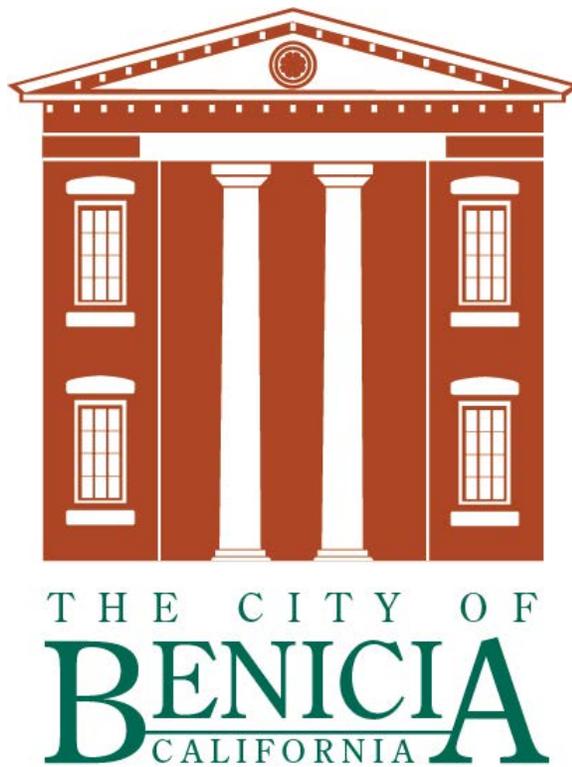


Emergency Operations Plan (EOP)

Volume 1 – Base Plan

Benicia, California



Adopted
April 16, 2019
Resolution No. 19-33



Table of Contents

Letter of Promulgation..... 5

Approvals..... 7

Record of Changes / Distribution.....9

1 Introduction 11

 1.1 Purpose and Scope..... 11

 1.2 Situation..... 12

 1.2.1 Hazard Overview 15

 1.3 Planning Assumptions 29

 1.4 Defining Emergencies – Incidents and Disasters 29

 1.5 Authorities 32

 1.5.1 City..... 32

 1.5.2 County.....32

 1.5.3 State..... 33

 1.5.4 Federal..... 35

 1.6 References..... 35

 1.6.1 City 35

 1.6.2 County 35

 1.6.3 State..... 35

 1.6.4 Federal..... 36

2 Management and Command 37

 2.1 National Incident Management System (NIMS)..... 37

 2.2 Standardized Emergency Management System (SEMS) 39

 2.3 Incident Command System (ICS)..... 40

 2.4 Management and Control Responsibilities 42

 2.4.1 Cities in Operational Area..... 42

 2.4.2 Solano County (Operational Area) 42

 2.4.3 State and Regional Level..... 44

 2.5 City of Benicia Emergency Management Organization..... 45

 2.6 City of Benicia EOC Staff and Positions..... 47



2.7 Emergency Proclamations.....	55
2.7.1 Local Emergency	55
2.7.2 State of Emergency	57
2.7.3 Emergency Proclamation	58
2.8 Essential Facilities - Primary and Alternate EOC	70
2.8.1 Emergency Operations Center	70
2.8.2 Primary and Alternative EOC's	71
3.0 Concept of Operations.....	72
3.1 Principles of Operations.....	72
3.2 Prioritizing Operations.....	72
3.3 Notifications	73
3.4 Activation Criteria.....	73
3.5 Phases of an Emergency.....	74
3.5.1 Before the Emergency	74
3.5.2 Warning Phase.....	74
3.5.3 Impact Phase	74
3.5.4 After the Emergency - Recovery	75
3.5.5 After the Emergency - Mitigation	75
3.6 Categories of Emergencies.....	76
3.6.1 Minor to Moderate	76
3.6.2 Moderate to Severe.....	76
3.6.3 Major Disasters.....	77
3.7 Alert and Warning.....	77
3.8 EOC Operations.....	78
3.8.1 Direction and Control	78
3.8.2 Information Collection, Analysis and Dissemination.....	79
3.8.3 Communications	79
3.8.4 Documentation Finance, Administration and Logistics.....	79
3.9 Deactivation of the EOC.....	80
4.0 Recovery.....	81
4.1 Short-Term Recovery.....	81



4.2 Long-Term Recovery	82
4.3 Recovery Operations Organization	84
4.4 Recovery Damage and Safety Assessment	86
4.5 Recovery Operations Responsibilities	86
4.6 Documentation	87
4.7 After Action/Corrective Action Reporting	88
4.8 Hazard Mitigation.....	89
4.8.1 Pre-disaster Hazard Mitigation Actions.....	89
4.8.2 Post-Disaster Hazard Mitigation Actions	91
4.9 Recovery Roles and Responsibilities.....	92
4.9.1 Federal.....	92
4.9.2 State.....	93
4.9.3 Local	94
Appendix 1 - Emergency Operations Plan Maintenance	95
Appendix 2 - Acronyms.....	96
Appendix 3 – Definitions	98
Appendix 4 – Continuity of Government.....	101
Appendix 5 - Public Awareness and Education	113
Appendix 6 - Training and Exercises	114
Appendix 7 - State of Emergency Orders	115
Appendix 8 – State of War Orders.....	117
Appendix 9 – Mutual Aid	120

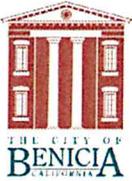
Annex

In addition to [Volume 2 – EOC Guidance](#), the following annexes are appended to this EOP:

- [Mass Care and Shelter](#)
- [Public Information](#)
- [Lake Herman Dam Failure](#)
- [Evacuation](#)
- Earthquake (refer to [Solano County Earthquake Annex](#))
- Animal Care & Shelter (refer to [Solano County Animal Care & Shelter Annex](#))
- Access & Functional Needs (refer to [Solano County Access & Functional Needs Annex](#))
- Flood & Tsunami (refer to [Solano County Flood & Tsunami Annex](#))
- Terrorism (refer to [Solano County Terrorism Annex](#))



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LETTER OF PROMULGATION

In the event of a natural, technological, or man-made disaster affecting the City of Benicia, it is the responsibility of the City government to protect lives and property by implementing plans and procedures developed for this purpose.

This plan is published in support of the California Emergency Services Act (Chapter 7, Division 1 of title 2 of Government Code), and City of Benicia Ordinance Title 2, Chapter 2.64, Section 2.64.060. This plan supersedes all previously published copies of the City of Benicia Emergency Operations Plan.

The purpose of this plan is to provide direction and guidance to City departments, personnel, and supporting agencies. It constitutes a directive to City departments to prepare for and execute assigned emergency tasks to ensure maximum survival of the population and to minimize property damage in the event of a disaster. It is applicable to all elements of the City government and the private sector engaged in, or acting in support of emergency operations.

The City Council authorizes City Staff, as directed by the City Manager, to make changes and updates to this plan that do not materially affect the overall planning approach or do not radically change responsibilities of Benicia City Officials. Changes will be recorded on page 9 - Record of Changes.

This plan is effective for planning purposes and for execution when an emergency declaration is made by the City Council or when placed in effect by the City Manager or other authorized official.

A copy of this plan has been filed in the Office of the City Clerk, the City of Benicia, under the provisions of this plan.

Elizabeth Patterson, Mayor

Date 5.24.19

Lorie Tinfow, City Manager

Date 5.22.19



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SIGNED CONCURRENCE BY PRINCIPLE ORGANIZATIONS

The undersigned representatives of principle organizations concur with the Mission, Goals, and Objectives of the City of Benicia Local Government Emergency Operations Plan (EOP). As needed, revisions will be submitted for review by the undersigned or their designees.

Organization

Mayor

Elizabeth Patterson



Signature

5.24.19
Date

City Manager

Lorie Tinfow

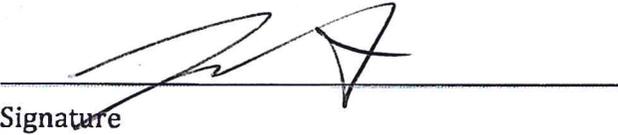


Signature

5.22.19
Date

Fire Chief

Joshua Chadwick

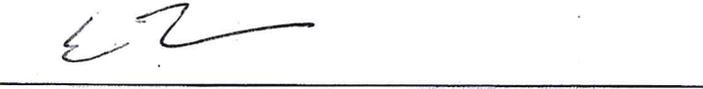


Signature

5.21.19
Date

Police Chief

Erik Upson



Signature

5-21-19
Date

Approved as to Legal Form:



By: Benjamin Stock, City Attorney

5/21/19
Date

Date



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1 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, cross 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 general public.

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, 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, fires, floods, aircraft disasters, or terrorist activities overwhelm local capabilities, additional systems outlined in the City of Benicia's 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 overall plan. Department personnel, who will or may be involved in the implementation processes outlined in the EOP, should familiarize themselves with the plan.

1.1 Purpose and Scope

Purpose

The EOP addresses the City's planned response to extraordinary emergency situations associated with natural, technological and human caused emergencies or disasters within or affecting the City of Benicia. This plan is the principal guide to the City'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 and 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) and its 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.

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

The provisions, policies, and procedures of this plan are applicable to all agencies and individuals, public and private, having responsibilities for emergency preparedness, response, recovery and/or mitigation in the City. Solano County's plans are consistent with the policies and procedures established by this plan.

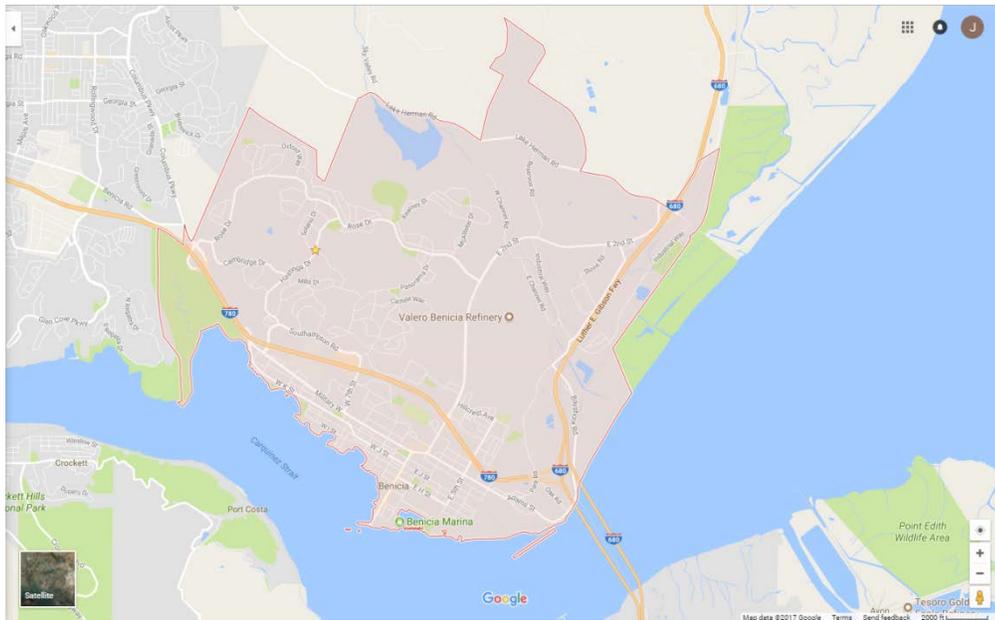
1.2 Situation

Overview

BENICIA, CA. (Elevation 26 feet), consists of a roughly diamond-shaped piece of hilly land covering about 15.7 square miles. The City is bordered on the north by farm/agricultural lands. The center of the City is bisected by busy U.S. Interstate 780. Benicia is located 61 miles southwest of Sacramento, 38 miles northeast of San Francisco, and 379 miles north of Los Angeles. Benicia is in Solano County, the fastest growing of the nine Bay

Area counties (ABAG, Projections 2015). The population has grown from 15,376 in 1980 to 28,174 in 2018. City household units have remained constant since 2006 at approximately 11,306. The number of dwelling units planned for projects pending approval is less than 50 for the next year. Manufacturing has long dominated Benicia’s economy. Future projections indicate that it will remain a mostly goods-producing community with jobs in manufacturing and education, with retail, and service showing slight increases.

Geography



Transportation

Benicia is in close proximity to several airports:

<u>AIRPORT NAME</u>	<u>TYPE</u>	<u>DISTANCE</u>
Sacramento International	Commercial	65 miles
Nut Tree	General Aviation	29 miles
Buchanan Field	Commercial	7 miles
Oakland International	Commercial	38 miles
Travis A.F.B.	Military	26 miles

Benicia is overflown by large military jet aircraft from Travis A.F.B. on a regular basis. The City is also traversed by Union Pacific’s Sacramento Line – A double-track freight and



passenger rail connection between Roseville and Oakland (and points beyond). Each track is utilized by 8 passenger trains and up to 10 freight trains in a 24-hour period.

There are 7 school campuses within the city limits of Benicia. Public schools include; four elementary (K-5), one middle school (6-8), and two high schools (9-12). The Benicia Unified School District (BUSD) also owns one additional campus that is not in use by the school district. The former Mills Elementary School is occupied by a Community Center and offices of Parks & Community Services staff and has limited uses such as classrooms, the gymnasium for athletics, and special events.

In addition, the area provides 17 churches, one library, and 5 hotels/motels/inns offering a total of about 170 rooms.

There are three hospitals within a 15-minute drive of Benicia. Sutter-Solano Hospital in Vallejo has 102 beds. Kaiser Vallejo Hospital has 248 beds. The John Muir (Concord) Medical Center includes physicians, a laboratory, x-ray facilities and an Urgent Care Center as well as a 317-bed hospital.

Twenty miles from the City of Benicia is North Bay Medical Center in Fairfield. This facility operates a 24-hour emergency room and has been designated by Solano County as a trauma center. North Bay has a helipad large enough to accommodate a large Blackhawk helicopter.



1.2.1 Hazard Overview

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

Major Earthquake/Shaking & Liquefaction	Fire	Sea Level Rise
Flood	Dam Failure	Extreme Heat
Hazardous Materials Incident	Drought	Air Quality
Terrorist Incidents	War	Utility

While a coordinated response to these hazards is generally described in the EOP, specific operational procedures applicable to the hazard are located within the EOP's hazard specific annexes. More detailed information regarding the hazards to the county can be found in the current Solano County Hazard Mitigation Plan. Details specific to the City of Benicia can be found in the current Benicia Local Hazard Mitigation Plan (adopted 2017). In addition, it is recognized that significant events could have cascading effects and result in situations that involve multiple disasters occurring at the same time, for example an earthquake could result in fires .

