

Emergency Operations Plan

Evacuation Annex

Benicia, California



THE CITY OF
BENICIA
CALIFORNIA

Adopted

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1.0 PURPOSE, SCOPE, SITUATION, ASSUMPTIONS

1.1 PURPOSE

The purpose of this City of Benicia Evacuation Annex is to provide strategies and procedures for the City, Solano County and other supporting agencies and organizations' response to emergencies that involve the evacuation of people from an impacted area.

This involves coordination and support for the safe and effective evacuation of some or all of the City's population, including people with disabilities and access and functional needs whom may require additional support to evacuate. Focus areas within this evacuation annex include evacuation triggers; public alert, warning, and information; and evacuation transportation and traffic control. The annex outlines organizational roles and responsibilities, operational concepts, and a documented process to accomplish an evacuation.

This Annex was developed as an Annex to the City of Benicia Emergency Operations Plan (EOP); and is consistent with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). The development of this Emergency Evacuation Annex was coordinated with the Solano County Office of Emergency Services, the Contra Costa County Office of Emergency Services, California Governor's Office of Emergency Services (Cal OES) and other local and regional jurisdictions, agencies, community organizations and representatives of the whole community. This Annex is also consistent with the Solano County and State emergency plans and is applicable to all locations and to all agencies, organizations, and personnel with evacuation and evacuation support function responsibilities.



1.2 SCOPE

The City of Benicia Evacuation Annex applies to mass evacuation preparedness, response, and recovery operations during local emergencies or major disasters and to all City of Benicia public, private, and nongovernmental organizations (NGOs) with operational responsibilities in a mass evacuation event.

This document is intended to provide evacuation strategies and protocols for Medium-Level (Partial) to High-Level (Multi-Zone or Complete) evacuation events in the City of Benicia and is developed with consideration to predominant threats and hazards impacting the City of Benicia.

This Annex is intended to support activation of the City of Benicia Emergency Operations Centers (EOC) and the Solano County Emergency Operations Centers (EOC). This plan also provides overall operational guidance for public alert, warning and public information, movement of evacuees; it provides a concept of operations and provides the roles of key departments and agencies during an evacuation. It does not provide or replace operational plans for specific departments or specific functions, such as shelter management.

In Low-Level (Local) evacuations, such as those occurring during isolated local structure fire(s), at crimes scenes, or due to a localized hazardous materials spill. This annex assumes that such events will be managed by local first responders in the field Incident Command Post (ICP), typically without an activation of the City EOC and without an activation of this Annex.



1.3 SITUATIONAL OVERVIEW

The City of Benicia (population 28,174) is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. The city has experienced incidents that have threatened the health, safety and life of Benicia residents which has resulted in the evacuation of a portion of the city. These threats and hazards may include fire, floods, earthquakes, gas or pipeline ruptures, hazardous material releases, or human caused threats. For more information on threats and hazards refer to the City of Benicia Local Hazard Mitigation Plan (2017).

There are several emergency situations that could require an evacuation from or within the City of Benicia. For example, a low-level or localized evacuation might be needed for a localized flood incident, residential or commercial fire, crime scene, or small hazardous materials incident, while a medium-level or high-level evacuation could be required in the event of a wildfire, earthquake, serious hazardous materials release, or major flooding. Below are some of the threats and hazards that could lead to evacuation operations within the city.

- Wildland Fire
- Severe Flooding
- Landslide/Debris Flow
- Major Earthquake
- Tsunami
- Dam Failure
- Hazardous/Toxic Materials
- Gas/Pipeline Rupture or Explosion
- Air or Rail Crash
- Terrorism, WMD, Bombing
- Active Shooter
- Civil Unrest
- Enemy Attack, State of War



1.4 ASSUMPTIONS

The decision to evacuate will normally be made at the incident level by on-scene police or fire supervisors and in accordance with existing plans and protocols. An accurate assessment of the need to initiate the mass evacuation process will consider the following factors and assumptions:

- Decisions to evacuate or shelter-in-place will be made based on situational analysis, with factors including the type and duration of the threat, potential for the incident to expand and trigger secondary incidents, roadway conditions, health and safety issues and sheltering capacity.
- High-Level evacuation resource requirements will exceed the response capability of the City of Benicia and will require the immediate activation of mutual aid from a variety of county, state and other evacuation support agencies and organizations.
- Shelter-in-place may often be the better decision for some types of emergencies, as mass evacuations pose inherent risks, especially in moving those who are medically fragile.
- Response decisions, including the decision to evacuate, will be based on the preservation of life and safety first, then protecting the environment and property.
- The need to coordinate evacuation operations including routes, resources, and sheltering with one or more other jurisdictions.
- The Benicia EOC will be activated for an incident severe enough to create the need for a High-Level (Multi-Zone or Complete) evacuation. Consistent with the Benicia EOP, the Benicia EOC will align management and coordination of the evacuation with the Solano County EOC and others who provide support.
- When activated the Benicia EOC will assist in the coordination of evacuation related public alert, warning, and information dissemination.
- In a major disaster, mass evacuation operations will require an influx of resources from outside the area to be fully operational. A full complement of resources will be contingent on the severity of the incident, impact to transportation infrastructure, and the ability to move resources into and within the affected area.
- State, and federal resources will be extremely limited due to high demand during the first few days after a major regional disaster in which there has been widespread damage to access/ transportation infrastructure and to suppliers.
- Most people will evacuate if given clear directions and warnings. However, some will refuse to evacuate no matter how dangerous the situation.
- No one system exists that can quickly warn every citizen of an evacuation emergency, so multiple alert and warning systems should be considered.
 - Integrated Public Alert Warning System (IPAWS) –
 - Wireless Emergency Alert (WEA),
 - Emergency Alert System (EAS),
 - Unique Alerting System (UAS),
 - National Oceanic Atmospheric Administration (NOAA)
 - Alert Solano



- Everbridge
 - Reverse 911
 - City and Valero Refinery Warning Siren Systems
 - City Cable TV – U-Verse Ch. 99 / Comcast Ch. 22
 - Radio Stations
 - Social Media – Facebook, Twitter, and NextDoor
 - City of Benicia Website
 - Police Vehicle PA/Sirens
 - Evacuation information will need to be available in not only English but American Sign Language (ASL), and the two primary non-English languages spoken in the city, Spanish and Tagalog.
 - Mass evacuation may cause evacuees to cross jurisdictional boundaries, requiring a regional response.
 - A percentage of the population requiring evacuation and shelter will have disabilities or other access and functional needs. Categories of individuals that may need additional assistance include the following:
 - Senior citizens
 - Medically fragile or dependent people
 - Those with limited mobility, hearing, or vision impairments
 - People dependent on support services like in-home supportive caregivers
 - People who have limited or no proficiency in English
 - Unaccompanied minors
 - Individuals without access to a vehicle to self-evacuate
- Other population groups that may require extra support include:
- People who are homeless or marginally housed
 - People who are culturally isolated
 - People without a support system
- Many households have at least one household pet; and of those households, many will not evacuate without their pets. The Pets Evacuation and Transportation Standards (PETS) Act of 2006 requires that states and local jurisdictions be prepared to support the evacuation and sheltering of household pets. Household pets will be treated as the law requires.
- Service animals shall remain with the people to whom they are assigned throughout every stage of disaster assistance.
- Some licensed care facilities may require additional resources (personnel and transportation) to evacuate their residents.
- As soon as evacuations orders are implemented it is vital that sheltering support agencies like the Red Cross, Salvation Army, and Solano County Health and Social Services Department are notified and integrated into the planning.
- Caregivers will stay with their clients to provide the appropriate care throughout the duration of the evacuation period.
- Law Enforcement will be the primary agency for managing the movement of people, with transportation agencies/departments and other departments and agencies in supporting roles.
-



- Roadways and ground transport will be the primary mode for evacuating persons from the affected area. Over-water and air evacuations may be considered on an individual basis.
- Major roadways will remain intact for some period following the emergency. In the case of a flood event or earthquake, some roadways will remain intact while many others will eventually be submersed in floodwater or damaged by earthquake.
- In a major disaster, infrastructure (roads, bridges, electrical power) will be affected which will impact mass evacuation operations.
- Day-to-day mass transit service resources will need to be augmented for additional capacity to meet the demand during an emergency.
 - 80% of those needing to evacuate will self-evacuate in personal vehicles.
 - 20% of those needing to evacuate will need assistance, whether via mass transit, obtaining rides from neighbors/friends, paratransit-type vehicles, or other specially designed transport services.
- The principle responsibility for planning and responding to an evacuation event resides with the community in which the incident has occurred.
- Each member of the community, whether residents of, or workers in the community, is responsible for preparing their own personal emergency plans. Topics should include the possible need to evacuate on short notice. The City of Benicia will provide public education to assist in preparing personal emergency plans.
- Evacuation procedures in this plan will work in coordination with the evacuation procedures of Solano County, adjacent cities and Contra Costa County, and be aligned with regional planning concepts and procedures.
- Most instances that would require a high-level (Complete/City-wide) evacuation in the City of Benicia will have some warning and therefore some pre-event activities may be accomplished. Human caused threats, unlike natural disasters, are unpredictable and can occur at any location within the City without warning.
- The City of Benicia has adopted the National Incident Management System (NIMS) and Standardized Emergency Management System (SEMS) and will follow NIMS and SEMS principles and structures for evacuation-related activities.



