer (PIO) – is responsible for interfacing with the public and media or with other agencies with incident-related information requirements. They serve as the conduit for information to and from internal and external stakeholders, including the media or other organizations seeking information directly from the incident or event.

Liaison Officer – is the point of contact for all agency representatives and oversees all liaison activities' within the EOC. The Liaison Officer ensures external agency representatives are provided appropriate situation information and maintains records of all agency representatives.

Legal Officer – provides advice to the Director of Emergency Services in all legal matters relating to the emergency. The Legal officer also assists the Director of Emergency Services in declaring a local emergency and implementation of emergency powers.

Operations Section

The Operations Section answers and coordinates requests for tactical support made by the individual DOCs or IC. The need to expand the Operations Section is generally dictated by the number of tactical resources involved in the incident response, and is influenced by span-of-control considerations. Assets from City departments and jurisdictional entities/authorities, such as police, fire, public works, etc. performing field emergency response operations may request assistance from the operations section through the field operations authorized agent (i.e. Logistics Section or IC).

Planning and Intelligence Section

The Planning Section conducts planning activities for the EOC and oversees all incident-related data gathering and analysis regarding incident operations and assigned resources. Under the direction of the Planning Section Chief, the Planning Section collects, evaluates, and processes situation and resource status information for use in developing EOC action plans. Dissemination of information can be accomplished through an EOC action plan, a situation report (SITREP), formal briefings, or through map and status board displays.

Logistics Section

The Logistics Section fulfills support requests both from the field and internally from other City agencies, DOCs, and support partners. The Logistics Section also supports the operational needs of the EOC and requests may include:

- Facilities
- Communications

- Supplies
- Equipment maintenance and fueling
- Food services (for EOC staff and on-scene staff, if requested)
- Medical services (for EOC staff and on-scene staff, if requested)
- Other services as appropriate

The need for logistics considerations and planning exists at multiple levels. The City EOC must account for emergency power, food, water, communications, and other needs of the EOC. The DOCs and/or on-scene incident command posts must account for staffing to ensure the rotation of personnel through safe rest/work cycles; shelter, feeding, and restroom facilities for personnel; acquisition of proper equipment for performing operations during the day and at night; etc. The coordination of resource requests must be funneled through a singular process to eliminate duplicative asset requests and account for payment of the resources requested.

Finance and Administration Section

The Finance/Administration Section manages the financial elements of a response or activation including daily recording of personnel time, all financial matters pertaining to vendor contracts, and cost analyses and estimates as requested. Not all incidents will require the activation of a Finance/Administration Section during response operations; however, appropriate documentation and payment to resource vendors will still be required. It is imperative that local ICs, the DOCs, and City EOC personnel are familiar with the resource request process and follow the proper procedures for requesting a resource.

DEPARTMENTAL RESPONSIBILITIES

Exhibit 1-E: Departmental Responsibilities outlines the City departments' responsibilities during a disaster by functional areas, and identifies the lead (L) and support (S) departments for each function.

EXHIBIT 1-E: DEPARTMENTAL RESPONSIBILITIES

Department Responsibilities	Transportation	Communications	Public Works	Fire & Rescue	Emergency Management	Care & Shelter	Resources	HazMat	Utilities	Law Enforcement	Recovery	Public Information	Volunteer Mgmt.,
City Manager					S							L	
City Services													
Community Development			S				S		S		L		
Finance & Technology													
Human Resources						S							
Police Department	S	L		S	L			S		L		S	S
Fire Department				L	S			L					
Public Works	L		L				S		L		S		
Recreation & Community Services						L	L						L

EMERGENCY DECLARATIONS

LOCAL PROCLAMATION

A local emergency may be proclaimed by the City Council, or by the City Manager[11]. The City council must ratify the proclamation within seven days, and must review the need to continue the local emergency every 14 days until a local emergency is terminated. A copy of the resolution must be provided to the State through the Santa Clara County OA. To qualify for assistance under the state CDAA, the proclamation must be made within 10 days of the event, and must be renewed every 14 days.