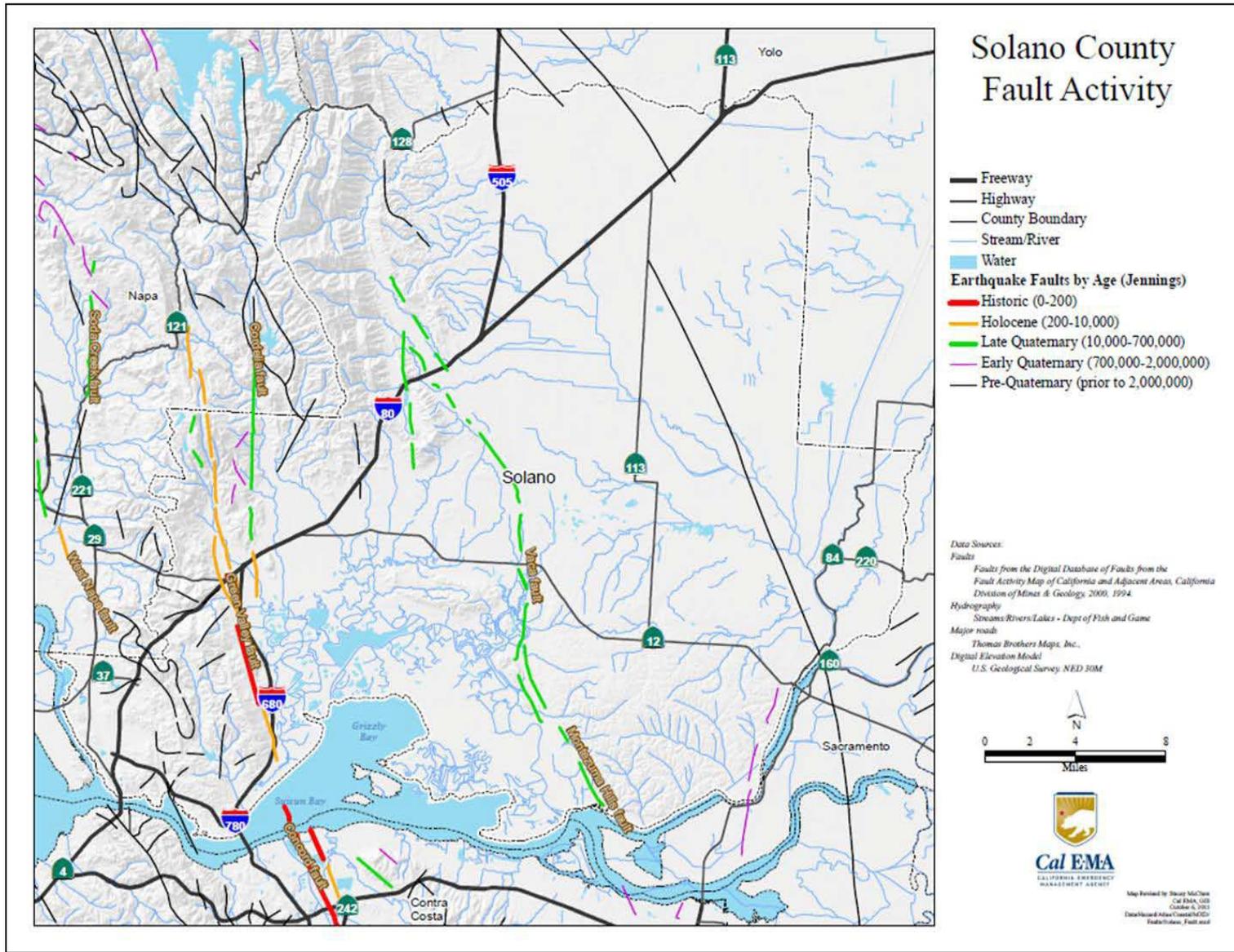


Major Earthquake

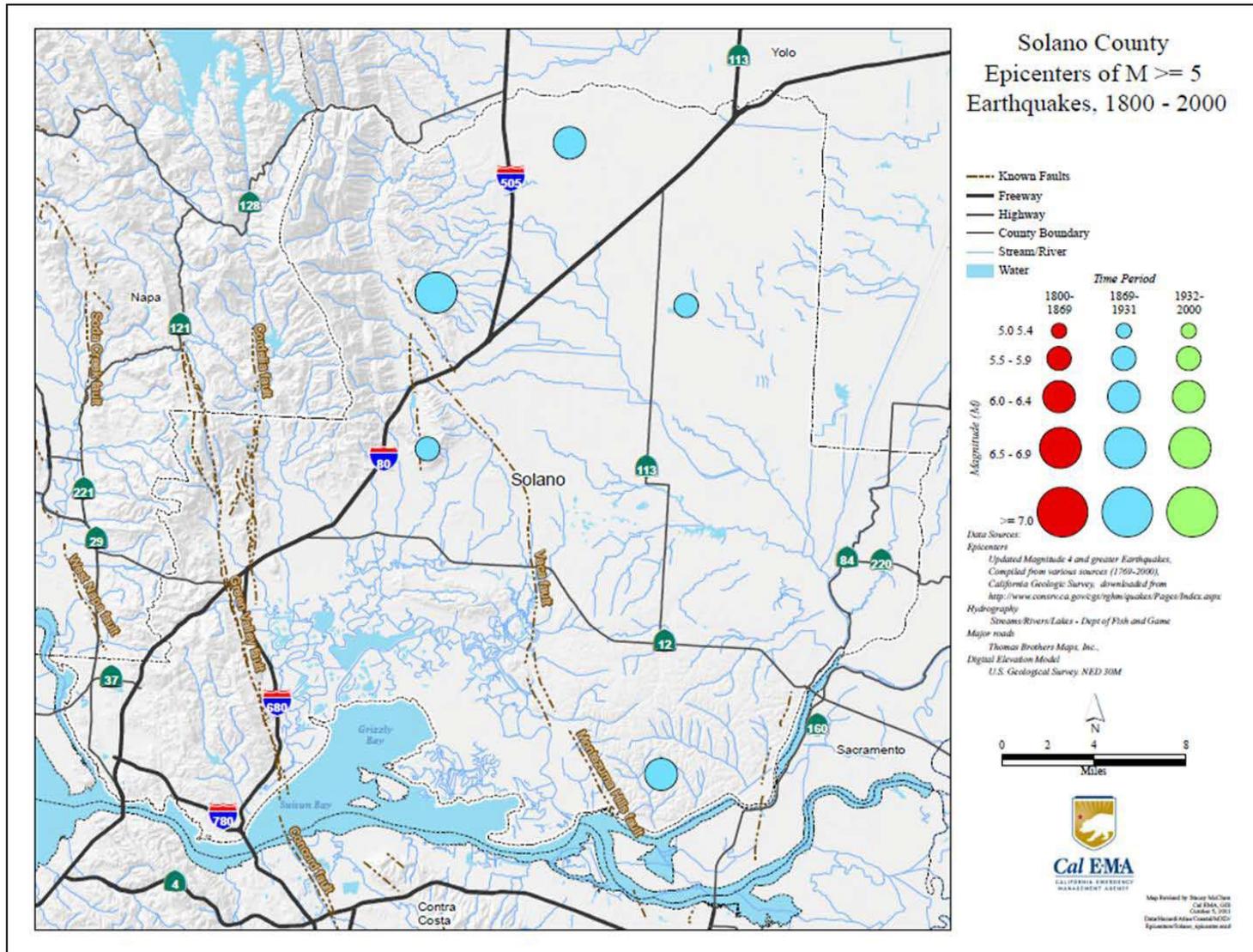
Earthquakes are considered to be one of the most potentially destructive threats to life and property in the City of Benicia. A moderate to severe seismic incident on any of several fault zones in relative close proximity to the City is expected to cause:

- Extensive property damage, particularly to pre-1930's non-reinforced masonry structures, older structures (built before 1950), tilt-up buildings (built before the mid 1970's), and soft-story buildings
- 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

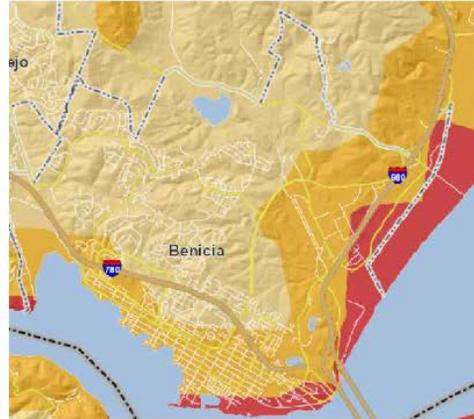
The maps below show the earthquake fault lines, epicenters and earthquake susceptible areas in Solano County.



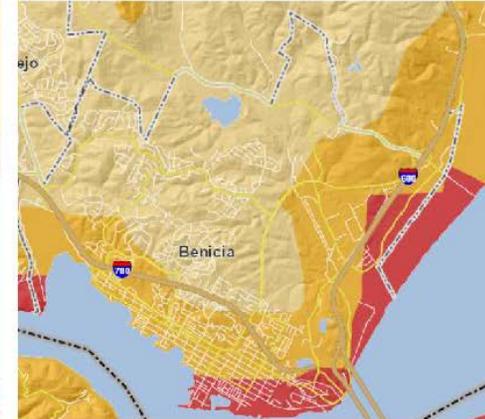
The following map shows the earthquake epicenters in the County.



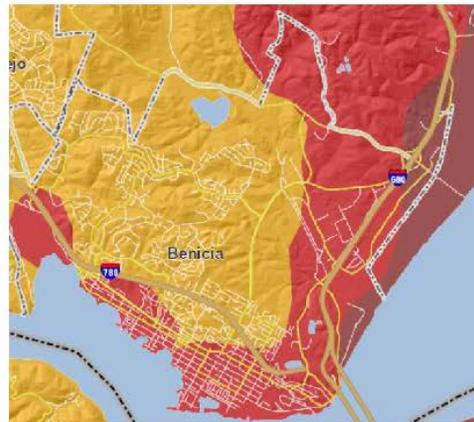
The following map shows the earthquake shaking potential in Benicia.



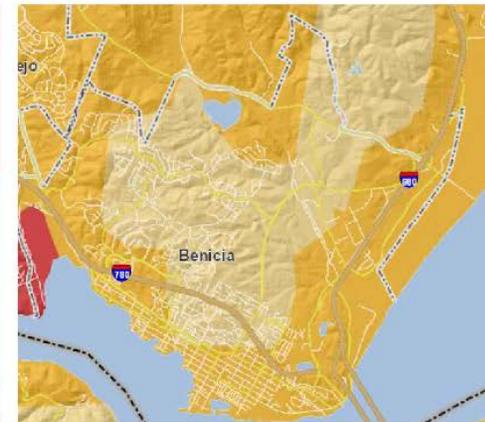
San Andreas M7.9



Hayward M7



Concord – Green Valley M6.8



West Napa M6.7

This map is intended for planning only and is not intended to be site specific. Rather, it depicts the general risk within neighborhoods and the relative risk from community to community.





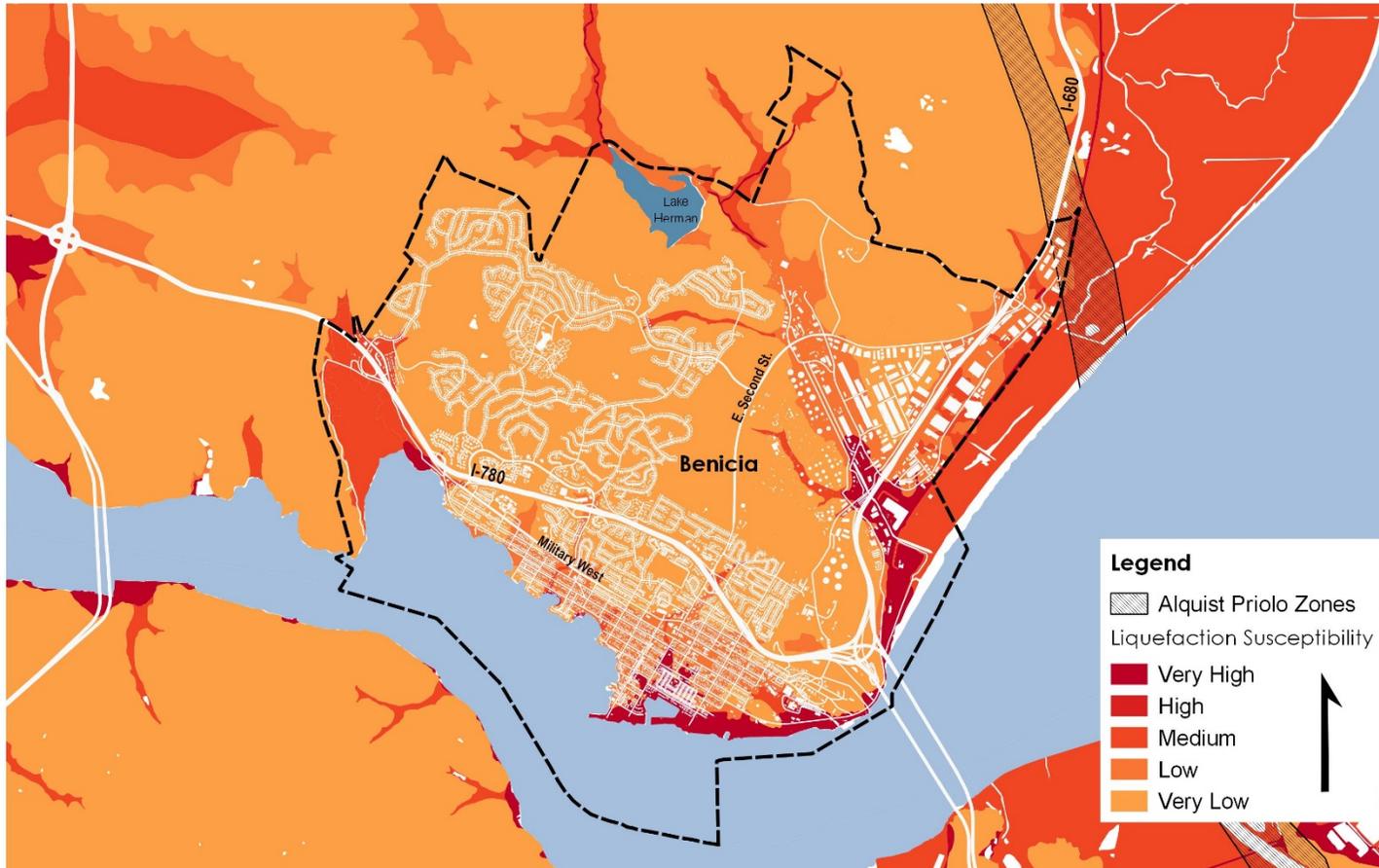
Liquefaction

In addition to damage caused directly by ground shaking during an earthquake, liquefaction, the action in which the ground liquefies, and sandy materials saturated with water behaves like a liquid, instead of solid ground, poses a significant threat after an earthquake. 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. The map on the next page below shows the various levels of liquefaction susceptibility in Solano County.