2.0 CONCEPT OF OPERATIONS

2.1 OVERVIEW

The Evacuation Annex will follow basic protocols set forth in the City of Benicia EOP and the California Master Mutual Aid Agreement, which dictate who is responsible for an evacuation effort and how county and regional resources will be requested and coordinated. The overall objectives of emergency evacuation operations and notifications are to:

- Expedite the timely movement of persons from hazardous areas and entry access for first responders and evacuation support transportation.
- Institute access control measures to prevent unauthorized persons from entering vacated, or partially vacated areas. The Benicia Police Department may use discretion in allowing access for caregivers, personal care assistants, or other support personnel on a case-by-case basis as determined by the incident commander.
- Provide for evacuation to appropriate transportation points, evacuation points, and shelters.
- Provide adequate means of transportation for vulnerable populations including individuals with disabilities and access and functional needs, older adults, children, and individuals who are transportation disadvantaged.
- Provide for the procurement, allocation, and use of necessary transportation and law enforcement resources by means of mutual aid or other agreements.
- Control evacuation traffic.
- Account for the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency.
- Provide initial notification, ongoing, and re-entry communications to the public through the Joint Information Center (JIC).
- Ensure the safe re-entry of the evacuated persons.

The Benicia Police Department (PD) is the lead agency for evacuation. The Benicia Police or Fire Department (FD), as part of a Unified Command, assesses and evaluates the need for evacuations, and orders evacuations according to established procedures, which are outlined in this annex. Additionally, as part of the Unified Command, the Benicia PD and or Benicia FD will identify available and appropriate evacuation routes and coordinate evacuation traffic management with the Solano County Sheriff's Office, California Department of Transportation (Caltrans), the California Highway Patrol (CHP), other supporting agencies, and jurisdictions.

The decision to evacuate an area is not made lightly and there is a significant impact to public safety and the economy. The following process describes how emergency evacuation decisions within the city will be coordinated, allowing public safety, emergency management, public health, and other supporting response organizations to make collaborative decisions.



This Evacuation Annex provides a framework for a medium-level (partial) or high-level (multi-zone or complete) evacuation in the City of Benicia. These levels are fully defined in relation to the specific threats to the City of Benicia in Tables 2 - Evacuation Triggers and shown briefly in Table 1 - Activation/Evacuation Levels. In general, a low-level emergency is manageable by the Incident Commander (IC), with some limited support by the EOC as needed and requested. A high-level evacuation may require the full-activation and full-staffing of all or most positions in the EOC and includes a great deal of coordination with the Solano County EOC. A medium-level evacuation lies between these two extremes and can be tailored to specific events or needs. The EOC positions will be staffed appropriately and can be scaled up or down as needed.

General triggers for EOC activation for evacuation-related emergencies are presented in this Evacuation Plan. These triggers are designed to support the City's decisions to the appropriate level of evacuation; however, the decision to evacuate must be made on a case-by-case basis. The variables that the City must consider before evacuating a community are complex, and the levels must be carefully considered. An evacuation will likely cause instances of great community turmoil, separated families, economic loss for persons and local businesses, and in worse case, the loss of life. An evacuation puts great stress on the sick, elderly, and people with access and functional needs, for whom movement from their care provider and/or care facility may be life threatening.

In the City of Benicia, some of the evacuation-related threats, such as wildland fire, flooding from storms and/or dam failure can be predicted with some certainty. Hesitancy to evacuate citizens in the face of realistic threats could result in extreme danger and loss of life to citizens. In many geographic areas of the county, time lost in delaying evacuation, equals a missed opportunity that cannot be recovered.

People with disabilities and access or functional needs, those in care facilities, and all who need extra time to move to safety should evacuate proactively when advised to do so, especially if living in areas where flood danger is paramount and the forecasted risk of fire or flood is imminent or likely, as an example. Residents in these categories would be well served if they are evacuated as soon as possible, for example when an evacuation warning is issued rather than waiting for an evacuation order.

There is often little warning for other threats, such as terrorism, explosions, air or rail crashes, hazardous materials accidental releases or earthquakes. In these cases, activation of emergency services and evacuation of citizens will be time-critical. In all cases, the response, including evacuation will be managed at the lowest level possible, with city having the primary responsibility for evacuation, preparedness, and response. If an incident escalates beyond the capability of the city of Benicia, then the Solano County EOC may be activated to provide support. Should support or coordination with any Contra Costa County resources be required, Solano County EOC will facilitate this coordination as



required under SEMS and NIMS. If the event impacts multiple jurisdictions within the county, then the response will be managed and coordinated through the Solano County EOC and closely coordinated with the affected jurisdictional EOCs.

A mass evacuation implies area-wide movement of people throughout the county, the EOC will need to coordinate with entities throughout the impacted region to maintain effective control and prioritization of numerous operational events occurring throughout Solano County and the region in response to the emergency. In a mass evacuation, the need to activate the city emergency operations plans is required. Mandatory activation of all available city personnel as Disaster Service Workers (DSWs) will likely be required. Once an evacuation order has been issued to the public, intensive proactive support procedures are necessary.

2.1.1 Evacuation Levels

The City of Benicia recognizes three levels of evacuation:

Low-Level (Local) Evacuation – An evacuation of a single or several residential or commercial neighborhoods or blocks as needed for a localized flood Incident, residential or commercial fire, crime scene, or small hazardous materials incident.

Medium-Level (Partial) Evacuation – An evacuation of a larger area of the city or an identified “City Evacuation Zone” (Zones 1 - 5) for a larger incident requiring the movement of a portion of the city.

High-Level (Multi-Zone or Complete) Evacuation - An evacuation requiring a multi-zone or complete evacuation of the City for a major or catastrophic incident. This incident would require a large portion of the population to evacuate outside the city limits to an Evacuation Arrival Point or Shelter. This type of evacuation could be required in the event of a large wildfire, earthquake, serious hazardous materials release, major flooding, terrorist threat or state of war emergency.



Table 1 - Activation/Evacuation Levels, Parameters, and Examples

Evacuation Planning: Activation/Evacuation Levels, Parameters, and Examples		
Levels	Key Parameters	Incident Examples
Low-Level (Local)	<ul style="list-style-type: none"> Localized Area Evacuation zone less than 1 mile 	<ul style="list-style-type: none"> Crime Scene Barricaded Suspect Active Shooter Hazardous Materials Gas or Power Flooding Residential or Commercial Fire
Medium-Level (Partial)	<ul style="list-style-type: none"> Portion of the City – Area/Zone Evacuation zone greater than 1 mile Possible Solano County and Contra Costa County EOC coordination EOC activation and coordination Requires the assistance of out of city resources 	<ul style="list-style-type: none"> HazMat < 1.5 mile Wildfire < 1.5 mile Flooding < 1.5 mile Tsunami Gas or Power incident of > 1 mile Earthquake with cascading effects Dam failure Terrorism/WMD
High-Level (Multi-Zone or Complete)	<ul style="list-style-type: none"> Multi-zone or complete city-wide Massive movement of people and needs for sheltering and resources Evacuation to or through other counties Solano County EOC coordination Possible Contra Costa EOC Coordination through Solano County EOC EOC activation and coordination Requires the assistance of out of city resources 	<ul style="list-style-type: none"> HazMat > 1.5 mile Wildfire > 1.5 mile Terrorism/WMD



2.2 EVACUATION TRIGGERS

The following tables are intended to provide triggers for activating the EOC, specifically related to emergencies that would require the evacuation of persons within the City of Benicia. The criteria listed in these trigger tables are meant as guidance and are determinate. The triggers do not replace the judgment of emergency management professionals who must decide the level of activation and level of staffing based on real-time information regarding the situation. However, the triggers do encourage a proactive and substantial level of staffing that would allow the EOC activities to meet the demands of an evolving emergency.