The proclamation of a local emergency provides the City with the legal authority to:

- Request the Governor to proclaim a state of emergency when, in the opinion of the director, the locally available resources are inadequate to cope with the emergency
- Promulgate or suspend orders and regulations to provide for the protection of life and property
- Exercise full power to request mutual aid to any affected area, in accordance with local ordinances, resolutions, emergency plans, or agreements
- Request state agencies and other jurisdictions to provide mutual aid
- Require the emergency services of any City officer or employee
- Requisition necessary personnel and materials from any City department or agency
- Obtain vital supplies, equipment, and if required, commandeer the same for public use
- Conduct emergency operations without incurring legal liability for performance, or failure of performance

STATE OF EMERGENCY

After a proclamation of a local emergency, the governing body of the City, having determined that local resources are not sufficient to mitigate the situation, may request by letter or resolution that the Governor proclaim a state of emergency[12] in the area to fully commit state and mutual aid assistance and provide resources to assist local government. To support its request for a gubernatorial proclamation, it is essential that the City forward an estimate of damage and financial loss to the State through the Santa Clara County OA as quickly as possible. Estimates of loss are an important part of the criteria that the State considers when making a determination to proclaim a state of emergency and request a Presidential Declaration of Emergency or Disaster.

A copy of the request for a Governor's proclamation, with the following supporting data, must be forwarded, to the Santa Clara County OA Coordinator for transmission to the State through the Cal OES Director:

- Copy of the local emergency proclamation
- Initial damage estimate summary that estimates the severity and extent of the damage

The Cal OES prepares a recommendation for the Governor, and if approved, prepares a proclamation. The Governor may also proclaim a State of Emergency without a local request if:

- The safety of persons and property in the state are threatened by conditions of extreme peril, or

[11] See Government Code Sections 8630-8634 and municipal code.

[12] See California Government Code (Sections 8625-8629) authorizing actions and power of the Governor to declare a State of Emergency.

- Emergency conditions are beyond the emergency response capacity and capabilities of the local authorities

State of War Emergency

In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever the State or the 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. The powers granted to the Governor under a State of War Emergency are the same as those granted under a State of Emergency.

Presidential Declaration

Following the proclamation of a State of Emergency, the Cal OES Director may recommend that the Governor request a Presidential Declaration of a major disaster under the authority of Public Law 93-288. The Governor's request to the President is submitted through FEMA. Supplementary information, such as an Initial Damage Assessment, may be required to accompany the state and local proclamations.

Other Declarations, Powers, and Authorities

Other local, state, and federal authorities may have broad powers to restrict movement or impose other restrictions, such as quarantines, during unusual events such as public health emergencies.

CONTINUITY OF GOVERNMENT

Continuity of Government (COG) is an essential function of emergency management and is vital during an emergency/disaster situation. Continuity of Government is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities. All levels of government share a constitutional responsibility to preserve the life and property of their citizens. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unable to serve.

LINES OF SUCCESSION

When the role is essential to the City's ability to complete its critical missions, a successor must be named to assume the duties and responsibilities of that role. **Exhibit 1-F: Lines of Succession** outlines the continuity of government lines of succession for essential government positions.

EXHIBIT 1-F: LINES OF SUCCESSION

Key Position	Primary Successor	Secondary Successor
Mayor	**Mayor Pro Tem**	**Council Member**
City Manager	**Chief of Police**	**Administrative Services Director**
Fire Chief	**Assistant Fire Chief**	**Deputy Fire Chief**
Police Chief	**Operations Captain**	**Administrative Captain**

City Council

The California Government Code[13] provides guidance for appointing Council Members in the unlikely event that all Council and Emergency Standby Council Members are unavailable to serve. For example, if only one member of the Council or one member of the Emergency Standby Council is available, that person shall have the power to reconstitute the City Council Should all members of the Council and the Emergency Standby Council be unavailable, members of the City Council could be appointed by the Chair of the Santa Clara County Board of Supervisors, by the Chair of a nearby County Board of Supervisors, or by the mayor of a nearby city, in that order.