The following map shows the liquefaction susceptibility in Benicia.

City of Benicia Liquefaction Susceptibility



Hazard Map Layer: ABAG Resilience Open Data Page, USGS
Parcels, Buildings and Roads: Solano County GIS

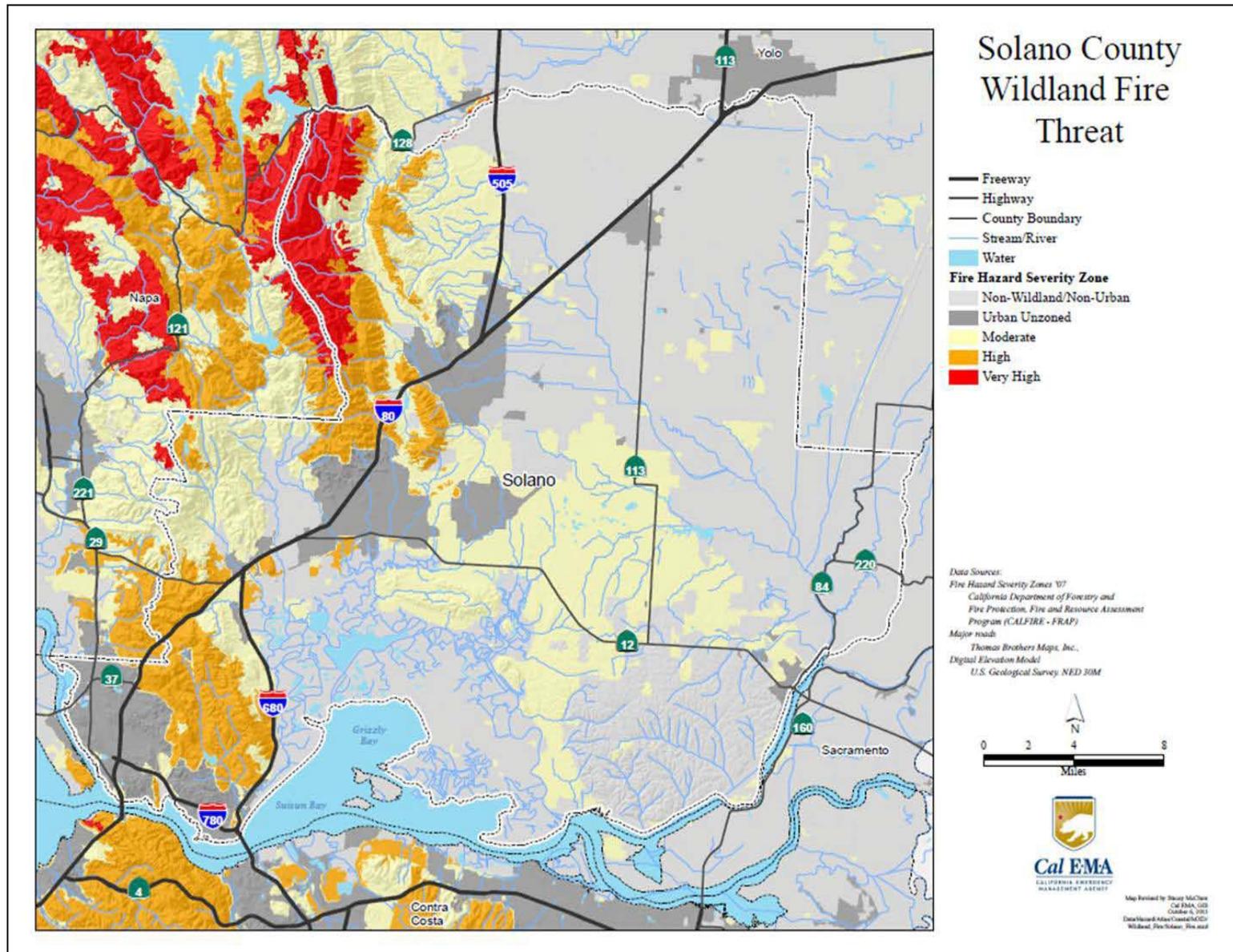


Fire

Wildland fires are considered a significant and recurrent threat in Benicia, particularly as urban-interface and business development projects are sited near rural or timbered 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.

The map below shows the wildland fire susceptibility areas for Solano County.





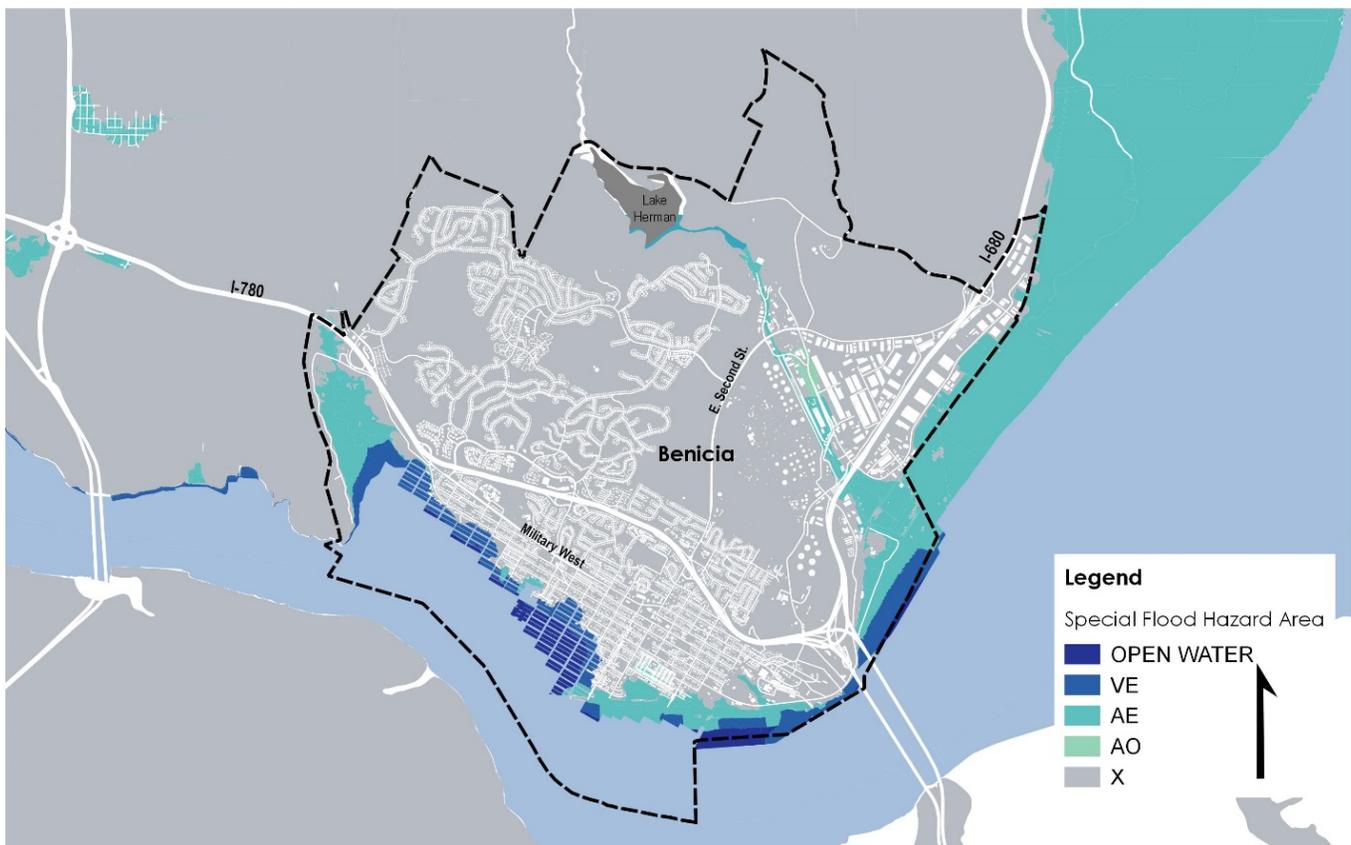
Flood

Significant and damaging flooding occurs in portions of Benicia approximately every 2 to 5 years. 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.

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 and maintained by the Solano County Department of Resource Management.

The map below identifies projected flood inundation within Benicia.

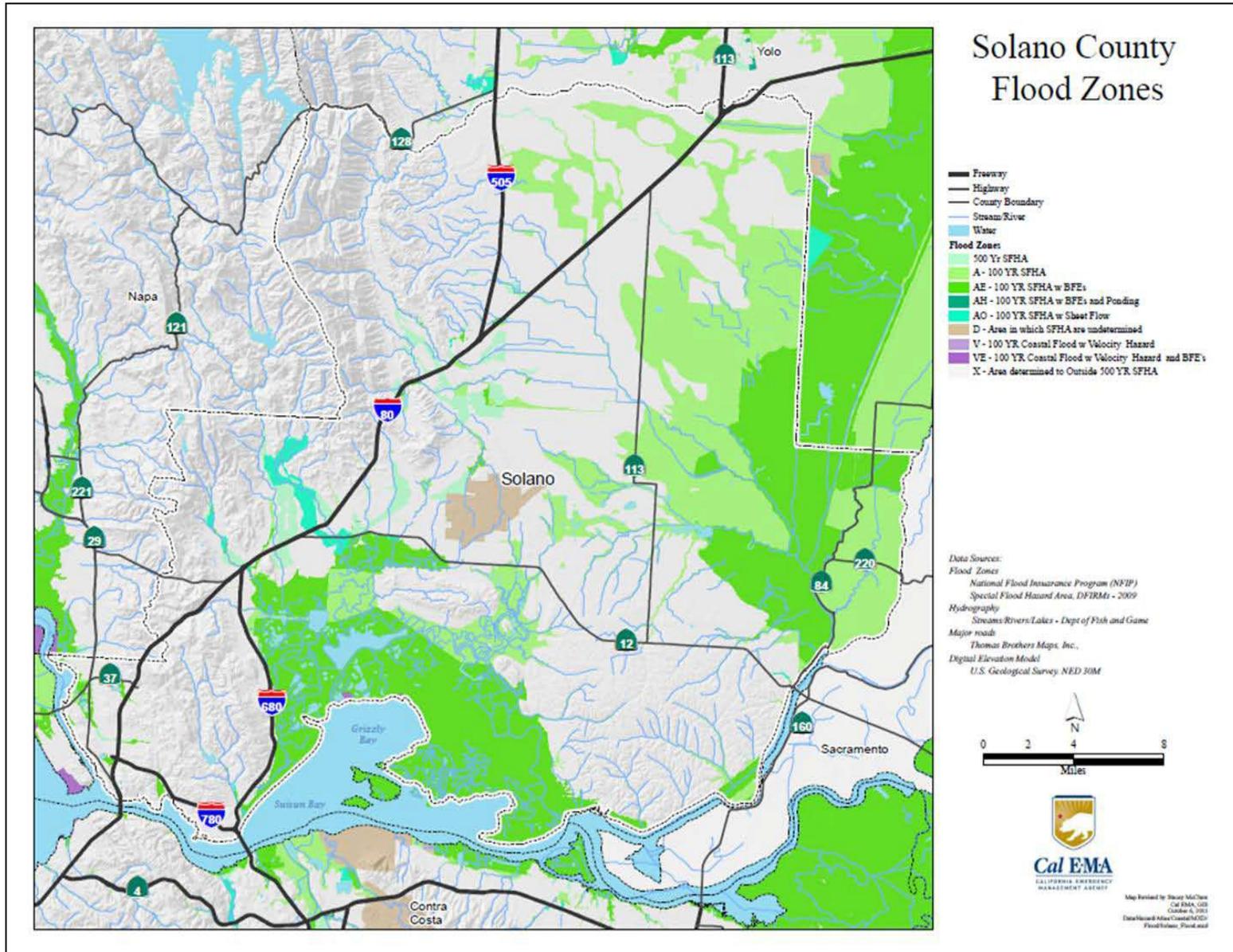
Flood Insurance Rate Maps 2015



Hazard Map Layer: Solano County GIS, FEMA
Parcels, Buildings and Roads: Solano County GIS



The map below shows the identified 100 and 500-year flood plains within Solano County.





Hazardous Materials Incidents

A wide variety of hazardous materials are present in Benicia. 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, and may be under great pressure. Quantities range from a few grams in a test tube to large storage tanks.

The Solano County Department of Resource Management is the designated administering agency for the County Area Hazardous Material Monitoring Program. In the event of a spill or release, this agency should be notified immediately to obtain the most up to date hazmat storage locations information. Major incidents will be coordinated through the Office of Emergency Services.

Drought

Drought cycles occur every 7 to 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.