2.3 SITUATIONAL ASSESSMENT FOR EVACUATION EMERGENCY

In many cases the decision on whether to activate the EOC and respond at any level to an emergency is contingent on first understanding the potential threat and collecting situational data to determine credibility. To conduct this situational assessment the city public safety officials may meet with other key department heads and city leadership to gather and evaluate existing data, evaluate the potential threat, plan for ongoing monitoring and evaluation of the threat, and begin media reporting and rumor control. These individuals that will make up the membership of this meeting may vary depending on the type of potential threat. Examples of threats that could grow in severity to the point of requiring evacuations of populations include:

- Uncontrolled wildland fire approaching the Benicia city limits
- Weather reports that include flood watches or warnings, and/or storms that may bring large amounts of rain
- Dam failure advisories for the Lake Herman Dam
- Landslide or debris flow threatening or impacting structures or critical infrastructure within the Benicia city limits
- Tsunami warning covering the Bay Area region forecasted to impact Benicia
- Long-term or chronic hazardous materials releases or hazardous substance exposures that are reportedly worsening
- Localized fire that could grow in severity
- Gas or pipeline rupture or explosion
- Railroad, surface transportation or other accident creating a hazardous materials release
- Airline crash within city limits
- Warning of terrorist attack, enemy attack or State of War emergency
- Warning of terrorist weapon of mass destruction (WMD) attack
- Active shooter
- Crime scene requiring the evacuation of a neighborhood
- Large scale civil unrest



EVACUATION TRIGGERS: SITUATION – THREATS AND HAZARDS		
Situation – Threats and Hazards	Triggers	Reference/ Source
Natural Hazards		
Wildland Fire	<ul style="list-style-type: none"> Fire impacting urban interface area, potential to continue to grow. 	Benicia FD CAL FIRE - http://www.fire.ca.gov/current_incidents Fire Agencies Media
Flooding	<ul style="list-style-type: none"> National Weather Service predicts heavy rains in the region. National Weather Service (NWS) flood and flash flood warnings. 	City of Benicia Flood maps - https://www.ci.benicia.ca.us/?SEC=98E8E423-C494-4841-A76E-6145EDE9A9B6#5497D0BA-AE59-42B1-9BC6-C06F0453CADA USGS - https://waterdata.usgs.gov/ca/nwis/rt/ NWS- Sacramento/Monterey Media
Tsunami	<ul style="list-style-type: none"> Notification of potential Tsunami expected to impact the city. 	NOAA - https://www.weather.gov/safety/tsunami
Major Earthquake	<ul style="list-style-type: none"> Credible long-term predictions of earthquakes and/or aftershocks. Bay Area Earthquakes that may impact Benicia. 	USGS - https://earthquake.usgs.gov/data/shakemap/ CalOES
Landslide/Debris Flow	<ul style="list-style-type: none"> Heavy rainfall, earthquake, or other conditions that may lead to landslide conditions. 	NWS – https://www.weather.gov/sto/ Benicia PW/USGS
Technological Hazards		
Hazardous Materials	<ul style="list-style-type: none"> Notification received of an elevated potential for release of hazardous materials in transportation corridors, at facilities, and/or impacting the City 	Benicia FD Solano Co. HazMat Contra Costa HazMat Valero Benicia Refinery



	<ul style="list-style-type: none">• Long-term or chronic hazardous materials releases or hazardous substance exposures that are reportedly worsening near populated areas.• Realistic threat of explosion due to facility or transportation accident.	
Residential or Commercial Fire	<ul style="list-style-type: none">• Localized fire that could grow in severity.	Benicia FD
Gas/Pipeline Rupture or Explosion	<ul style="list-style-type: none">• Natural gas release reported by PG&E or residents.	PG&E Residents Benicia PD
Dam Failure	<p>Dam failure notification flowcharts are provided for four dam emergency levels in this Lake Herman Dam EAP, which include:</p> <ul style="list-style-type: none">• High Flow: Downstream flooding may occur due to high flow release; no threat to dam integrity.• Non-Failure: Indicates an event at a dam that will not, by itself, lead to a failure, but requires investigation and notification of internal and/or external personnel.• Potential Failure: Indicates conditions are developing at the dam that could lead to a dam failure.• Imminent Failure: Indicates time has run out and the dam has failed, is failing, or is about to fail.	City of Benicia Water Treatment Plant
Utility Failure	<ul style="list-style-type: none">• Utility companies warning of potential or expected outages due to storm, mechanical failure, high demand for services, or other.	PG&E Benicia PW



Human Caused Threats		
Terrorism/WMD	<ul style="list-style-type: none">Warning of or unconfirmed act of any terrorist-related incident somewhere in the City, neighboring jurisdiction, County or adjacent Bay Area.	Regional DHS FBI Benicia PD
Civil Unrest	<ul style="list-style-type: none">Localized disturbance or crime scene requires potential for evacuating or sheltering in place of low numbers of citizens until potential violent situation is contained.	Benicia PD Solano SO
Enemy Attack/ State of War	<ul style="list-style-type: none">Warning of or unconfirmed Enemy Attack/ State of War incident somewhere in the City, neighboring jurisdiction, County or adjacent Bay Area.	Regional DHS FBI Benicia PD Cal OES



LOW-LEVEL EVACUATION

A low-level evacuation response is also referred to as the “Local Evacuation”. It is typically a localized evacuation of a neighborhood within the city. It typically involves an evacuation of less than 1 mile. Twenty percent of evacuated persons may need support and resources. The other eighty percent would self-evacuate and be self-sufficient.

Low-Level Examples

- Localized flooding
- Localized fire
- Hazardous materials release to a local area
- Bomb threat affecting one location. Building, facility, or school evacuation
- Localized civil disturbance
- Localized crime scene, such as a barricaded suspect or active shooter
- Localized gas or pipeline rupture
- Localized utility outage during inclement weather requiring the relocation of the neighborhood
- Tsunami of less than 3 feet inside the bay or impacting a localized area of downtown Benicia



EVACUATION TRIGGERS: LOW-LEVEL EVACUATION		
Threats and Hazards	Triggers	Reference/ Source
Natural Hazards		
Wildland Fire	<ul style="list-style-type: none"> • Fire impacting urban interface area, potential to continue to grow. 	Benicia FD CAL FIRE Fire Agencies
Flooding	<ul style="list-style-type: none"> • National Weather Service predicts heavy rains in the region. • National Weather Service (NWS) flood and flash flood warnings. 	NOAA/ NWS- Sacramento
Tsunami	<ul style="list-style-type: none"> • Notification of impending low level <3 Tsunami expected to impact the city. 	USGS NOAA
Major Earthquake	<ul style="list-style-type: none"> • A low magnitude earthquake and/or aftershock has occurred causing localized damage requiring building or infrastructure inspections. • Bay Area earthquakes and/or aftershock has occurred that may impact Benicia. 	USGS
Landslide/Debris Flow	<ul style="list-style-type: none"> • A localized landslide/debris flow impacting the city. 	Benicia PW
Technological Hazards		
Hazardous Materials	<ul style="list-style-type: none"> • Localized Hazmat release occurred. Sheltering in place not practical. • Human exposure to hazardous substances in an area creating a localized level of concern. • Localized explosion involving facility or transportation requires some level of sheltering and/or evacuation, and area control. 	Benicia FD Solano Co. HazMat Contra Costa Co. Hazmat Valero Benicia Refinery
Residential or Commercial Fire	<ul style="list-style-type: none"> • Localized fire that could grow in severity. 	Benicia FD
Gas/Pipeline Rupture or Explosion	<ul style="list-style-type: none"> • Natural gas rupture or release reported by PG&E or residents. • Evacuation distances based on conditions and PG&E/Fire recommendations. 	PG&E Benicia FD Benicia PW



Dam Failure	<ul style="list-style-type: none">High Flow: Downstream flooding may occur due to high flow release; no threat to dam integrity.	Benicia Water Treatment Plant
Utility Failure	<ul style="list-style-type: none">Utility companies experiencing long-term outages; restoration of services will take up to 5 days. Due to season and other variables, vulnerable persons severely affected.	PG&E Benicia PW
Human Caused Threats		
Terrorism/Bombing	<ul style="list-style-type: none">Confirmed terror-related intention of violence in the City or neighboring jurisdictions requiring a shelter-in-place or local evacuation.	Regional DHS FBI Benicia PD
Active Shooter	<ul style="list-style-type: none">Confirmed or suspected active shooter in the City or neighboring jurisdictions requiring a shelter-in-place or local evacuation.	Benicia PD
Crime Scene – Barricaded Suspect	<ul style="list-style-type: none">Confirmed or suspected crime scene involving violence in the City or neighboring jurisdictions requiring a shelter-in-place or local evacuation.	Benicia PD
Civil Disturbance	<ul style="list-style-type: none">Localized disturbance or crime scene requires potential for evacuating or sheltering in place of low numbers of citizens until potential violent situation is contained.	Benicia PD



MEDIUM-LEVEL EVACUATION

A medium level response is also referred to as the “Partial or Area/Zone Evacuation”. It is typically a non-routine type of evacuation and needed to initiate a wide-area evacuation involving multiple neighborhoods within the city and may require a need to evacuate people to areas outside the City of Benicia depending on the threat location. Mutual aid may be needed, as well as some support from County or State agencies. Medium-level activations typically involve an evacuation of no more than 1.5 miles, and the movement of up to 5,000 people. Twenty percent of these people may need support in the form of shelters. They may also need mass transit services. Medium-level activations are those that do not reach the level of catastrophic but are more than simply a low-level evacuation and may require limited EOC support. The EOC may be staffed, contingent on the needs and type of threat or hazard. The EOC may be fully staffed even at the medium-level emergency as a proactive measure when the event has the possibility of rapidly expanding to catastrophic levels.