ESSENTIAL FACILITIES: SEAT OF GOVERNMENT

The Primary Seat of Government for the City of Los Altos is the Los Altos City Hall, located at 1 North San Antonio Road.

If City Hall is no longer functional, an alternate seat of government is available using the Los Altos Community Center, located at 97 Hillview Avenue.

PRESERVATION OF VITAL RECORDS

City leadership will require certain vital records during a disaster. Protection of, and access to, these records requires planning. Such efforts are coordinated by the Los Altos City Clerk. Vital Records are the documents required to continue the mission of City departments and agencies during and after a disaster. The records

[13] See Government Code Sections 8642-8644

will assist in providing services both to internal City departments and external customers, such as citizens, contractors, other government entities. Example documents may include:

- Public Records
- Computer system back-ups/servers
- Order of Succession Ordnances or Resolutions
- Plans, policies, and procedures for critical processes
- Payroll information
- Contracts and leases
- Legal and financial records
- Insurance documents

Protection of, and access to, these and other vital records requires planning and is coordinated by the Los Altos City Clerk. Each City department is responsible for identifying vital records, coordinating with the City Clerk, and assigning internal responsibility for their preservation.

Section II: Attachments

ATTACHMENT 1: AUTHORITIES AND REFERENCES

LOCAL AUTHORITIES & REFERENCES

The plan is promulgated under the authority of the City Manager and ratified by the City Council.

The following authorities and references may be applicable:

- Los Altos Municipal Code

STATE AUTHORITIES & REFERENCES

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

The following authorities and references are applicable:

- Standardized Emergency Management System Regulations: California Code of Regulations, Title 19, Division 2, Chapter 1
- Disaster Assistance Act Regulations: California Code of Regulations, Title 19, Division 2, Chapter 6
- Local Emergency Prevention Measures for County Health Official: California Health and Safety Code §101040
- California Master Mutual Aid Agreement
- Orders and Regulations that may be promulgated by the Governor during a State of Emergency or a State of War Emergency

FEDERAL AUTHORITIES & REFERENCES

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

The following authorities and references are applicable:

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 USC § 5121 et seq.)
- Federal Disaster Relief Regulations: 44 CFR Part 206
- National Incident Management System, HSPD-5, Management of Domestic Incidents
- National Response Plan, U.S. Department of Homeland Security, December 2004
- National Response Framework, U.S. Department of Homeland Security, March 2008

ATTACHMENT 2: SAMPLE PROCLAMATION

SAMPLE PROCLAMATION

WHEREAS, Ordinance No. _____ of the City of _____ empowers the Director of Emergency Services* to proclaim the existence or threatened existence of a local emergency when said City is affected or likely to be affected by a public calamity and the City Council/County Board of Supervisors is not in session, and;

WHEREAS, the Director of Emergency Services* of the City of _____does hereby find; That conditions of extreme peril to the safety of persons and property have arisen within said city/county, caused by _____(fire, flood, storm, mudslides, torrential rain, wind, earthquake, drought, or other causes); which began on the _____th day of _____, 20_____. and;

That these conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of said City, and;

That the City Council of the City of _____ is not in session and cannot immediately be called into session;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout said City, and;

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the emergency organization of this City shall be those prescribed by state law, by ordinances, and resolutions of this City, and; That this emergency proclamation shall expire in 7 days after issuance unless confirmed and ratified by the governing body of the City of _____ _____.

Dated: _____ By:_____
Director of Emergency Services*

Print Name_____

Address_____

**Insert appropriate title and governing body*

Note: It may not be necessary for a city to proclaim a local emergency if the county has already proclaimed an emergency that applies to the entire geographic county area or for a specific area that includes the impacted city or cities.

(Source: Cal OES, Emergency Proclamations: A Quick Reference Guide for Local Government)