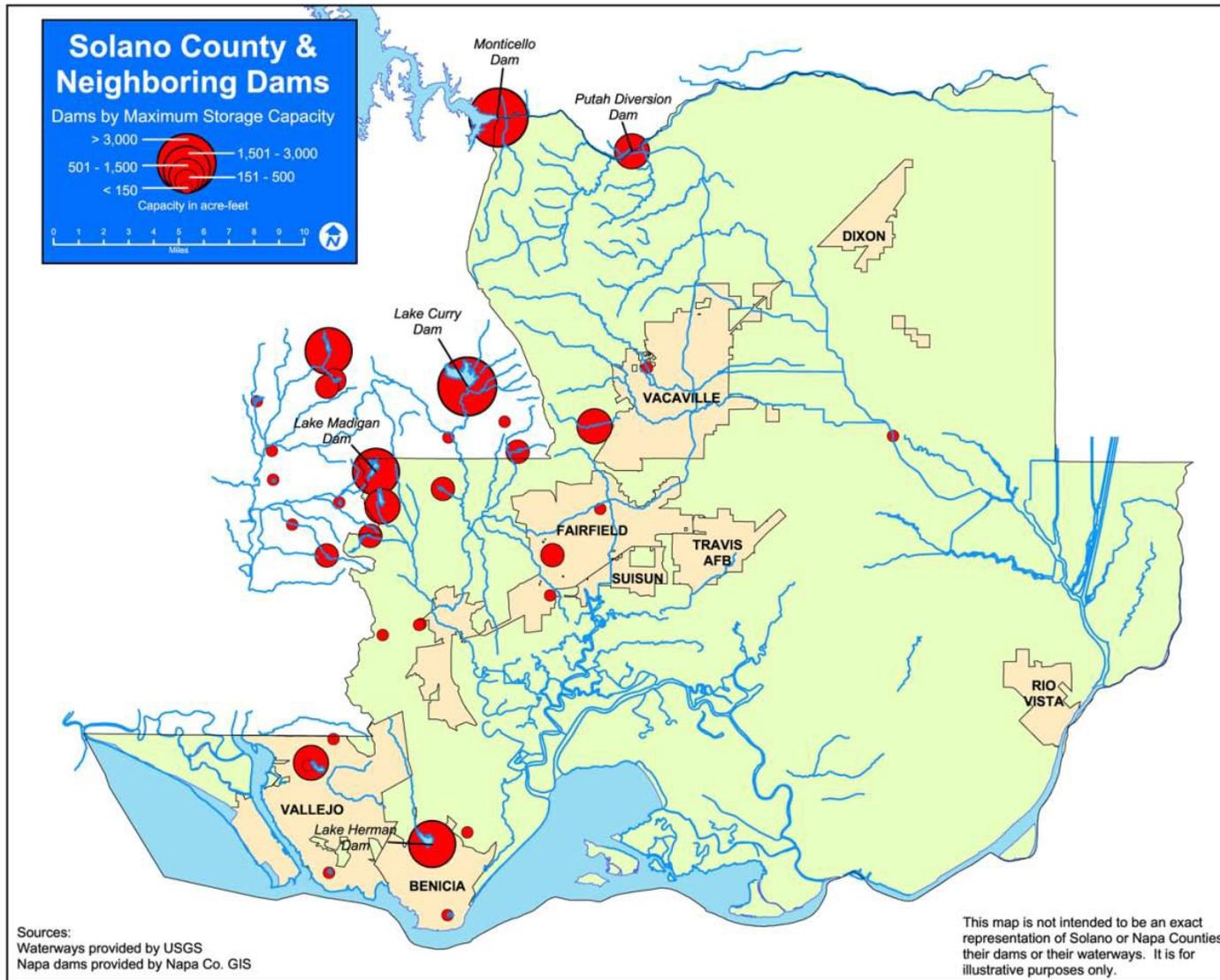
Dam Failure

A dam failure may 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 several dams in Solano County. 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, located within the Benicia city limits.



The map below shows the identified dams in both Solano County and neighboring counties.





Terrorist Attacks

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 Solano County’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 actually 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 located in the Terrorism Annex of the Solano County EOP. A summary of the CBRNE hazard is provided in the table below.

C-Chemical	A chemical attack is the deliberate release of a toxic gas, liquid or solid that can poison people and the environment.
B-Biological	A biological attack is the deliberate release of germs or other biological substances that can make you sick.
R-Radiological	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.
N-Nuclear	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.
E-Explosive	A conventional explosive or chemical compound designed to rapidly release energy in a destructive manner.



1.3 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.
- 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.
- The City is primarily responsible for emergency actions within the City limits and will commit all available resources to save lives, minimize injury to persons, minimize property damage, protect the environment and support local economies.
- Solano County is responsible for emergency actions in its unincorporated areas. 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. In addition to Alert Benicia / Alert Solano and other social media resources, the news 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. Volunteer organizations, such as Benicia CERT, BARC, and Benicia Volunteer Firefighters may be used.

1.4 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 materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

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 and include, but are not limited to:

- Protest demonstration
- Broken gas line
- Hostage situation
- Multi-casualty accident
- Downed utility lines
- Structure fire

It is important to recognize that virtually any calls for city services could be considered an incident.

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 below:

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

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. “State of war emergency” means 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. "State of emergency" means the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, 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, other than conditions resulting from a labor controversy or conditions causing a "state of war emergency," which, by reason of their magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city and require the combined forces of a mutual aid region or regions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the California Public Utilities Commission.

Local Emergency. "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, caused by such conditions 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, other than conditions resulting from a labor controversy, which are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and require the combined forces of other political subdivisions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the California Public Utilities Commission.

1.5 Authorities

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

1.5.1 City

Benicia City Council Ordinance authorizing an emergency organization and providing for use of personnel and resources of the City during an emergency, Title 2, Chapter 2.36, Section 2.36.050.

1.5.2 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.



Solano County Ordinance 7-13 (b) (3) - Workers Compensation, DSW

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 through the California Disaster Service Workers Program if injured while performing assigned duties or undergoing any authorized training activities.

1.5.3 State

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

- California Government Code, Title 1, Chapter 4, Division 8, Section 3100, (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
- Federal Disaster Relief Act of 1974 (Public Law 93-288)

Continuation of Government/Operations Authority. Continuity of Operations and Government is detailed in Appendix 4 (Continuity of Government). 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.

Temporary County Seats. Section 23600 of the Government Code provides that Boards of Supervisors shall designate alternate temporary County seats which may be outside the County boundaries.

Suspensions and Appointments. Section 8621 of the Government Code specifies that during a State of War Emergency, in the event that 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.



1.5.4 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 93-288, Federal Disaster Relief Act of 1974
- 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

1.6 References

1.6.1 City

- City of Benicia Emergency Operations Plan and Annexes (2018)
- City of Benicia Local Hazard Mitigation Plan (2017)

1.6.2 County

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

1.6.3 State

- *California State Emergency Plan (As revised)*
- California Emergency Management Agency (Cal OES -formally Governor's Office of Emergency Services) *Disaster Assistance Procedures Manual*
- *California Emergency Resources Management Plan*
- *California Law Enforcement Mutual Aid Plan*



- *California Fire and Rescue Operations Plan*
- *California Assistance Procedures Manual (Cal OES)*
- *Natural Disaster Assistance Act Eligibility Guidelines and Claiming Instructions (Cal OES)*
- *Weapons of Mass Destruction Guidelines for Local Government*
- *Hazardous Materials Incident Contingency Plan (Cal OES)*
- *Public Assistance Guide for Applicants (Cal OES DAP-1)*
- *California Master Mutual Aid Agreement (and supporting mutual aid agreements)*
- *Standardized Emergency Management System (SEMS)*

1.6.4 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
- Post Katrina Emergency Management Reform Act of 2006
- National Response Framework (As revised)
- National Incident Management System (NIMS)
- Comprehensive Preparedness Guide (CPG) 101

2 Management and Command

2.1 National Incident Management System

The National Incident Management System (NIMS) was created by Homeland Security Presidential Directive (HSPD)-5, which directed 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, the Standard Emergency Management System (SEMS) and Incident Command System (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 have six basic components:

Command and Management. The *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 defines 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 refers 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. The Cal OES maintains current SEMS/NIMS Integration guidance. For updates reference the Cal EMA website at: <http://www.calema.ca.gov/PlanningandPreparedness/Pages/National-Incident-Management-System.aspx>.

2.2 Standardized Emergency Management System (SEMS)

The City's 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 in order 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 principle 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 is organized in Five Response 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 Solano County 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. Solano County 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.

2.3 Incident Command System (ICS)

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.]*

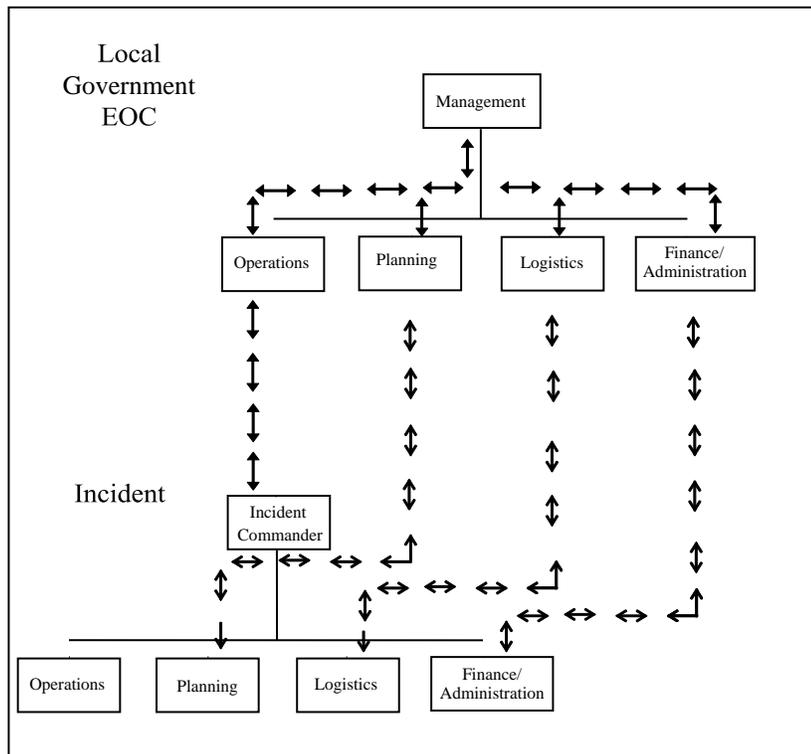
The Incident Command System ensures that every emergency incident has an Incident Commander and appropriate support staff to effectively manage the incident. Initially, the first responder is the Incident Commander who is responsible for identifying and requesting any additional responders and associated 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.

The Incident Command System 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 below. 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.

**Incident Command System-Local Government EOC
Functional Interactions**



- ↔ ↔ Primary Field - EOC Coordination and Information Flow
- ↔ ↔ Lines of secondary communications and coordination
- Lines of Management Authority

2.4 Management and Control Responsibilities

2.4.1 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 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

2.4.2 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 is in charge of 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 situation, 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.

City Departments

Department Heads are responsible for reviewing the City's 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's EOC must provide the Human Resources Department with the names and emergency telephone numbers of the primary individuals, along with three backup names and telephone numbers in case the primary person is not available.

The primary and backup individuals must familiarize themselves with the City's 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 provide staffing to the EOC. Training sessions and practice exercises will be conducted periodically to ensure the EOC staff is adequately prepared to manage any disaster within the City's Limits.

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

Disaster Service Workers.

If there are City 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. Benicia CERT members are qualified as Disaster Service Workers.

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

2.4.3 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

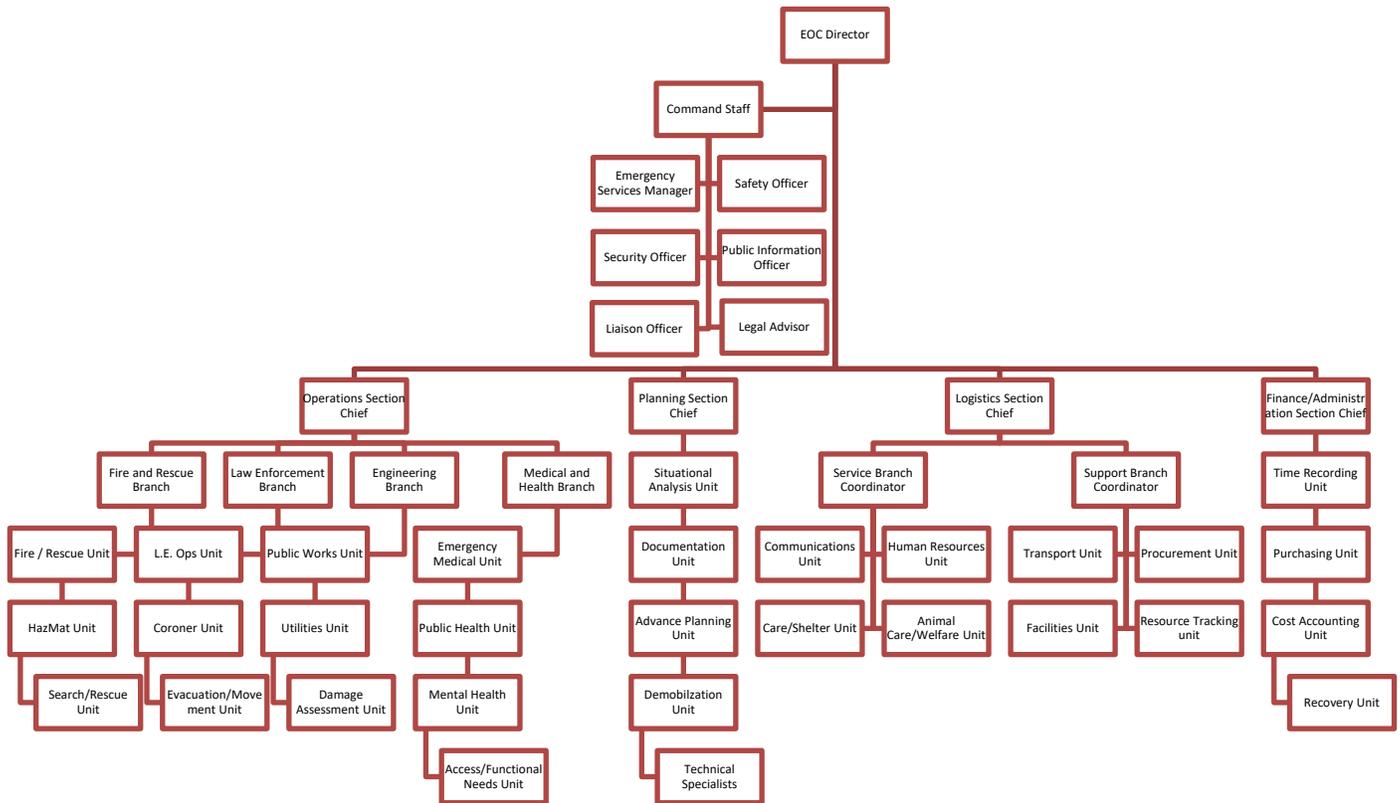
Cal OES - Headquarters

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

emergency operations. The chart below shows the organizational structure for the City's Emergency Management Organization.