Medium-Level Examples:

- Uncontrolled wildland fire approaching the Benicia city limits
- Weather reports that include flood watches or warnings, and/or storms that may bring large amounts of rain
- Dam failure advisories for the Lake Herman Dam
- Landslide or debris flow threatening or impacting structures or critical infrastructure within the Benicia City limits
- Credible long-term predictions of earthquake aftershocks
- Tsunami of less than 5 feet inside the bay or impacting a localized area of downtown Benicia
- Long-term or chronic hazardous materials releases or hazardous substance exposures that are reportedly worsening
- Localized fire that could grow in severity
- Gas or pipeline rupture or explosion that could grow in severity
- Utility outage during inclement weather requiring the relocation of several neighborhoods
- Tsunami of less than 3 feet or impacting a localized area of downtown Benicia
- Railroad, surface transportation or other accident creating a hazardous materials release
- Airline crash within city limits
- Warning of terrorist attack
- Police conducting a search for an active shooter that has fled the scene
- Crime scene requiring the evacuation of several neighborhoods
- Growing scale civil unrest



EVACUATION TRIGGERS: MEDIUM-LEVEL EVACUATION		
Threats and Hazards	Triggers	Reference/ Source
Natural Hazards		
Wildland Fire	<ul style="list-style-type: none"> Wildfire expanded due to season and unfavorable weather conditions resulting in urban area evacuations within and out of city. Fires throughout the region likely given conditions. 	Benicia FD CAL FIRE Fire Agencies
Flooding	<ul style="list-style-type: none"> National Weather Service predicts heavy rains in the region. National Weather Service (NWS) flood and flash flood warnings. Potential impact to Zones 1 & 2 	NOAA/ NWS- Sacramento
Tsunami	<ul style="list-style-type: none"> Notification of impending low level >3 Tsunami expected to impact the city in Zones 1 & 2. 	USGS NOAA
Major Earthquake	<ul style="list-style-type: none"> A high magnitude earthquake and/or aftershock has occurred causing localized damage requiring building or infrastructure inspections. Bay Area earthquakes and/or aftershock has occurred that may impact Benicia. 	USGS
Landslide/Debris Flow	<ul style="list-style-type: none"> A landslide/debris flow impacting the city. 	Benicia PW
Technological Hazards		
Hazardous Materials	<ul style="list-style-type: none"> Hazmat release is sustained with major impact to multiple urban areas and transportation corridors. Impact to vulnerable persons is high, causing severe and detrimental health concerns and need to evacuate and decontaminate evacuees. Impact to critical facilities (e.g. health care, schools) causing need to evacuate large numbers of vulnerable peoples. 	Benicia FD Solano Co. HazMat Contra Costa Co. HazMat Valero Benicia Refinery
Gas/Pipeline Rupture or Explosion	<ul style="list-style-type: none"> Natural gas rupture, release or explosion reported by PG&E or residents. Evacuation distances based on conditions and PG&E/Fire recommendations. Concern for incident expanding. 	PG&E Benicia FD Benicia PW



Dam Failure	<ul style="list-style-type: none">• High Flow: Downstream flooding may occur due to high flow release; no threat to dam integrity.• Potential Failure: Indicates conditions are developing at the dam that could lead to a dam failure.• Imminent Failure: Indicates time has run out and the dam has failed, is failing, or is about to fail.	Benicia Water Treatment Plant
Utility Failure	<ul style="list-style-type: none">• Utility companies experiencing long-term outages; restoration of services will take up to 5 days. Due to season and other variables, vulnerable persons severely affected.	PG&E Benicia PW
Human Caused Threats		
Terrorism/WMD	<ul style="list-style-type: none">• Confirmed terror-related act in the City or neighboring jurisdictions requiring an evacuation.	Regional DHS FBI Benicia PD
Civil Unrest	<ul style="list-style-type: none">• Disturbance or crime scene requires potential for evacuating or sheltering-in-place of citizens until potential violent situation is contained; situation intensity may expand.	Benicia PD



HIGH-LEVEL EVACUATION

A high-level or complete/city-wide evacuation response typically involves a catastrophic emergency and massive numbers of people needing to evacuate. It involves the movement of people, greater than 25,000, and requires the sheltering, transportation, and resources to accommodate an evacuation to multiple counties.

High-Level Examples:

- Large uncontrolled wildland fire threatening the entire city
- Weather reports that include flood watches or warnings, and/or storms that may bring large amounts of rain
- Landslide or wide-spread debris flow impacting structures or critical infrastructure within the Benicia City limits
- Long-term or chronic hazardous materials releases or hazardous substance exposures that are reportedly worsening
- Catastrophic gas or pipeline rupture or explosion
- Railroad, surface transportation or other accident creating a major hazardous materials release
- Commercial airline crash within city limits
- Warning of terrorist attack, enemy attack or State of War emergency
- Warning of terrorist weapon of mass destruction (WMD) attack
- Terrorist incident of any significant level, with concurrent media attention and public fear



EVACUATION TRIGGERS: HIGH-LEVEL EVACUATION		
Threats and Hazards	Triggers	Reference/ Source
Natural Hazards		
Wildland Fire	<ul style="list-style-type: none"> Wildfire expanded due to season and unfavorable weather conditions resulting in urban area evacuations within and out of city. Fires throughout the region likely given conditions. 	Benicia FD CAL FIRE Fire Agencies
Major Earthquake	<ul style="list-style-type: none"> A high magnitude earthquake and/or aftershock has occurred causing localized damage requiring building or infrastructure inspections. Bay Area earthquakes and/or aftershock has occurred that may impact Benicia. 	USGS
Technological Hazards		
Hazardous Materials	<ul style="list-style-type: none"> Hazmat release is sustained with major impact to multiple urban areas and transportation corridors. Impact to vulnerable persons is high, causing severe and detrimental health concerns and need to evacuate and decontaminate evacuees. Impact to critical facilities (e.g. health care, schools) causing need to evacuate large numbers of vulnerable peoples. 	Benicia FD Solano Co. HazMat Contra Costa Co. HazMat Valero Benicia Refinery
Gas/Pipeline Rupture or Explosion	<ul style="list-style-type: none"> Natural gas rupture, release or explosion reported by PG&E or residents. Evacuation distances based on conditions and PG&E/Fire recommendations. Concern for incident expanding. 	PG&E Benicia FD Benicia PW
Human Caused Threats		
Terrorism/WMD	<ul style="list-style-type: none"> Confirmed terror-related act in the City or neighboring jurisdictions requiring an evacuation. 	Regional DHS FBI Benicia PD
Enemy Attack/ State of War	<ul style="list-style-type: none"> Warning of or unconfirmed Enemy Attack/ State of War incident somewhere in the City, neighboring jurisdiction, County or adjacent Bay Area. 	Regional DHS FBI Benicia PD Cal OES



2.4 DEFINITIONS

Evacuation or shelter-in-place orders should be issued when there is a clear and immediate threat to the health and safety of the population, and it is determined that shelter-in-place or evacuation is the best option for protection. The City of Benicia will use the language below to communicate evacuations:

2.4.1 Shelter-In-Place: “Go indoors. Shut and lock doors and windows. Prepare to self-sustain until further notice and/or contacted by emergency personnel for additional direction”.

A Shelter-In-Place order advises people to stay secure at their current location. This tactic shall only be used if an evacuation will cause a higher potential for loss of life or threat to health or safety. Consideration should be given to assigning incident personnel to monitor the safety of citizens remaining in place. The concept of shelter-in-place is an available option in those instances where physical evacuation is impractical. This procedure may be effective for residential dwellings in the immediately impacted areas, or for large facilities that house a high percentage of non-ambulatory persons (e.g., hospitals and convalescent homes). Sheltering-in place attempts to provide a safe haven within the impacted area. This strategy is not practical when the incident involves uncontrolled fire or flooding or other impacts that could have a significant impact on the safety of structures being used for sheltering-in-place.

2.4.2 Evacuation Warning: “Potential threat to life and/or property. Those who require additional time to evacuate, and those with pets and livestock should leave now”.

An Evacuation Warning is the official terminology used to alert people in an affected area(s) of a potential threat to life and property. An Evacuation Warning considers the probability that an area will be affected within a given time frame and prepares people for a potential evacuation order. Evacuation Warnings are particularly necessary when dealing with a variety of issues such as people with disabilities or others with access and functional needs populations, people who may not have access to a vehicle, or people with pets and large animals. People who need additional time should consider evacuating immediately when this notice is given, rather than waiting for an Evacuation order. An Evacuation Warning prepares the public for the potential of an Evacuation Order.

2.4.3 Evacuation Order: “Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access”.

An Evacuation Order requires the immediate movement of people out of an affected area due to an imminent threat to life. Choosing to stay could result in loss of life. Staying may also impede the work of emergency personnel. Due to a rapid onset of the emergency, a Evacuation Order may be the only warning that people in the affected area(s) receive.



2.5 LEGAL CONSIDERATIONS

Legal Counsel in California has maintained an opinion based on case law that **Penal Code Section 409.5 does not authorize forcible or mandatory evacuations**. The Legal Counsel stated, “without a specific legislative amendment to Penal Code Section 409.5, it would be improper to infer statutory authority to forcibly evacuate people who do not wish to be evacuated, unless their presence in the closed area, resulted from an entry made after the area was closed pursuant to 409.5(a) or 409.5(b)”. See Penal Code 409.5. Emergency responders shall make every effort to inform people that failure to evacuate may result in serious physical injury or death and that future opportunities to evacuate may not exist. People must be informed that there is no guarantee that resources to rescue them will be available. Law enforcement will document the location of individuals that refuse to evacuate or, if necessary, have these individuals sign waivers. Once a local jurisdiction orders an evacuation, it is critical that public information dissemination, transportation, sheltering resources, and security and protection of private property are provided to a level where the public feels evacuation is more desirable than staying behind.

2.5.1 California Penal Code 409.5.

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

(b) Officers of the Department of the California Highway Patrol, police departments, marshal’s office or sheriff’s office, officers of the Department of Fish and Game designated as peace officers by subdivision (e) of Section 830.2, or officers of the Department of Forestry and Fire Protection designated as peace officers by subdivision (g) of Section 830.2 may close the immediate area surrounding any emergency field command post or any other command post activated for the purpose of abating any calamity enumerated in this section or any riot or other civil disturbance to any and all unauthorized persons pursuant to the conditions set forth in this section whether or



not the field command post or other command post is located near to the actual calamity or riot or other civil disturbance.

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

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

2.6 DECISION TO EVACUATE

2.6.1 Evacuation Orders

California Penal Code 409.5 authorizes local authorities to make evacuation decisions for their jurisdictions. The decision to order an evacuation is a collaborative effort between affected jurisdictions. Both a City and/or the County can issue evacuation orders, but the County supersedes the City if their decisions conflict (in other words, the County's order applies to both unincorporated and incorporated territory). See 62 Ops. Atty. Gen. 701 (1979).

In the City of Benicia, an evacuation order can be given by the following:

- City Manager or designee acting as the Director of Emergency Services.
- Police Chief or designee.
- Fire Chief or designee.
- Solano County Health Officer

For purposes of definition, a designee may be appointed directly by the Chief or City Manager or may be the ranking on-duty supervisor.

2.6.2 Evacuation Zones

The geographic area of the City has been divided into five Evacuation Zones to allow flexibility in designating and communicating evacuation requirements. A map of the zones is available in *Appendix C*.

2.6.3 Shelter-In-Place

The decision whether to evacuate or shelter-in-place must be carefully considered with the timing and nature of the incident. This decision is made by first responders in the field at the Incident Command Post, generally with input from both fire and law enforcement



personnel. An evacuation effort involves an organized and supervised effort to relocate people from an area of danger to a safe location. Although evacuation is an effective means of moving people out of a dangerous area, due to its complexity and the stress it causes to systems and people, it should be considered a last resort option.

The decision to evacuate will depend on the nature, scope, and severity of the emergency, as well as the number of people affected and what actions are necessary to protect the public. In most cases, a medium-level or high-level evacuation will require the activation of the City EOC and possibly the Solano County EOC to support the movement of evacuees out of the city and through the county. Should the evacuation include movement into or through Contra Costa County, the Contra Costa County EOC should also be activated to support the movement of evacuees.

The decision on whether to evacuate must be carefully considered with the timing and nature of the incident. Preparation for evacuation should be an immediate consideration, because evacuation is an effective means of moving people out of a dangerous area. However, due to its complexity and the stress it puts on the population, in some cases, it may not be the best option when other viable options are available. Evacuation of populations pose some inherent safety concerns associated with the rapid movement of large numbers of people away from their resources, support facilities and familiar surroundings.

Sheltering-in-place may become the preferred option to avoid exposure to outside environmental hazards, such as radiological or airborne contaminants. This option will require an organized method of securing building entrances, windows, and ventilation systems to prevent outside environmental hazards from entering the building. Building and safety personnel, homeowners, and residents should have contingency plans to move to or create safe rooms or designated safe areas if sheltering-in-place is recommended.

If people are not directly impacted by the incident, shelter-in-place provides the advantage over evacuation in that it allows families, schools, or businesses to stay in familiar surroundings, with easy access to media reports (TV and radio), phones, internet, food, water, and medicines. However, sheltering can only be maintained as long as personal and emergency supplies last. Shelter-in-place operations also provide the advantage of reducing congestion on major roadways and reducing the strain on mass transportation systems.



2.6.4 City Staff Notification and Call Back Process

Once a decision is made to issue a Shelter-In-Place or Evacuation Order the authorized individual(s) as defined in **2.6.1 Evacuation Orders**, shall as soon as practical, notify their Chief or the City Manager directly or contact the Benicia Police Department dispatch center and direct dispatch to make the notification on their behalf.

Activation of City departments to facilitate the evacuation will be made by the Benicia Police Department dispatch center through the established Evacuation/ Emergency Operations Center activation/ personnel call out alerting system or “DA Page”. Activated employees will report to the City EOC or designated location as directed.

2.6.5 Public Evacuation Notification Process

Notification of the public to Shelter-In-Place or Evacuate will be conducted as directed in the Emergency Operations Plan **Public Information Annex**. Under most circumstances the Benicia Police Dispatcher will be directed by a City of Benicia authorized individual to request that a scripted public notification to Shelter-In-Place or Evacuate be sent by the Solano County Sheriff’s Office of Emergency Services to the effected evacuation area of the City.

2.6.6 Partner Agency Notification Process

Medium and High-level evacuations will require the support of external support agencies and organizations. Immediately following the decision to issue an evacuation warning the Police Department Dispatch or Emergency Operations Center staff will notify the following agencies/organizations so they can monitor the situation and begin mobilizing their support resources. Resource contact information is located in the Benicia EOC Resource Directory Manual located in the Benicia EOC or Police Department Dispatch.

- Solano County Sheriff’s Office (security and traffic control)
- Vallejo Police Department (security and traffic control)
- California Highway Patrol (security and traffic control)
- California Maritime Academy Dispatch Center (security and traffic control)
- Solano County Sheriff’s Animal Control (animal transport & sheltering)
- Solano County Health & Social Services Department (special needs population support and mass care staff)
- American Red Cross (general site management staff)
- Solano County Public Works Department (logistical support)
- Medic Ambulance (medical transport as needed)
- Solano Mobility (special needs population transport)
- PACE Solano (special needs population transport)



2.7 EVACUATION COORDINATION

The decision to evacuate will depend entirely upon the nature, scope, and severity of the emergency; the number of people affected; and what actions are necessary to protect the public. The determination to evacuate will be made on a case-by-case basis, upon the recommendation of an incident commander, city manager, other public safety chief or their designee. The Benicia EOC may be activated to coordinate and conduct evacuations according to procedures outlined in the EOP. The Evacuation Annex is automatically activated when an incident occurs requiring an evacuation effort within the City of Benicia.

Evacuation operations in the field will be managed and conducted by the Police Department. Key functions supporting the law enforcement efforts include the Police Department, Fire Department, Public Works, Local Transit, public and private transportation providers, county fire departments, Solano County Department of Health and Social Services (HSS), Benicia Animal Control, Solano County Sheriff's Animal Control, and other services and departments throughout the city and county. Volunteer, non-profit and private sector resources will also provide critical resource support role.

The Benicia EOC may support coordinating the evacuation response according to the EOP, including:

- Obtaining situational awareness, understanding the severity of the incident.
- Coordinate with fire, law enforcement, public health, and other relevant support agencies to obtain recommendations on protective actions.
- Coordinate with jurisdictional emergency management personnel and other public safety personnel. The Benicia EOC will coordinate with the City Manager and other leaders to identify command decisions, including:
 - Gaining regional situational awareness
 - Determining response status and potential resource shortfalls
 - Reviewing status of initial protective actions/orders
 - Ensure that local emergency proclamations are issued
 - Considering additional protective actions
 - Evaluating public information needs
 - Determining next steps
 - Request mutual aid to fill anticipated resource shortfalls
 - Establishing a schedule for internal and external updates
 - Coordinating with external evacuation support agencies
- Providing transportation for those who need assistance through the activation of emergency transportation services agreements
- Provide support for individuals with disabilities and others with access and functional needs during the evacuation process, which may include, but is not



limited to, helping with wayfinding, supervision, language interpretation and access to medical resources such as prescription medications or mobility equipment

- Coordinate and communicate with the private sector, community-based organizations, and faith-based organizations to utilize services and resources available to support the response
- Coordinate the provision of accessible care, shelter services and household pet care

If the emergency impacts multiple jurisdictions or exceeds the available resources within a city, Solano County or the region:

- Impacted jurisdictions may activate their EOCs and the Solano County EOC, including the Solano County EOC JIC, will be activated to support and coordinate Solano County jurisdictions.
- The Solano County EOC will begin obtaining situational awareness regarding the scope and severity of the incident and establishing a common operational picture.
- The Solano County EOC will coordinate with fire, law enforcement, public health, and other relevant support agencies to obtain recommendations on protective actions.