City of Benicia Emergency Organization Chart



2.6 City of Benicia EOC Staff and Positions

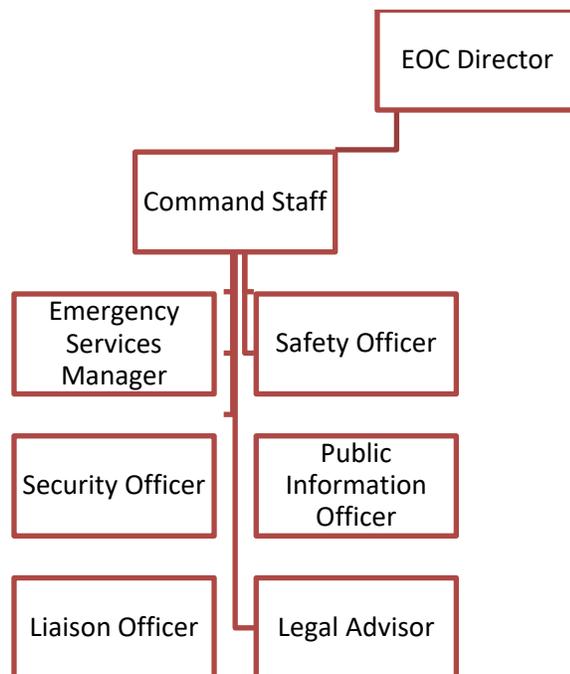
Management/Command Staff

The EOC Director, Emergency Manager, Assistant Director of Emergency Services, Safety & Security Officer, Liaison, Legal Officer, Public Information Officers, and Agency Representative, constitute the Management Staff. 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

The chart below shows the organizational structure of the management/command staff.





Director/Assistant Director of Emergency Services (City Manager) manages and coordinates the City's emergency response.

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

Safety Officer/Security Officer (Assigned by the Director of Emergency) ensures all emergency response operations are conducted in a safe manner. Provides 24 hour a day security for all facilities. Controls personnel access to facilities in accordance with the policies established by the EOC Director.

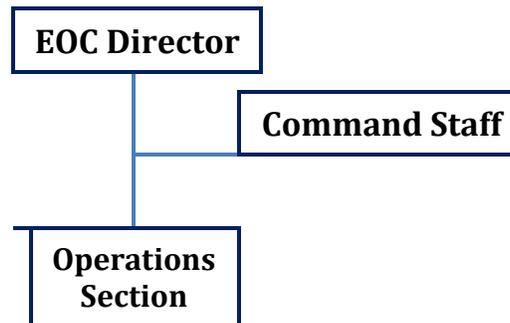
Public Information Officer (Assigned by the Director of Emergency) gathers accurate information and releases it to the public through various media.



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

Liaison Officer (Assigned by the Director of Emergency) 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 (Section Chief assigned by the Director of Emergency Services)
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. The chart below shows the organizational structure for the Operations Section.



- Fire and Rescue Branch
- Law Enforcement Branch
- Engineering Branch
- Medical and Health Branch

Fire and Rescue Branch puts out fires, rescues trapped and injured persons, and manages hazardous materials response (including radioactive material and nuclear fallout).

Law Enforcement Branch

- *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.
- *Evacuation Unit* coordinates evacuation and transportation.

Engineering Branch

- *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.



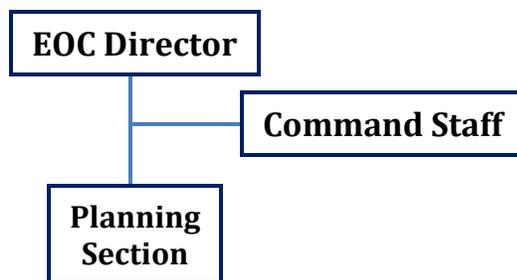
- *Utilities Unit* coordinates restoration of utility services with utility service companies.
- *Damage/Safety Assessment Unit* inspects damaged structures and posts structures for use.

Medical & Health Branch

- ***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.
- ***People with Access and Functional Needs (PAFN) Unit*** supports the EOC with ensuring specialized resources, information, and partners are identified and accessed for PAFN impacted by the emergency.

Planning Section

The Planning Section provides the facts and projections that help others make informed decisions. The chart below shows the organizational structure of the Planning Section.



- Situation Analysis Unit
- Documentation Unit
- Advanced Planning Unit
- Demobilization Unit
- Technical Specialists

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.

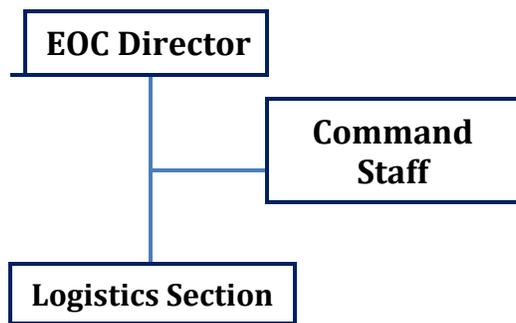
Advanced Planning Unit collects, evaluates, and disseminates information needed to understand the current situation, predict the probable course of ongoing events, prepare alternative strategies, and develop advance and recovery plans.

Demobilization Unit plans for the orderly transition from emergency status to day-to-day status.

Technical Specialists provide technical observations and recommendations to EOC staff in their specialized areas.

Logistics Section

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



- **Services Branch**
 - Communications Unit
 - Care and Shelter Unit
 - Human Resources Unit
 - Animal Care and Welfare Unit
- **Support Branch**
 - Transportation Unit
 - Facilities Unit
 - Procurement Unit
 - Resource Tracking Unit

Services Branch

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 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

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

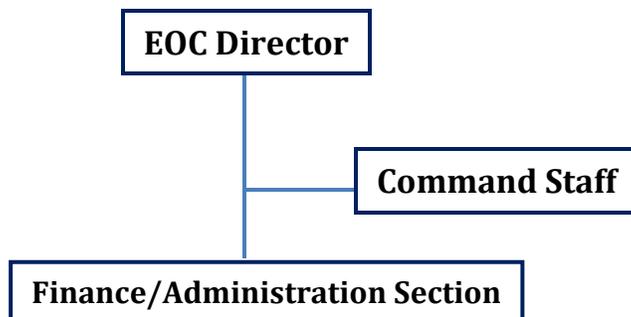
Facilities Unit provides staff support to layout and activate the Operational Area facilities, including initial activation and setup of the EOC. Also administers each facility (shelter, base, mobilization area, etc.) through a manager assigned at the facility.

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

The Finance/Administration Section manages the financial aspects of the emergency. The chart below shows the organizational structure of the Finance/Administration Section.



- Time Recording Unit
- Purchasing Unit
- Compensation and Claims Unit
- Cost Accounting Unit
- Recovery Unit

Time Recording Unit Leader manages monitors and maintains time cards 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.

2.7 Emergency Proclamations

2.7.1 Local Emergency

If conditions of extreme peril to persons and property exist, based on the recommendation of the City Manager, or Emergency Services Manager, City Council may proclaim that a local emergency exists for the City.



This proclamation will be made within 10 days of the event if the City is to qualify for financial assistance under the State's Natural Disaster Assistance Act.

A local emergency may also be declared for the City by the City Manager, or Emergency Services Manager, which will be subject to ratification by the City Council within seven days. The Director of Emergency Services may request the city council to proclaim the existence or threatened existence of a "local emergency" city council is in session, or to proclaim the existence or threatened existence of a "local emergency" himself if the city council is not in session. Whenever a local emergency is proclaimed by the director, the city council shall take action to ratify the proclamation within seven days thereafter or the proclamation shall have no further force or effect

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

The Proclamation of a Local Emergency gives legal immunities for emergency actions taken by the City and its employees. It also enables the City Council to act as a board of equalization to reassess damaged property and provide property tax relief.

A local emergency proclamation enables the Solano Operational Area and its members to request state assistance under the state Natural Disaster Assistance Act. It also allows the City Manager 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 Proclamation of a Local Emergency for the City, 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 proclamation must be made within 10 days of the occurrence. A copy of the proclamation, along with the information compiled in the damage assessment process, must accompany the request for State concurrence.

2.7.2 State of Emergency

After the Proclamation of a Local Emergency for the City (within 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

2.7.3 Emergency Proclamation

The following documents serve as sample forms for local emergency proclamation;



RESOLUTION NO. 19-__

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BENICIA
PROCLAIMING THE EXISTENCE OF A LOCAL EMERGENCY**

WHEREAS, Government Code Section 8630 authorizes and empowers the City Council of the City of Benicia to proclaim the existence or threatened existence of a local emergency when the City is affected or likely to be affected by a public calamity; and

WHEREAS, Chapter 2.64 of the Benicia Municipal Code empowers the Director of Emergency Services to request the City Council to proclaim the existence or threatened existence of a local emergency when said City is affected by or likely to be affected by a public calamity; and

WHEREAS, the City Manager of the City of Benicia, acting as Director of Emergency Services, has requested the City Council to find that conditions of extreme peril to the safety of persons and property have arisen in the City of Benicia, said conditions caused by the South Napa earthquake; and

WHEREAS, said earthquake is known to have caused severe structural damage to a building on First Street and to various water lines in the City and may have cause other damage unknown at this time.

WHEREAS, such condition of extreme peril occurred on August 24, 2014 at 3:20 A.M.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Benicia as follows:

1. The City Council hereby finds that conditions of extreme peril to the safety of persons and property have arisen within the City of Benicia as of September 2, 2014 due to damage from the South Napa Earthquake on August 24, 2014.

In consequence of said conditions and pursuant to Benicia Municipal Code Chapter 2.64, the City Council hereby proclaims and orders that a local emergency now exists in that area of Benicia described as: the Downtown area and

[Redacted text]



3. The City Council also proclaims and orders that during this local emergency the powers, functions and the duties of the Benicia City Manager/Emergency Services Director and the emergency organization of the City of Benicia shall be those prescribed by State law and the ordinances, resolutions and approved emergency services plans of the City of Benicia.

4. The City Council directs the Benicia City Manager/Emergency Services Director to publish and promulgate, in as widespread a manner as is reasonably feasible in light of the conditions prevailing during the local emergency, this proclamation and the contents.

5. The City Council shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency and shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant.

* * * * *

On motion of Council Member _____, seconded by Council Member _____, the above resolution was introduced and passed by the City Council of the City of Benicia at a **regular/special** meeting of said Council held on the 2nd day of September, 2014, and adopted by the following vote:

Ayes:
Noes:
Absent:

Elizabeth Patterson, Mayor

Attest:

Lisa Wolfe, City Clerk

Date



RESOLUTION NO. 19_ -__

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BENICIA
CONFIRMING AND CONTINUING THE PROCLAMATION OF A LOCAL
EMERGENCY**

WHEREAS, Government Code Section 8630 authorizes and empowers the Benicia City Manager, acting as Director of Emergency Services, to proclaim the existence or threatened existence of a local emergency when the City is affected or likely to be affected by a public calamity and the City Council is not in session, subject to confirmation by the City Council within seven days; and

WHEREAS, on _____, _____, and pursuant to the foregoing provisions, the Benicia City Manager, acting as Director of Emergency Services, proclaimed the existence of a local emergency by that proclamation attached hereto as Exhibit "A" and incorporated herein by reference; and

WHEREAS, the Benicia City Manager, acting as Director of Emergency Services, has informed the City Council that there continues to exist within the City of Benicia a condition of extreme peril to the safety of persons and property, said conditions caused by:

- ___ Fire
- ___ Flood
- ___ Storm
- ___ Epidemic
- ___ Riot
- ___ Earthquake
- ___ Other causes namely: _____
_____;

and

WHEREAS, the Benicia City Manager, acting as Director of Emergency Services, has requested that the City Council confirm his proclamation and further proclaim that a local emergency continues to exist.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Benicia as follows:

1. The City Council hereby confirms the findings of the Benicia City Manager, acting as Director of Emergency Services, that conditions of extreme peril to the safety of persons and property arose within the City of Benicia as of (time) _____ on (date) _____, due to (insert cause) _____

_____, that such conditions continue to exist, and that such conditions warranted and continue to warrant a proclamation of



local emergency.

2. In consequence of said conditions and pursuant to Benicia Municipal Code Chapter 2.64, the City Council hereby proclaims and orders that a local emergency now exists in that area of Benicia described as: _____

_____.

3. The City Council also proclaims and orders that during this local emergency the powers, functions and the duties of the Benicia City Manager/Emergency Services Director and the emergency organization of the City of Benicia shall be those prescribed by State law and the ordinances, resolutions and approved emergency services plans of the City of Benicia.

4. In connection with the foregoing proclamation and order of local emergency, the City Council further proclaims and orders as follows for the protection of life and property:

a. The orders previously instituted by the Benicia City Manager, acting as Director of Emergency Services, in EXHIBIT “A” shall remain in place as orders except as follows: [Insert orders to be deleted.]

_____.

b. [Insert new or modified orders.]

_____.

5. The City Council directs the Benicia City Manager/Emergency Services Director to publish and promulgate, in as widespread a manner as is reasonably feasible in light of the conditions prevailing during the local emergency, this proclamation and the contents.

6. The City Council shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency and shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant.