The Solano County EOC will coordinate with jurisdictional emergency management personnel and other public safety personnel. The Solano County EOC will coordinate with other officials from jurisdictions within the County to identify decisions, including:

- Gaining county and regional situational awareness
- Determining response status and potential resource shortfalls
- Reviewing status of initial protective actions/orders
- Considering additional protective actions
- Evaluating public information needs
- Determining next steps
- Request mutual aid to fill anticipated resource shortfalls
- Establishing a schedule for internal and external updates

The Solano County EOC JIC will coordinate emergency public information to citizens in accordance with procedures out lined in the Solano County Emergency Operations Plan. The Solano County EOC may support coordinating the evacuation response including:

- Providing transportation for those who need assistance
- Provide support for people with disabilities and access and functional needs
- Coordinate and communicate with the private sector, community groups, and faith-based organizations to utilize their services and resources available to support the response
- Providing mass care and emergency services for evacuees



2.8 EVACUEE TRANSPORTATION AND RECEPTION SITES

There are many sites that can support the flow of assisted and self-evacuees that are operated as part of the evacuation reception process. The following suggested sites may be used:

- **Evacuation Pick-up Point:** This is a local site within the impact area for picking up members of the evacuating population who require transportation and/or other assistance in evacuating. Select schools, parks, and Solano Transit bus stops within each Evacuation Zone will be identified with signage as Evacuation Pick-up Points.
- **Evacuation Arrival Point:** This is a site located outside the City of Benicia and is intended to be a safe refuge to receive evacuees. This interim site for people who have received transportation assistance or have self-evacuated which will serve as an identified location for evacuees to gather, be accounted for and receive information and services. This site may offer services such as evacuee tracking, canteen or feeding, household pet reception, medical assessment, evacuee communications, incident information, and referral to shelter locations where the evacuees can be housed temporarily. This gathering location is where evacuees who require transportation and/or other assistance in evacuating from an impact or at-risk area are processed and transported out of the area to a more appropriate care facility. This site may also have an adjacent decontamination site, if necessary.

Based on the short duration that evacuees will spend at the Evacuation Arrival Point, only basic needs will be accommodated. These needs include:

- Evacuee registration
- Hydration (water)
- Toilet facilities
- General Information and updates on the emergency and other relevant subjects
- Communication assistance. This would include telephone access to make emergency calls to relatives, friends, doctors, caretakers, etc.
- Bilingual communications as needed
- Protection from the elements
- Health screening

The team that operates the Evacuation Arrival Point site will receive training on site operations. Positions may include:

- Director
- Assistant Director
- Crowd control specialist
- Law enforcement/security personnel



- Hazardous material/decontamination personnel
- Traffic control
- Communications specialists
- General staff to handle hydration station and other duties
- General staff to support team operations as directed
- Lead assessors and evaluators
- Medical staff
- Volunteers

Overall evacuee transfer or sheltering will be managed by the Benicia EOC in coordination with the Solano County EOC and will remain in constant communication and coordination with established Evacuation Arrival Point sites.

The two predesignated Evacuation Arrival Points are located:

- **Solano County Fairgrounds**, 900 Fairgrounds Dr, Vallejo, CA 94589

This site has indoor space to house an estimated 1628–3,070 evacuees and additional 5,600 parking spaces and 114 RV hookups are available for people staying in their vehicles. The site is also certified as an American Red Cross Shelter location and may be used as an emergency shelter.

- **Contra Costa County Events Center**, 1201 W. 10th Street, Antioch, CA 94509

This site has indoor space to house an estimated 1200–1500 evacuees and additional parking space is available for people staying in their vehicles. The site is also certified as an American Red Cross Shelter location and may be used as an emergency shelter.

- **Decontamination Point:** This is a site operating in support of, but not as part of, reception where evacuees who are contaminated or potentially contaminated are assessed and decontaminated before being granted entrance to an Evacuation Arrival Point, Evacuation Center, or Emergency Shelter.

Self-evacuees and transportation-assisted evacuees should be diverted to decontamination points as needed. There will be several unique operational considerations for radiological decontamination and monitoring of evacuees at decontamination points. A decontamination point may be close to a reception site or further away, depending on the nature of the contaminant and health risks.

- **Evacuation Center(s):** Should evacuees require mass care assistance in excess of 12 hours, Evacuation Centers or emergency shelters may be established at the Evacuation Arrival Point or at another location consistent with the Emergency Operations Plan **Care and Shelter Annex**.



2.9 EVACUATION OF SCHOOLS

If evacuation of public schools is required, students will normally be transported on school buses or by transportation identified in the Benicia Unified School District Emergency Plan to other schools outside the risk area or to a reunification point where parents/guardians can pick up their children. It is essential that the public is provided timely information on where parents/guardians can pick up their children and the security procedures that are in place to ensure their protection. The City of Benicia Emergency Operations Center will coordinate with the Benicia Unified School District and the Solano County Office of Education for the coordination of school evacuations and student pick-ups, as appropriate. The Benicia Unified School District will appoint a school district liaison to the Benicia EOC to assist in the coordination of school site evacuations.

2.10 EVACUATION OF INDIVIDUALS WITH DISABILITIES AND OTHERS WITH ACCESS AND FUNCTIONAL NEEDS

California Government Code § 8593.3 defines access and functional needs as individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutionalized settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.

The evacuation of people with disabilities and access and functional needs pose additional requirements with respect to alert and notification, information dissemination, evacuation, emergency transportation, and sheltering requirements. Many people who are otherwise self-sufficient may have special circumstances due to short-term issues such as physical or mental health issues, or have temporary resource shortages (e.g., fuel, transportation, etc.).

It is critical that modes of available transportation are identified that can be used in the evacuation of people with disabilities and others with access and functional needs during an emergency. Transportation that can accommodate wheelchairs, scooters, or other mobility aids will typically be needed in a large-scale evacuation. Lift-equipped buses or vans, maintained by Solano Transit or Solano Mobility, may be an option. The City of Benicia has established and maintains working relationship with public and private agencies that serve transportation-dependent populations. Solano Mobility and Solano PACE are among the most prominent providers.

In addition, there are 136 Benicia residents who have registered with the local ADA transportation assistance programs. Other potentially at-risk residents include those with cognitive or emotional disabilities that may impair their ability to make decisions during an



emergency. It is important to note that individuals with disabilities and others with access and functional needs may not be able to reach designated transportation points without assistance.

2.10.1 Personal Evacuation Plan

It is the responsibility of each individual and/or their care provider or guardian to develop and practice a personal evacuation plan (including provisions for household pets) that will ensure their ability to rapidly evacuate under any hazard situation during any hour of the day. The City of Benicia has made educational information available to this population and others and encourages everyone to develop a personal evacuation plan with the assistance of neighbors, community managers, family, friends, care takers, guardians, and advocacy groups. This personal evacuation plan should involve several different assistants and contingency plans to ensure someone is always available with the appropriate vehicle and resources to safely assist them in an emergency. A primary and secondary assistant should be identified with access to and the ability to use the appropriate vehicle and resources to safely evacuate the individual during an emergency. Licensed facilities, such as hospitals, skilled nursing facilities, long term care centers, and residential facilities are required to have their own respective evacuation plans and procedures that will be followed during an incident.

The Benicia Fire Department and the Solano County Department of Health and Social Services maintain lists of licensed care facilities and in-home support services providers in the city. Additionally, lists can be obtained from the State of California Community Care Licensing Division and California Department of Public Health. The Benicia Fire Department will work with these facilities to evaluate their evacuation capability including identifying the types of vehicles, equipment and personnel that may be needed to safely evacuate these populations.

Providing emergency evacuation assistance and transportation for people with disabilities and others with access and functional needs is a critical step in the evacuation process. An assessment of 2017 and 2018 wildfires in California indicated that several people with disabilities and others with access and functional needs were among the deceased. This issue was discussed in a December 24, 2018 Huffington Post *article "In Natural Disasters, A Disability Can Be A Death Sentence"*. The City of Benicia is committed to addressing this issue with a multi-pronged approach for special needs populations to include:

- Preparedness Education
- Advising residents to develop and practice a personal evacuation plan
- Encouraging residents to partner with more than one neighbor to assist them during an evacuation



- Engaging advocacy groups, care providers, and guardians to participate in the development and implementation of a personal evacuation plan to include providing emergency evacuation assistance and transportation

The City of Benicia is home to two senior living communities.

- Rancho Benicia Mobile Home Park - 300 East H Street, Benicia, CA 94510
- Casa de Villarasa Apartments - 383 East I Street, Benicia, CA 94510

These communities house some individuals that have disabilities and or access and functional needs and may require coordination with the community management to ensure residents are able to safely evacuate. Benicia Police Dispatch maintains a 24-hour point of contact information for the community's management. The City of Benicia has engaged these community managers to develop an evacuation plan for residents and ensure residents develop a personal evacuation plan.

Should emergency evacuation transportation be needed for the Benicia senior living communities or any other individual within the city with disabilities and or access or functional needs, the city of Benicia may assist in coordinating emergency transportation as resources and conditions allow. The first option is for everyone to develop a personal evacuation plan that would involve identifying a primary and secondary neighbor, community manager, guardian or other individual who has access to a vehicle and the appropriate resources and the ability to safely evacuate the individual during an emergency.

2.10.2 City of Benicia Transport Vans

Should an individual with disabilities and access or functional needs require emergency assistance, the city of Benicia may assist in coordinating emergency transportation as resources and conditions allow. The city has access to passenger vans through the Public Works and Parks and Community Services departments. These vans and drivers may be accessed by contacting Benicia Police Dispatch to contact the department head.

2.10.3 Medic Ambulance

Medic Ambulance is the lead agency within the City of Benicia to provide emergency medical transportation during an emergency. Medic Ambulance offers an array of services ranging from Emergency Medical Transport and Basic Life Support level of care, to Paramedic and Advanced Life Support care, as well as emergency or non-emergency transportation. Medic Ambulance transportation resource capabilities include:

- 25 – 30 Ambulances within the Solano and Sacramento Area, additional available with recalled staff.



- 2 – Wheel Chair Van
- 1 – Ambulance Bus capable to transporting 16 patients
- 3 – Ambulances stationed at Travis AFB, available on request through TAFB

2.10.4 Solano Transit (SolTrans)

Solano Transit (SolTrans) provides local and express bus service to the Solano County cities of Benicia, Vallejo, and Fairfield, California. SolTrans ADA Paratransit bus service is available to qualified, certified persons with disabilities unable to board a regular SolTrans fixed route bus, access a SolTrans bus stop, or otherwise navigate the regular fixed route bus system due to a disabling condition as defined by the Americans with Disabilities Act (ADA). SolTrans will support transportation services to evacuees with disabilities and others with access and functional needs by providing ADA certified transport vehicles to include:

- 40 – Standard Kneeling Buses
- 14 – Paratransit Buses (2 wheelchairs and 10 passengers)

2.10.5 Private Advocacy Group Transportation Options

Solano County has several private advocacy groups that provide transportation and assistance to individuals with disabilities and others with access and or functional needs. These groups include:

Solano Mobility Program - The Solano Mobility Program is a program of the STA where staff work to support the transportation needs and services of all Solano County residents including commuters, employers, older adults and people with disabilities. The Solano Mobility Program may be contacted at (800) 535-6883 or after hours through Benicia Dispatch.

Pace Solano - Pace Solano serves approximately 350 individuals with developmental disabilities at 7 program sites in Solano County including Benicia. Pace Solano employs over 200 individuals who provide quality day programming and life skills training to the individuals that attend our program sites. Pace Solano has a fleet of over 30 vehicles that transports approximately 350 individuals to day program and job sites throughout Solano County. Pace Solano may be contacted at (707) 448-2283 or after hours through Benicia Dispatch.

Solano County In-Home Support Services (IHSS) - The IHSS program, managed by the Solano County Department of Health and Social Services, is designed to maintain low-income elderly, as well as disabled adults and children, safely in their own homes. Without IHSS services, recipients would require out-of-home care. Each recipient chooses an individual provider. A social worker provides limited case management, an annual home visit and consultations with medical providers, family members and other support systems.



2.11 CRITICAL FACILITIES

Critical facilities include public safety and critical infrastructure that may be needed during an emergency. Many City maintained critical facilities provide governmental functions, such as Fire stations, Police station, and both water and wastewater treatment facilities. Each of these departments has their own evacuation plan and continuity of operations strategies that coordinates with the City of Benicia Emergency Operations Plan to ensure their continued essential function. In the case of utilities such as water and sewer, the loss of services at any facility due to an evacuation could create major resource supply challenges to the EOC staff. Mutual aid resources will likely be needed to provide water and back-up power to certain facilities until the main service is restored.

Facilities such as schools, daycare centers, assisted living centers, board and care, adult residential facilities, and other facilities with unique evacuation support needs should also have their own evacuation plan that is coordinated with the city. When considering the movement of clients or residents to avoid hazards, whether within or outside of the facility, the city will consider the inherent risk that the movement and travel conditions could have on an individual's health. The City will involve the Benicia Unified School District and/or the Solano County Department of Health and Social Services for information and direction on the evacuation of these types of facilities. The following are several optional strategies and protective actions for critical facilities:

- Sheltering-in-place without moving clients.
- Depending on the degree of risk, facility staff may decide to remain in place because the threat may have less impact on client health and safety than a voluntary evacuation (Example: A facility becomes aware of a chemical release that will affect it within a short period and the local government advises staying indoors or evacuating the area. Evacuation could expose patients or residents to greater risks than sheltering-in-place).
- Sheltering-in-place on the same level (Example: An evacuation may be necessary from one side of a building or one floor to another based on an approaching or impending threat. Staff would be expected to identify the path and speed of the threat to ensure a timely movement of their residents, patients, staff, and critical equipment).
- Sheltering-in-place vertically, up, or down (For fast-moving, short-duration events, it may be necessary to move residents above or below the ground floor. This is usually done because the time in which to respond to a serious hazard is extremely limited. Lower-level sheltering may be required for high-wind scenarios or during threats from some human induced threat (e.g. a nearby impending explosion). Upper-level sheltering may be required for scenarios involving very fast-moving waters or during the release of low-lying chemicals in the immediate area).



- Evacuating just outside of the facility.
- Evacuating to a nearby like facility.
- Evacuating to a distant like facility.
- Evacuating to a shelter and the originating facility continues to provide all staff and support services.
- Evacuated to a state or federally run medical station/facility

Schools, medical facilities, and care facilities will undertake evacuations using their own resources. Although the assistance of governmental or public resources may be necessary, these facilities are responsible for transportation of the persons in their care and are required by law or regulation to develop their own Evacuation Plan specific to the needs of their respective populations.

Additional communities within the city with populations that include persons with disabilities and other access and functional needs that should be considered when evacuating include:

- **Rancho Benicia Mobile Home Park** - 300 East H Street, Benicia, CA 94510
- **Casa de Villarasa Apartments** - 383 East I Street, Benicia, CA 94510

The City will notify, if circumstances of the event permit, people and caregiver groups who may require additional time to evacuate during a Local Evacuation or Evacuation Advisory. Priority attention will be given to notifying special needs population service providers. This will enable them to contact their clients and alert them of evacuation advisories and provide additional resources and instructions.

2.11.1 Critical Infrastructure and Businesses

Critical infrastructure and key resources are the components that are necessary for the health and welfare of the population of the community. These components include public safety services, health care, utilities, transportation systems, lifelines, and facilities that, if impacted by a hazard event, could result in high potential loss or release of hazardous materials.

The value of critical infrastructure and key resources (CIKR) is based on the essential functions and services they provide, particularly following an incident, emergency, or



disaster. Essential functions and services enable agencies to provide vital service, exercise civil authorities, maintain the safety and well-being of the general populace, and sustain the industrial/economic base in an emergency.

Public Services

- Police and fire stations (public safety)
- Emergency Operations Centers
- Evacuation shelters
- Schools
- Community centers

Facilities

- Valero Refinery
- Lake Herman Dam
- Airports
- Industrial Area

Historical

- Historical Buildings
- Landmarks/ Monuments

Lifeline Systems

- Potable water
- Wastewater/Sewer
- Oil/natural gas
- Electric power
- Communication

Transportation Systems

- Highways and bridges
- Railways
- Waterways
- Mass transit

2.11.2 Commercial Vehicle Diversion Areas

An evacuation or temporary closer of a major city facility or industrial area may result in several commercial vehicles needing to be diverted out of the area until it is safe for them to return and resume normal deliveries or pickups. Because these vehicles are often large and are not practical for city parking lots or streets, alternate roadways that will allow for easy access to highways and parking that will not obstruct evacuation routes or responder operations. The city has identified the following potential locations:

- **North/East Staging Area** – 6300 blk - 2100 blk Goodyear Road
- **North Staging Area** – 2200 blk – 800 blk Lake Herman Road
- **North/East Staging Area** – 8000 blk Cummings Skyway (Crockett) – 300 blk Cummings Skyway (Martinez)

For detailed maps refer to **APPENDIX D: COMMERCIAL VEHICLE DIVERSION AREAS.**



2.12 SECURITY REQUIREMENTS

After people have been evacuated, access back into the damaged areas will be controlled to secure the area, allow for emergency response operations, and protect public safety. Access Control Points will be established through staffed check points, road blocks, or road closures and can be used to establish outer and inner perimeter controls. These specific Access Control Points may be assigned by the on-scene incident commander or assigned as identified by Police Department standard operating procedures maintained outside of this Evacuation Annex. The outer perimeter control will be used to provide information and reduce sight-seeing traffic. The inner perimeter control will function to restrict traffic to emergency response vehicles and personnel only. Should caretakers arrive at an inner perimeter control point and ask to be granted access to facilitate an evacuation, the decision to allow them access will be made by on-scene public safety personnel, incident command or the Benicia EOC.

Once an area is evacuated, it needs to be kept clear for security reasons, the safety of responders, and to keep individuals out of hazardous areas. Perimeter control is normally accomplished by establishing Access Control Points, roadblocks, or road closures supplemented by suitably equipped mobile patrols.

When possible, law enforcement personnel will also conduct periodic patrols within the secured areas, to deter theft and looting of abandoned residences. Access back into the evacuated areas should initially be limited to:

- Emergency service and public works personnel.
- Utility companies engaged in restoring utility services.
- Contractors restoring damaged buildings, clearing roads, and removing debris.
- Commercial vehicles delivering food, essential supplies, life support equipment, construction supplies, and other related materials.
- Media representatives.