* * * * *



RESOLUTION NO. 19_ -__

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BENICIA
PROCLAIMING THE EXISTENCE OF A LOCAL EMERGENCY**

WHEREAS, Government Code Section 8630 authorizes and empowers the City Council of the City of Benicia to proclaim the existence or threatened existence of a local emergency when the City is affected or likely to be affected by a public calamity; and

WHEREAS, Chapter 2.64 of the Benicia Municipal Code empowers the Director of Emergency Services to request the City Council to proclaim the existence or threatened existence of a local emergency when said City is affected by or likely to be affected by a public calamity; and

WHEREAS, the City Manager of the City of Benicia, acting as Director of Emergency Services, has requested the City Council to find that conditions of extreme peril to the safety of persons and property have arisen in the City of Benicia, said conditions caused by:

- Fire
- Flood
- Storm
- Epidemic
- Riot
- Earthquake
- Other causes namely: _____
_____;

and

WHEREAS, such condition of extreme peril occurred on (date) _____
at (time) _____.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Benicia as follows:

1. The City Council hereby finds that conditions of extreme peril to the safety of persons and property have arisen within the City of Benicia as of (time) _____ on (date) _____, due to (insert cause) _____

_____.

2. In consequence of said conditions and pursuant to Benicia Municipal Code Chapter 2.64, the City Council hereby proclaims and orders that a local emergency now exists in that area of Benicia described as: _____

_____.



3. The City Council also proclaims and orders that during this local emergency the powers, functions and the duties of the Benicia City Manager/Emergency Services Director and the emergency organization of the City of Benicia shall be those prescribed by State law and the ordinances, resolutions and approved emergency services plans of the City of Benicia.

4. In connection with the foregoing proclamation and order of local emergency, the City Council orders as follows for the protection of life and property:

a. [Insert curfew hours, conditions and boundaries if a curfew is desired.]

_____.

b. [Insert other orders as desired.]

_____.

5. The City Council directs the Benicia City Manager/Emergency Services Director to publish and promulgate, in as widespread a manner as is reasonably feasible in light of the conditions prevailing during the local emergency, this proclamation and the contents.

6. The City Council shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency and shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant.

* * * * *

On motion of Council Member _____, seconded by Council Member _____, the above resolution was introduced and passed by the City Council of the City of Benicia at a **regular/special** meeting of said Council held on the day of _____, 200_, and adopted by the following vote:

Ayes:
Noes:
Absent:

Elizabeth Patterson, Mayor

Attest:

Lisa Wolfe, City Clerk

Date



**PROCLAMATION OF THE EXISTENCE OF A LOCAL EMERGENCY
by the Director of Emergency Services**

WHEREAS, Government Code Section 8630 and Chapter 2.64 of the Benicia Municipal Code empowers the Director of Emergency Services to proclaim the existence or threatened existence of a local emergency when said City is affected by or likely to be affected by a public calamity and the City Council is then not in session, subject to confirmation by the City Council within seven days thereafter; and

WHEREAS, the City Manager of the City of Benicia, acting as Director of Emergency Services, does hereby find that conditions of extreme peril to the safety of persons and property have arisen in the City of Benicia, said conditions caused by:

- ___ Fire
- ___ Flood
- ___ Storm
- ___ Epidemic
- ___ Riot
- ___ Earthquake
- ___ Other causes namely: _____
_____;

and

WHEREAS, such condition of extreme peril occurred on (date) _____
at (time) _____; and

WHEREAS, the City Council is not presently in session.

NOW, THEREFORE, the City Manager as Director of Emergency Services for the City of Benicia declares and proclaims as follows:

1. Conditions of extreme peril to the safety of persons and property have arisen within the City of Benicia as of (time) _____ on (date) _____, due to (insert cause) _____.
2. In consequence of said conditions and pursuant to Benicia Municipal Code Chapter 2.64, a local emergency now exists in that area of Benicia described as: _____.



3. During this local emergency the powers, functions and the duties of the Benicia City Manager/Emergency Services Director and the emergency organization of the City of Benicia shall be those prescribed by State law and the ordinances, resolutions and approved emergency services plans of the City of Benicia.

4. In connection with the foregoing proclamation and order of local emergency, the Benicia City Manager/Director of Emergency Services also orders as follows for the protection of life and property:
 - a. [Insert curfew hours, conditions and boundaries if a curfew is desired.]

 _____.

 - b. [Insert other orders as desired.]

 _____.

5. This proclamation of local emergency shall be reviewed by the City Council within seven days and, if not confirmed and ratified by the City Council, shall expire on the seventh day or such earlier date as specified by the City Council.

6. This proclamation and the contents thereof shall be published and promulgated in as widespread a manner as is reasonably feasible in light of the conditions prevailing during the local emergency.

Date

City Manager/Director of Emergency Services



CITY OF BENICIA

REQUEST TO THE GOVERNOR TO PROCLAIM A STATE OF EMERGENCY

TO: _____, Governor of the State of California
_____, State Director of Emergency Services

FROM: _____, Mayor of the City of Benicia

DATE: _____, 20__

1. The Benicia City Director of Emergency Services found that conditions of extreme peril to the safety of persons and property have arisen in the City of Benicia, said conditions caused by:

- _____ Fire
- _____ Flood
- _____ Storm
- _____ Epidemic
- _____ Riot
- _____ Earthquake
- _____ Other causes namely: _____

2. On _____, 20__, the Benicia City Council confirmed the determination of the Benicia City Director of Emergency Services.

3. The Mayor has now determined that:

- a. The Conditions creating and/or impacts of the emergency have become such that local resources are no longer adequate to cope with the effects of the emergency;
- b. Damages in the approximate amount of \$_____ are occurring or are expected to occur in the near future in consequence of the emergency; and
- c. The City Council will not be able to meet to direct the Mayor to request the Governor to proclaim a state of emergency until irrevocable damage will have occurred in the absence of the greater resources available under a state of emergency as opposed to a local emergency.



4. Pursuant to Government Code Section 8625(b)(2) and on the recommendation of the Benicia Director of Emergency Services under Benicia Municipal Code Chapter 2.64, the Mayor of the City of Benicia hereby requests the Governor of the State of California or, if he/she is inaccessible, the State Director of Emergency Services, to declare and proclaim the City of Benicia to be in a state of emergency.

5. _____ is hereby designated as the authorized representative for public assistance and _____ is hereby designated as the authorized representative for individual assistance of the City of Benicia for the purpose of receipt, processing and coordination of all inquiries and requirements necessary to obtain available State and Federal assistance.

/s/ _____
Mayor, City of Benicia

Date



RESOLUTION NO. 19-__

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BENICIA PROCLAIMING THE TERMINATION OF A LOCAL EMERGENCY

WHEREAS, a local emergency presently exists in the City of Benicia in accordance with the proclamation thereof by the City Council on the ____ day of _____ or by the Director of Emergency Services on the ____ day of _____, and its ratification by the City Council on the ____ day of _____ as a result of conditions of extreme peril to the safety of persons and property within the City of _____ caused by _____ (fire, flood, storm, epidemic, riot, earthquake, or other cause); and

WHEREAS, the situation resulting from said conditions of extreme peril is now deemed to be within the control of the normal protective services, personnel, equipment, and facilities of and within the City of Benicia.

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Benicia hereby proclaims the termination of the local emergency and any related orders.

On motion of Council Member _____, seconded by Council Member _____, the above resolution was introduced and passed by the City Council of the City of Benicia at a **regular/special** meeting of said Council held on the _____ day of _____, 201_, and adopted by the following vote:

Ayes:
Noes:
Absent:

Elizabeth Patterson, Mayor

Attest:

Lisa Wolfe, City Clerk

Date

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.

2.8 Essential Facilities – Primary and Alternate EOC

2.8.1 Emergency Operations Center

The City of Benicia Emergency Operations Center is the central coordination point for emergency management coordination. Its purpose is to provide a location to collect and disseminate information, to provide an enterprise-wide “common operating picture” of the City’s response activities, and to facilitate actions necessary to protect the citizens, staff, and visitors of the community during an emergency effecting the City. The Incident Command System is utilized to coordinate the response to these emergencies.

The EOC provides space and facilities for the centralized coordination for emergency functions (e.g., emergency operations, communications and warning, damage assessment, public information).

The EOC is staffed with designated City Staff who have completed specialized training and development, and who are equipped with a variety of systems and tools that aid in data collection and sharing, resource allocation, and other critical functions.

The EOC exchanges disaster information with the County of Solano, and adjacent cities who may have activated their respective EOCs.



2.8.2 Primary and Alternate EOC's

The City of Benicia, in accordance with Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS), maintains an Emergency Operations Center (EOC) from which the Incident Management Team (IMT) shall coordinate the emergency response and recovery operations for the City.

The primary EOC location shall be the EOC/Training Center Room of Fire Station #11, located at 150 Military West. The set-up and floorplan schematics for the EOC can be found inside the EOC Room, in the Emergency Operations Set-Up Guides (hanging on the wall, behind the entry door).

The alternate EOC location is in the Benicia Police Department – Briefing Room, located at 200 East L Street.



3.0 Concept of Operations

3.1 Principles of Operations

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

- Managing and coordinating emergency operations in incorporated areas of the City.
- Coordinating resources within the City.
- Coordinating mutual aid within the City.
- Resolving and prioritizing conflicting requests for support.
- Requesting and allocating resources from outside the City.

3.2 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



3.3 Notifications

Notification is the process of communicating the need to respond to an emergency to the appropriate emergency response services. The City's Police and Fire Dispatch Center 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 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.

3.4 Activation Criteria

The material included in the City 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.

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.

This EOP should be used during situations that require a response beyond the scope of normal emergency operations. The City of Benicia 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, or a threat to the local environment or economy, such that the City Manager initiates some level of activation (even if monitoring level) of the EOC in case of, or in expectation of the City Council designating **LOCALEMERGENCY**.
- 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 Solano County.
- The President 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 and agencies also have their own departmental emergency plans and procedures that are separate from this plan. This plan supersedes all other City emergency plans and is considered the City's "Master" Emergency Plan. This is the primary plan that will be used in conjunction with other departmental plans.

3.5 Phases of an Emergency

3.5.1 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, the City will review and update documents, check procedures, increase public information efforts, accelerate training programs and prepare to use emergency resources.

3.5.2 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. Responding agencies and entities should notify the County Office of Emergency Services immediately. Refer to the checklists in this volume for specific instructions.

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

If State and possible Federal aid will be needed, the City Manager 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**.

3.5.3 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 the Department Director, or the City Manager, 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.

3.5.4 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 Office of Emergency Services Director 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 (DACs), 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.

3.5.5 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 Section 406 (minimum Standards for Public and Private Structures) of the Federal Disaster Relief Act of 1974 (Public Law 93-288). 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 Federal Disaster Relief Act of 1974 requires safe land use and construction practices as a condition of receiving Federal disaster aid. NIMS stress the requirements for Corrective Action as a vital part of After Action Reporting following an incident.

3.6 Categories of Emergencies

Generally, emergency response will progress from local to the County, to regional, to State, and finally to Federal involvement. Consistent with Solano Office of Emergency Services, Benicia has established three levels of emergency response, based on the severity of the situation and the availability of local resources.

3.6.1 Minor to Moderate¹

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.

3.6.2 Moderate to Severe²

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 City 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.

¹ Activation level consistent with Solano/CA OES Level III EOC Activation

² Activation level consistent with Solano/CA OES Level II EOC Activation



- 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.

3.6.3 Major Disasters³

City 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.

3.7 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 Benicia Police and Fire Departments have the primary responsibility in alerting and warning the public within city limits. Alerting and warning the public may be accomplished through the Community Alert and Notification System (CAN), Emergency Alert System (EAS), Alert Benicia / Alert Solano, Cal OES's Emergency Digital Information System (EDIS), special radio or television broadcasts, augmented by social media sites, and/or simply driving up and down the streets using the public-address system.

³ Activation level consistent with Solano/CA OES Level I EOC Activation



3.8 EOC Operations

The City's 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 outside the City, 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 the recovery and post-disaster mitigation efforts, and conduct other emergency management and coordination support functions that are needed. The EOC will essentially act as the coordinating funnel through which all policy, resources and information will flow. Volume 2 of the EOP is dedicated to providing guidance for EOC functions.

3.8.1 Direction and Control

The City is responsible for coordinating the resources, strategies and policy for any event within the City limits that exceeds the capacity of field tactical responders. Tactical control remains the responsibility of field Incident Commanders at all time. The City Manager, working through the mechanisms of the EOC, provides direction and control over the coordination of multi-department and multi-jurisdictional resources to support the field responders. Policy decisions may be made by the EOC Director that is staffed by the City Manager or designee.

Solano County EOC will coordinate resource requests from the local municipalities within the operational area. If requests exceed the supply in the operational area, the Operations Section will provide resources based on established priorities.

If resources are not available within the operational area, requests will be made to the Coastal Region's Regional Emergency Operations Center (REOC) in Oakland, CA. The REOC will coordinate resources obtained from the operational areas throughout the region.

If resources are not available in the region, they will request from the State Operations Center (SOC) in Sacramento. If the state cannot supply the resource, they will request from Federal Emergency Management Agency (FEMA) and other federal agencies.



3.8.2 Information Collection, Analysis and Dissemination

Information Collection into the EOC. Information will be sent into the EOC from various sources, including: the various activated City Department Operations Center (DOC), the Joint Information Center (JIC), activated municipality EOCs, field area commanders, executives and elected officials, and other sources. Calls into the EOC will be screened by the EOC operator for appropriateness and routed to the appropriate section.

Information dissemination within the EOC. Information communication will take place using various communication-tools. Primarily, the EOC provides the structure for face-to-face communication and coordination. The EOC Message Form is used for written communications and documentation of key messages. Situation Status Boards (e.g., white boards and overhead projected information) are kept updated throughout the duration of an EOC activation to provide instant status communication; this information is periodically recorded and documented by the Planning Section.

Information communicated outside of the EOC. The EOC provides the single point of contact for information sharing to agencies and entities within and outside of the operational area. Such communications take place via typical systems such as telephone and email; the Response Information Management System (RIMS) is used to provide and document key information sharing and resource requests to the Coastal REOC. In cases where the day-to-day operating systems are impacted, the State's Operational Area Satellite Information System (OASIS) will be used to establish the link to the network server, allowing the County to transmit the data to the State. A number of reports will be used to communicate and document information, including: the Preliminary Report, the Situation Summary, the Status Report and a Flash Report.

3.8.3 Communications

The county maintains the Solano County Tactical Interoperable Communications Plan (TICP) based on the use of VHF/UHF/800 MHz for field responders; interoperable radio, telephone, mobile telephone, satellite telephone and internet email in the EOC; and backup power supply to support EOC communications systems.

Communications SOPs are provided as part of the Solano County TICP.

3.8.4 Documentation Finance, Administration and Logistics

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

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



The City of Benicia will conduct an After-Action Review of the emergency once it is completed, and document the findings, recommendations and suggestions for improvement in an After-Action Report.

Finance. In the case of a major disaster in the county, the EOC will support state and federal entities with cost recovery efforts, if requested and as able. Benicia citizens may benefit from the Small Business Administration, and the county may benefit from the FEMA Public Assistance Program. Benicia may assist the citizenry with public service announcement regarding support available as unemployment benefits, worker's compensation, and insurance benefits.

Logistics. The EOC Logistics Section is responsible for resource location and requests and working within EOC processes to ensure resources affiliated with the emergency are documented and tracked. Mutual Aid requests are conducted according to California SEMS protocols. Guidance is provided in the EOC Logistics Section's operational procedures at the EOC.

3.9 Deactivation of the EOC

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

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



4.0 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 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.

4.1 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 Solano county 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.

4.2 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 Benicia Hazard Mitigation Plan and the Solano County Hazard Mitigation Plan. The City, 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.



4.3 Recovery Operations Organization

The City's 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 assigned Disaster Recovery Manager.

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 a Recovery Manager to be the single point of contact for their respective recovery operations.

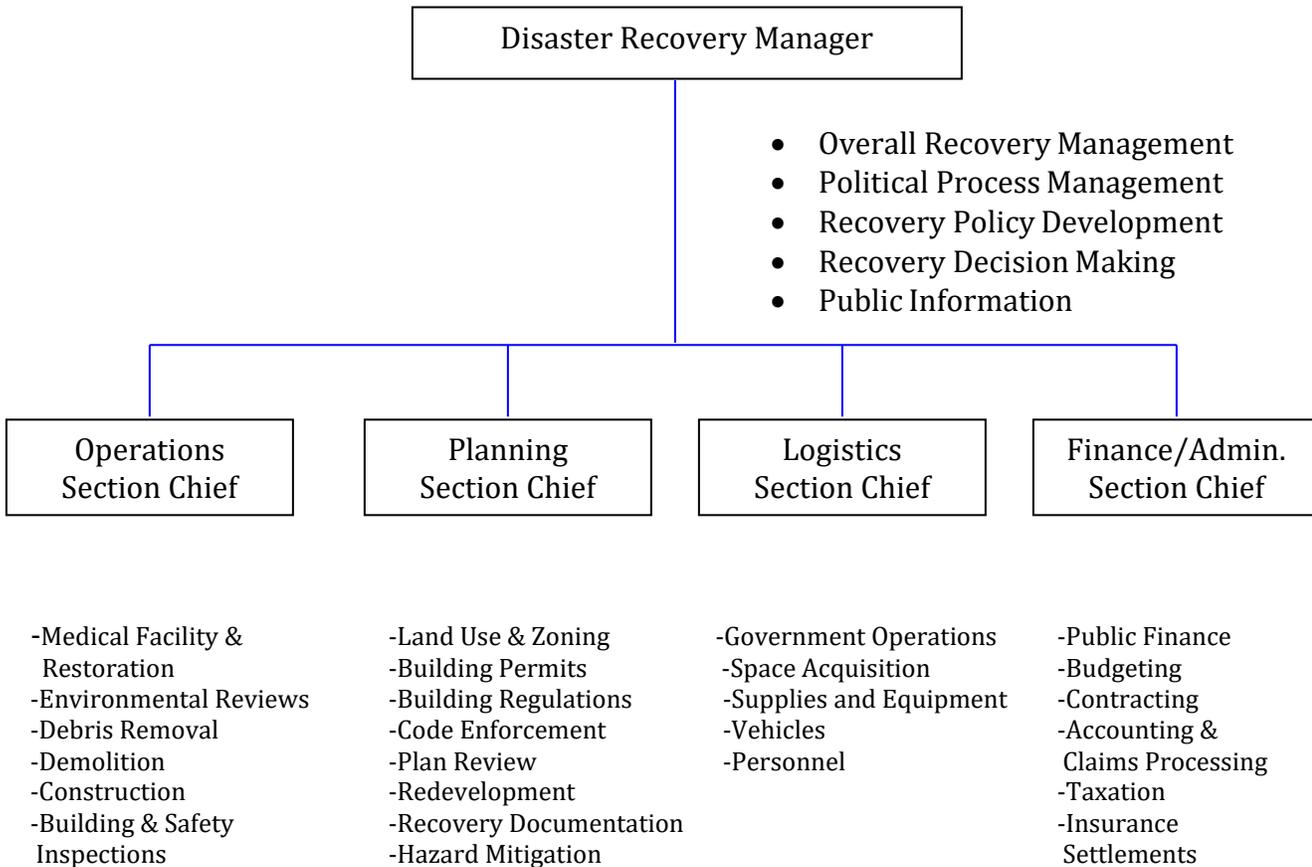
On a regularly scheduled basis, the Disaster Recovery Manager will convene meetings with City department directors, key individuals, and representatives from affected jurisdictions and special districts and from the private sector. These meetings will be held to make policy decisions collectively. They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

Public information during the recovery process will be handled by the City's Information Officer; however, information will be coordinated among the agencies and jurisdictions, through the Solano OES.

The City's Emergency Services Manager will assist the Disaster Recovery Manager in facilitating and leading the recovery process. City departments will also be represented and responsible for certain functions throughout the recovery process.

The organizational chart used in recovery operations is shown on the next page.

Recovery Operations Organization Chart





4.4 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. 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.

The Engineering Branch/Department will complete the detailed damage assessment. 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’s Hazard Mitigation Plan will be utilized in this process.

4.5 Recovery Operations Responsibilities

Recovery Operations Responsibilities	
Function	Departments/Agencies
Overall process management; interdepartmental coordination; policy development; decision making; and public information.	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.	Public Works Department Planning/Community Development
Restoration of medical facilities and associated services; continue to provide mental health services; perform environmental reviews.	County Health & Social Services Department
Debris removal; demolition; construction; management of and liaison with construction contractors; restoration of utility services.	Public Works Utility Special Districts/Agencies
Housing programs; assistance programs for the needy; oversight of care facility property management; low income and special housing.	Community Development Department Human Resources
Public finance; budgeting; contracting; accounting and claims processing; taxation; insurance settlements.	Finance Department Special District Accounting Offices
Redevelopment of existing areas; planning of new redevelopment projects; financing new projects.	City Redevelopment Agencies
Applications for disaster financial assistance; liaison with assistance providers; onsite recovery support; disaster financial assistance project management.	County Office of Emergency Services (OES) Jurisdictional OES Special District Accounting Offices
Advice on emergency authorities, actions, and associated liabilities; preparation of legal opinions;	City Attorney



Recovery Operations Responsibilities	
Function	Departments/Agencies
preparation of new ordinances and resolutions.	
Government operations and communications; Management Information Services (MIS); acquisition; supplies and equipment; vehicles; personnel; and related support.	Information Technology Department Administrative Services

4.6 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 City to collect documentation of these damages and submit them to the Recovery Manager. The documenting information should include the location and extent of damage, and estimates of costs for: debris removal, emergency work, and repairing or replacing damaged facilities to a non-vulnerable and mitigated condition. The cost of compliance with building codes for new construction, repair, and restoration will also be



documented. The cost of improving facilities may be provided under federal mitigation programs.

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

4.7 After-Action/Corrective Action Reporting

The Standardized Emergency Management System (SEMS) regulations require any city 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 the City'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 will be responsible for the completion and distribution of the City's AA/CA report, including sending it to the Coastal Region Office of Cal OES within the required 90-day period.

The City may coordinate with other Operational Area jurisdictions and special districts in completion of the AA/CA report. The designated emergency services coordinators for each affected Operational Area jurisdiction will be responsible for submitting the jurisdiction's



report to the Coastal Region Office of Cal OES within the 90-day period. They may incorporate information from special districts.

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

The AA/CA 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.

4.8 Hazard Mitigation

The purpose of hazard mitigation is to reduce or eliminate negative consequences resulting from a disaster. It is also a requirement of Section 406 (Minimum Standards for Public and Private Structures) of the Federal Disaster Relief Act of 1974 (Public Law 93-288). The City's Hazard Mitigation priorities and strategies are outlined in the City's Hazard Mitigation Plan. A brief summary of pre and post disaster hazard mitigation actions follow.

Every disaster can teach valuable lessons about building construction, land use and emergency response. 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. Subsequently, Federal statute and policy require safe land use and construction practices as a condition of receiving Federal disaster aid.

4.8.1 Pre-disaster Hazard Mitigation Actions

Avoid the Hazard - Authority to Zone - Zoning is usually a function of local government, except where State or federally owned lands are exempt from local zoning laws. Other interests may propose zoning regulations, but only local government can adopt them. By mutual agreement, State or Federal restrictions may be locally adopted and enforced.

Limitations - Zoning can be useful but its powers are limited. Therefore, zoning usually reflects, rather than dictates, current land use trends. Zoning is also particularly vulnerable to political pressure; this is particularly true if an area is very attractive for development but rarely experiences major disasters.

Zoning is generally best suited to restrict the use of smaller areas (such as very steep slopes) within larger areas, as opposed to restricting large areas (such as areas of potential earthquake shaking).

Improve Building Standards - Buildings in hazardous areas can often be made safe. This can be as simple as adding a fireproof roof or it can mean tearing the building down and starting over.



Local Standards - Building codes are usually a function of local government, except where State or Federal buildings are exempt from local codes. Codes can be strengthened for hazardous areas. Usually stronger codes are enforced only for new construction or remodeling; but some recent laws require hazard related inspections for existing buildings that are considered at risk. The idea is that inspections will produce knowledge of liability which will motivate the owners to improve their buildings.

State Standards - For State owned facilities outside the jurisdiction of local governments, construction standards are adopted and enforced by the responsible State agency. In some cases, these standards may serve as models for local governments.

State Conditions for Assistance - As a condition for State approval of loan or grant assistance as a result of a major disaster or Emergency Declaration, the Governor's authorized representative may recommend to the Federal Emergency Management Agency Regional Administrator that the Associate Director prescribe certain construction standards for Federal Emergency Management Agency assisted projects for hazard mitigation purposes.

Federal Standards - Federal agencies adopt and enforce Federal standards for Federal buildings. In some cases, these Federal construction standards may serve as model standards for State and local governments.

Federal Conditions for Assistance - The Federal Emergency Management Agency Regional Administrator can suspend or refuse to approve any project application until it is confirmed that the work will result in a facility or structure that is safe for its intended use. A Federal agency may require local or State governments to adopt and enforce certain hazard mitigation regulations as a condition for Federal assistance or participation in federally assisted programs.

- **Section 406, Public Law (93-288 1-2-B)** - As a condition of any disaster loan or grant made under the provisions of the Act, the recipient shall agree that any repair or construction to be financed therewith shall be in accordance with applicable standards of safety, decency and sanitation and in conformity with applicable codes, specifications and standards, and shall furnish such evidence of compliance with this section as may be required by regulation. As a further condition of any loan or grant made under the provisions of this Act, the State or local government shall agree that the natural hazards in the areas in which the proceeds of the grants or loans are to be used shall be evaluated and appropriate action taken to mitigate such hazards, including safe land use and construction practices, in accordance with standards prescribed or approved by the President after adequate consultation with the appropriate elected officials of general purpose local governments, and the State shall furnish such evidence of compliance with this section as may be required by regulation.



- **Reduce the Hazard** - The hazard itself can be reduced. Of course, this depends on the type of hazard: double containment of a storage tank will reduce the hazard from the chemical inside, but we cannot stop an earthquake or a storm. The EOC Team may make recommendations regarding hazard reduction.
- **Public Education** - If the general public knows what to do before, during and after a disaster, the impact of the disaster can be greatly reduced. Public education is largely a local function, although the State and Federal governments do make a variety of educational materials available.
- **Insurance** - Although insurance cannot reduce the impact of a disaster, it does spread that impact over a larger group of people over a longer period of time. Some insurance programs are private, and some, such as the Federal flood insurance program, are government funded. Insurance programs may have construction standards that must be met before insurance is sold.

4.8.2 Post-Disaster Hazard Mitigation Actions

- **Agreement to Work Together** - Following each Presidential emergency declaration or major disaster, the Regional Secretary of the Federal Emergency Management Agency and the Governor execute a document called the Federal/State Agreement. This Agreement includes hazard mitigation.
- **The Mitigation Team** - Federal, State and local Hazard Mitigation Coordinators will be appointed to work together as a Team to:
 - **Look for Hazards** - The Team will review reports, visit the site and talk to concerned parties. The Team will review land use laws, construction standards, mitigation measures, damage assessments, Damage Survey Reports and other information. As a result of its findings, the Team may change the boundaries of high hazard areas and recommend mapping or re-mapping of these areas.
 - **Review Emergency Plans** - For each hazard prone area, the Team will review local and State emergency plans. Where plans for hazard mitigation are inadequate, the team will recommend improvements. The Federal Emergency Management Agency Regional Secretary and the Governor's authorized representative may decide to require that these improvements be made. They will consider:
 - If hazard mitigation could be effective
 - The size and composition of the jurisdiction
 - Local government's authority to regulate land use and construction practices
 - The local government's exercise of such authority



- They may also help governments write or update their plans
- **Write a Mitigation Plan** - The Team will develop a Plan that will make recommendations and will include procedures for carrying out the recommendations. The Plan is due to the State within six months of a Presidential declaration. The Team may develop follow up contracts with the State or local government as appropriate.
- **Review Standards** - The Team will inventory and evaluate the applicant's existing standards for the type of repairs, reconstruction or restorative work for which Federal loan or grant assistance is being requested. The Team may recommend upgrading existing construction standards or adopting new standards. The Team will also encourage local adoption and enforcement of hazard mitigation standards for all projects, including non-Federally assisted projects.
- **Suggested Models** - The Team will make model State or Federal standards available to applicants. Such standards for new construction may be different from those for repairs or alterations to existing facilities or structures.

4.9 Recovery Roles and Responsibilities

4.9.1 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 to contribute to the recovery process.
- After floods, follow Federal Emergency Management Agency Floodplain Management Regulations.



4.9.2 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.

4.9.3 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.



Appendix 2 – Acronyms

(May not all be included in the EOP, but may be referenced in related documents)

Acronyms	
AA/CA	After Action /Corrective Action
ABAG	Association of Bay Area Governments
ARC	American Red Cross
CA	California
Cal OES	California Emergency Management Agency
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 (Solano County)
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



Acronyms

SITREP	Situation Report
SNS	Strategic National Stockpile
SOC	State Operations Center (CA)
SOP	Standard Operating Procedure
VOAD	Voluntary Organizations Active in Disaster Includes Benicia Community Emergency Response Team (CERT), Benicia Amateur Radio Club (BARC), Benicia Fire Volunteers, and others
WMD	Weapon of Mass Destruction



Appendix 3 – Definitions

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 government facilities, governmental operations areas, regional facilities and state government resources.

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): This may be a local government official or the primary Veterinary Disaster Team Coordinator. If the primary Veterinary Disaster Team Coordinator has this designation, their duties are to organize and oversee the animal disaster response.

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 Veterinary 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 animal 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: If several agencies are working together in the same area, the Primary Veterinary Disaster Coordinator may direct this section of the Animal Response.

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, individuals, including animals with the most life-threatening injuries are treated first (if they have a good prognosis with treatment).



Appendix 4 – Continuity of Government

Introduction

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

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

Lines of Succession

Section 8638, Article 15, Chapter 7, Division 1, Title 2 of the California Government Code requires the appointment of up to three standby officers for each member of the governing body. This article also provides for the succession of officers who head departments responsible for maintaining law and order, or for furnishing public services (relating to health and safety). Additionally, Article 15 outlines procedures to assure continued functioning of political subdivisions in the event the governing body, including standby officers, are unavailable to serve. The standby officers shall have the same authority and powers as the regular officers or department heads.

Reconstitution of the Governing Body

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

Section 8642 of Article 15 authorizes local governing bodies to convene as soon as possible whenever a state of emergency or local emergency exists and at a place not necessarily within the political subdivision. Under Article 15, the duties of a governing body during emergencies include ascertaining the damage to the jurisdiction and its personnel and property, reconstituting itself and any subdivisions, and performing functions in preserving law and order and furnishing local services.



Section 23600 of the California Government Code provides that the Board of Supervisors shall designate alternative county seats which may be located outside county boundaries, (real property cannot be purchased for this purpose), a resolution designating the alternate county seats must be filed with the Secretary of State, and additional seats may be designated subsequent to the original site designations if circumstances warrant.

The temporary seat of government for the City of Benicia is as follows:

1st Alternate: Benicia Unified School District (BUSD) Office.

2nd Alternate: Other cities in Solano County.

3rd Alternate: Solano County Board of Supervisors Chambers.

Protection of Vital Records

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

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

Vital records of Solano County are routinely stored in the County Recorder's Office, located in basement of the County Administrative Building. Microfilmed records and backup data are stored inside a private contractor's vault, located in Sacramento, California. This vault can withstand an explosive blast, a fire, and any water penetration.



City of Benicia Lines of Succession

Function/Department

Title/Position

City Manager	➤ Assistant City Manager
Fire Chief	➤ Fire Division Chief
Police Chief	➤ Police Captain
City Attorney	➤ As Assigned
Public Works Director	➤ Deputy Public Works Director
Park & Community Services Director	➤ Community Services Superintendent
Human Resources Manager	➤ As Assigned
Finance Director	➤ Asst. Finance Director
Community Development Director	➤ As Assigned

Continuity of Government (COG) and Continuity of Operations (COOP)

Emergency Planning Guidance for Local Government

The changing threat environment has shifted our awareness to the need for Continuity of Government (COG) and Continuity of Operations (COOP) capabilities that enable state and local governments to continue their essential functions across a broad spectrum of emergencies.

To address that need, in part, FEMA 02 Supplemental Appropriations for the First Responder Initiative funds were provided to state and local governments for the purpose of updating their emergency operations plans to address all hazards. Specifically, funds could be used to develop or to update state and local continuity of government and continuity of operations plans, which play a critical role in effectively preparing the State for any emergency or disaster.

The overall purpose of both Continuity of Operations and Continuity of Government is to ensure the continuity of essential functions under all circumstances that may disrupt normal operations. As a baseline of preparedness for the full range of potential emergencies, all governments and agencies should have in place viable Continuity of Government and Continuity of Operations capabilities.

This guidance document describes the concept of Continuity of Government, explains the federal concept of Continuity of Operations, and introduces the concept of a consolidated COG/COOP capability, referred to as "continuity of government operations" for the purposes of this document. The goal is to develop a plan that clearly addresses elements of both COG and COOP, or to provide for the identification or addition of these elements into existing plans.

The principles and practices of COG are imbedded into existing California law and emergency plans. Existing plans that address COG may lack the new emphasis contained in COOP on operational capability of essential functions through tests, training, exercises, and interoperable communications. Incorporating both COG and COOP elements into a single plan can result in more integrated, comprehensive, and workable emergency plans.

Continuity of Government (COG)

In anticipation of major catastrophic disasters, governmental units must be prepared to maintain operations throughout any type of destructive event including enemy attack by any method. Continuity of Government has been defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities. It is essential to maintain the fabric of our constitutional form of government and to ensure that Californians have faith in their governments' capability to provide for their health, safety and welfare and to as contribute to the common defense of the United States. Continuity of Government is concerned with the full range of governmental services including the three branches of government judicial, legislative, and executive, and all levels of government (federal, state, and local).

Continuity of Government is addressed by a variety of State laws, plans, and in emergency and administrative procedures. It is critical to providing rapid and effective response to a truly catastrophic disaster and is identified as an element of the California Emergency Plan by the Emergency Services Act.

The California Emergency Plan contains a brief description of the seven elements of COG that must be considered by all branches of government in California through development of appropriate emergency plans and related procedures. These seven elements are:

1. Succession to essential positions required in emergency management;
2. Pre-delegation of emergency authorities to key officials;
3. Emergency action steps provided in emergency plans and emergency action plans;
4. Emergency operations centers;
5. Alternate emergency operations centers;
6. Safeguarding vital records;
7. Protection of government/industrial resources, facilities, and personnel.

Continuity of Operations (COOP)

Continuity of Operations, similar to Continuity of Government, is a federal planning concept that focuses on government's ability to continue essential functions. In order to ensure continuity of essential federal functions under all circumstances, all Federal agencies are directed to develop a Continuity of Operations capability.

COOP planning guidelines are provided in a number of Federal Preparedness Circulars (referenced at the end of this document). The Circulars list and describe the critical elements that must be addressed by each department.

COOP planning is simply a "good business practice"-part of the fundamental mission of agencies as responsible and reliable public institutions. For years, COOP planning activities have been an individual agency responsibility primarily in response to emergencies within the confines of the organization.

The elements of a viable COOP capability are almost identical to the components of COG. COOP encompasses and enhances COG elements to establish a baseline of preparedness for the full range of potential emergencies.

Consolidation of COG and COOP

The state has relied on a variety of documents, such as business continuity or business resumption plans, to accomplish many of the same planning objectives as those of COG and COOP. To maintain consistency among federal, state, and local plans, this document proposes that all levels of California government develop an integrated "continuity of government operations" capability, which is a consolidation of all the planning elements included in COG and COOP (see table for list of elements). This involves ensuring that all the elements of continuity of government operations have been addressed and/or are incorporated in agency emergency plans and procedures. This effort would support coordinated planning at all governmental levels, thereby providing for a more effective emergency response.

Development of a continuity of government operations capability can be useful in updating emergency plans and procedures. The COG/COOP concepts that have been summarized below are consistent with the federal guidance for all levels of government in updating their plans

COG/COOP Checklist
Emergency concepts, actions and procedures provided in emergency plans and emergency action plans.
Identification and prioritization of essential functions.
Line of succession to essential positions required in an emergency.
Delegation of authority and pre-delegation of emergency authorities to key officials.
Emergency operations centers, alternate (work-site) facilities and alternate emergency operations centers.
Interoperable communications.
Protection of government resources, facilities and personnel.
Safeguarding of vital records and databases.
Tests, training and exercises.

Preparing Plans to Address COG and COOP

COG/COOP planning is an effort to assure that the capability exists to continue essential agency functions throughout any potential emergency. The objectives of continuity of government operations plans include:

- Ensuring the continuous performance of an agency or department's essential functions/operations during an emergency;
- Protecting essential facilities, equipment, records, and other assets;
- Reducing or mitigating disruptions to operations;
- Reducing loss of life, minimizing damage and losses; and,
- Achieving a timely and orderly recovery from an emergency and resumption of full service to customers.

In accordance with federal guidance, COG/COOP:

- Must be maintained at a high level of readiness;
- Must be capable of implementation, both with and without warning;
- Must be operational no later than 12 hours after activation;
- Must maintain sustained operations for up to 30 days; and,
- Should take maximum advantage of existing agency field infrastructures.

Benicia's approach to addressing both COG and COOP requirements is for city agencies to update their existing business continuity plans and business resumption plans to address COG/COOP elements. These plans will be incorporated by reference into the Benicia Emergency Operations Plan (EOP).

Continuity of Government Operations Checklist

The following is a checklist of recommended items to be included in each department's Continuity of Government/Operations Procedures (COG/COOP) by element:

Emergency concepts, actions and procedures provided in departmental emergency plans and emergency action plans.

- Identify the emergency functions and activities.
- Outline a decision process of determining appropriate actions in implementing COG/COOP plans and procedures.
- Include procedures for employee advisories, alerts and COG/COOP plan activation, with instructions for relocation to pre-designated facilities, with and without warning, during duty and non-duty (if activated for emergency response) hours.
- Provide for attaining operational capability within 12 hours.
- Establish reliable processes and procedures to acquire resources necessary to continue essential functions and sustain operations for up to 30 days

Identification and prioritization of essential functions.

- Identify all functions performed by the agency, then determine and prioritize which must be continued under all circumstances.
- Establish staffing and resources requirements needed to perform essential functions.
- Identify mission critical data and systems necessary to conduct essential functions.
- Defer functions not deemed essential to immediate agency needs until additional personnel and resources become available.
- Integrate supporting activities to ensure that essential functions can be performed as efficiently as possible during emergency relocation.

Line of succession to essential positions required in an emergency.

- Identify lines of succession to essential positions required to maintain essential operations.
- Describe line of succession by positions or titles, rather than names of individuals.
- Ensure that the line of succession is formally promulgated and included in action plans for emergency reference.

Delegation of authority and pre-delegation of emergency authorities to key officials.

- Identify the programs and administrative authorities needed for effective operation at all organizational levels having emergency responsibilities.
- Identify the circumstances under which the authorities would be exercised.
- Document the necessary authorities at all points where emergency actions may be required, delineating the limits of authority and accountability.
- State explicitly the authorities of designated successors to exercise agency direction, including any exceptions, and the successor's authority to re-delegate functions and activities as appropriate.
- Indicate the circumstances under which delegated authorities would become effective and when they would terminate. Pre-determined delegations of authority would take effect when normal channels of direction are disrupted for a specified period of time and would terminate when these channels have been reestablished.
- Ensure that officials who may be expected to assume authorities in an emergency are trained to carry out their emergency duties.
- Specify responsibilities and authorities of individual agency representatives designated to participate as members of interagency emergency response teams.

Emergency Operations Centers (EOC), Alternate (work site) facilities, and Alternate Emergency Operations Centers.

- Ensure immediate capability to perform essential functions under various threat conditions, including threats involving weapons of mass destruction.
- Designate a specific facility and location for the department's Emergency Operations Center (DOC).
- Identify an alternate emergency operations center to be used in the event the facility is unavailable or staff is unable to respond to the facility.
- Ensure that the alternate location (for work site or EOC) has sufficient space and equipment to sustain the relocating organization. Agencies and departments are encouraged to pre-position and maintain minimum essential equipment for continued operations at the alternate operating facilities where possible.
- Identify reliable logistical support, services, and infrastructure systems, including water, electrical power, heating and air conditioning, etc.
- Plan for the ability to sustain operations for a period of up to 30 days.

Interoperable Communications.

- Ensure the continuation of interoperable communications with all identified essential internal and external organizations, critical customers, and the public (document in emergency plans and procedures).
- Provide for a communication capability commensurate with an agency's essential functions and activities.
- Ensure the ability to communicate with contingency staff, management, and other organizational components.
- Ensure the ability to communicate with other agencies and emergency personnel.
- Provide for access to other data and systems necessary to conduct essential activities and functions.
- Test alert and notification procedures and systems for any type of emergency at least quarterly.



Protection of Government Resources, Facilities and Personnel.

- Consider and provide for the health, safety, and emotional wellbeing of relocated employees.
- Provide appropriate physical security and access controls for resources and facilities.

Safeguarding of Vital Records and Databases.

- Ensure the collection and retention of emergency operating records for future use.
- Provide for the identification and protection of essential legal and financial records.

Tests, Training and Exercises.

- Provide for individual and team training of agency contingency staff and emergency personnel to ensure currency of knowledge and integration of skills necessary to implement COG/COOP plans and carry out essential functions.
- Ensure internal agency testing and exercising of COG/COOP plans and procedures to ensure the ability to perform essential functions and operate from designated alternate facility (ies).
- Joint agency exercising of COG/COOP plans, where applicable and feasible.



Appendix 5 - 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 the City's emergency operations and recovery efforts.

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

City of Benicia Fire Department will provide special emphasis on specific hazards throughout the calendar year, aiding in the disaster preparation and education of the citizens within the City.

The following list depicts one possible outline for the specific hazards to be emphasized throughout the calendar year and recommended months for special emphasis:

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



Appendix 6 - Training and Exercises

The City will develop an annual training and exercise plan; City departments with responsibilities under the 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.

Human Resources will determine the appropriate level(s) of SEMS instruction for each member of the City emergency organization and inform their respective department. The determination will be based on individuals' potential assignments during emergency response.

Human Resources 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 Fire Department is responsible for the planning and conducting of emergency exercises for the City. 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.



Appendix 7 - 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.



Appendix 8 – 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 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
- Federal Disaster Relief Act of 1974 (Public Law 93-288)

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