Law enforcement will be present at designated evacuation control points, evacuation arrival points and shelter sites for security, crowd control, and to deter criminal activity. The Benicia Police Department may request mutual aid from the Solano County Sheriff's Office who serves as the Operational Area Law Enforcement Coordinator. The Benicia Police Department has coordinated with the following law enforcement agencies for their assistance.



LAW ENFORCEMENT ASSISTING AGENCIES AND ROLES	
Agency	Primary Assistance Role
California Highway Patrol	<ul style="list-style-type: none"> • Traffic control/ Access control on highways or County roadways
Solano County Sheriff	<ul style="list-style-type: none"> • Traffic control/ Access control on County or City roadways • Security, traffic, and crowd control at the Evacuation Arrival Point – Solano County Fairgrounds • Security and crowd control for Haz Mat decontamination operations.
CSU Cal Maritime Police Department	<ul style="list-style-type: none"> • Security, traffic, and crowd control at the Evacuation Arrival Point – Solano County Fairgrounds
Vallejo Police Department	<ul style="list-style-type: none"> • Traffic control/ Access control on City roadways • Traffic and crowd control at the Evacuation Arrival Point – Solano County Fairgrounds
Solano County Mobile Field Force	<ul style="list-style-type: none"> • Traffic control/ Access control on County or City roadways • Security, traffic, and crowd control at the Evacuation Arrival Point – Solano County Fairgrounds • Security and support for the Solano County or local Hazardous Materials Team decontamination operations.
Contra Costa Sheriff	<ul style="list-style-type: none"> • Traffic control/ Access control on County or City roadways • Security, traffic, and crowd control at the Evacuation Arrival Point – Contra Costa County Events Center -Antioch
Antioch Police Department	<ul style="list-style-type: none"> • Traffic control/ Access control on City roadways • Traffic and crowd control at the Evacuation Arrival Point – Contra Costa County Events Center



2.13 RE-ENTRY PROCEDURES

Guidance and procedures to ensure a coordinated, safe, and orderly re-entry into impacted communities following an incident is provided in the City of Benicia Emergency Operations Plan **Recovery Annex**.

Once the decision to repopulate an evacuated area is made and the evacuated area has been established as safe for reentry, persons who have evacuated will be allowed to return to their homes. Re-entry will be approved by the EOC Director after consultation with the Operations Chief and the Incident Commander. The Operations Section Chief will designate the Law Enforcement Branch and the Evacuation Movement Unit (EMU), if established, to coordinate the movement of sheltered persons back to their neighborhoods. All involved agencies will need to coordinate for an effective re-entry. The Re-Entry Coordinator is responsible for coordinating the re-entry procedures with all involved agencies and ensuring effective communication. Priorities for re-entry include:

- Safety
- Security
- Damage Assessment
- Restoration of Utilities and other Services
- Communication of Information
- Rescue and Recovery Operations
- Business Restoration

For safety reasons, an assessment should be completed before citizens re-enter the evacuated area. When an evacuation is required due to a catastrophic incident or the area to be repopulated may contain hazardous materials or contamination, the Solano County EOC shall coordinate with the Coastal Regional EOC, Cal OES and Federal Emergency Management Agency (FEMA) to have the area inspected and cleared for re-entry by Solano County Environmental Health and Cal Recycle. The re-entry assessment includes an evaluation that the following have been completed:

- Damage assessments to buildings and infrastructure
- Gas leaks or downed power lines repaired
- Water and sewer lines repaired; drinking water has been deemed safe
- Hazardous materials releases and residual contamination contained and do not pose a hazard
- Debris has been removed from major transportation routes
- Trees and other overhead structures are safe
- Search and rescue and any remains recovery operations have been completed



Once re-entry is deemed safe, the same public alert and warning systems can be used to disseminate information regarding the opening and re-accessibility of evacuated areas. The EOC will notify evacuation arrival point and emergency shelter staff of the re-entry schedule and procedures. The public will be notified of the re-entry status through the notification process as outlined in the City of Benicia EOP **Public Information Annex** and may include phones, emergency broadcast radio, television, press releases, informational phone lines such as 2-1-1, community briefings, and informational updates at shelters. The City website must be updated with reentry information for the people who evacuated out of the city or county.

Once evacuees are permitted to return, it is important that procedures are established to properly identify residents and critical support personnel, as well as ensure the legitimacy of contractors, insurance adjusters, and other personnel. Re-entry points should be staffed by law enforcement personnel.

Transportation resources will be required to return evacuees needing transportation assistance from evacuation arrival points and/or shelters back to their communities. The transportation resources will need to be coordinated with the City EOC. Traffic management plans identifying preferred re-entry routes will need to be established to direct the return of evacuees to their communities.

There is a potential that people with disabilities and others with access and functional needs may not be able to enter their homes, especially if required ramps or other means of access have been destroyed. Due to these considerations, short-term housing can be identified in coordination with community partners that can accommodate the needs of people with disabilities and others with access and functional needs. Potential sites could include hotels or motels, apartment buildings, or portable trailers with ramps. It is also important that these temporary housing sites be in proximity to necessary support networks.

Volunteer support in this re-entry period is crucial, as volunteers can support local jurisdictions and individual neighborhoods/communities with collecting data, providing literature and information, as well as provide other supporting services as directed by the EOC.



2.14 EVACUATION OF ANIMALS

Any emergency resulting in the evacuation and sheltering of people will result in impacts to livestock and animals within the impacted area. Ensuring for the evacuation, transportation, care, and sheltering of animals is an important factor in evacuation planning. Many people will refuse to evacuate their homes if they cannot take their pets with them.

In October 2006, the Pets Evacuation and Transportation Standards (PETS) Act (PL 109-308) was signed into law. This Act is an amendment to the Stafford Act, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.). This legislation requires states accepting federal funding for homeland security under the Stafford Act to ensure that state and local emergency preparedness plans “take into account the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency”. This law requires local civil preparedness plans to include provisions for evacuating pets and service animals of people with disabilities.

California Government Code Sec. 8608 ensures that California complies with this federal requirement through the incorporation of the California Animal Response Emergency System (CARES) program, into the State’s Standardized Emergency Management System (SEMS). The CARES program was developed under the California Department of Food and Agriculture (which has jurisdiction over animal rescues) in 1997 to coordinate State agency response in assisting local government and volunteer organizations to address the needs of animals during disasters.

It is estimated that up to 25 percent of pet owners will refuse to evacuate without their animals. Furthermore, about 30-50 percent of pet owners will accidentally leave pets behind, and approximately 50-70 percent of those individuals who leave animals behind, will attempt to re-enter an evacuated site to rescue their animals. Pets left behind in the evacuated area are also a potential danger to first responders. Therefore, it is imperative that evacuation plans address pet evacuation and sheltering procedures to protect both human and animal health and safety. In most cases, the American Red Cross, the Solano County Sheriff’s Animal Control and the Benicia or Solano EOC will coordinate and attempt to collocate animal shelters with people shelters.

Animal owners are primarily responsible for the evacuation and sheltering of their animals. It is the responsibility of each pet owner to develop and carry out their individual evacuation plan for their animal. The individual pet evacuation plan should include the evacuation and transportation of animals from their property to animal shelters. Pet owners should decide, if time allows, to take their animals with them, including vaccination records and identification for each animal. Owners should contain animals or put them on a



leash, Owners who need to leave animals behind to leave ample food and water supplies for 3-5 days and do not tether their animals. Upon arrival to a human shelter, pet owners should advise authorities of types of animals and locations where animals were left for search and rescue teams.

2.14.1 Animal Services Evacuation Checklist

Animal Services Evacuation Checklist	
<input type="checkbox"/>	Refer to the ADA Requirements for Service Animals (https://www.ada.gov/service_animals_2010.htm) for information regarding companion animals, service animals, and pets.
<input type="checkbox"/>	Assist in determining external resources needed to assess the damage and impact to wildlife and contact the California Department of Fish and Wildlife for response actions.
<input type="checkbox"/>	Respond to marine life emergencies by coordinating with the California Department of Fish and Wildlife.
<input type="checkbox"/>	Assist the California Department of Fish and Wildlife with the coordination of specialized personnel and equipment, and assessment of oil-soaked birds or other marine life in response to injured or dead wildlife. Report oiled animals to the Oiled Wildlife Care Network.
<input type="checkbox"/>	Assess overall animal response needs.
<input type="checkbox"/>	Assist with livestock relocation requests and efforts with animal owners. The type of emergency and other factors will determine the type of location appropriate. Owners should provide adequate water for their animals and apply at least one form of identification on each animal. If evacuation of livestock becomes necessary, owners are responsible for arranging transportation to an animal care facility that will be identified. If the owner is unable to provide transportation, ESF #11 – Food, Agriculture, and Animal Services should coordinate with ESF #1 – Transportation to assist the owner(s).
<input type="checkbox"/>	Identify animal care facilities in the case of evacuation.
<input type="checkbox"/>	Assess the safety of deploying units to rescue domestic animals.
<input type="checkbox"/>	Deploy resources to rescue domestic animals from affected, evacuated, and/or otherwise unsafe areas.
<input type="checkbox"/>	Set up staging areas, field/mobile incident command, emergency animal shelters, and support units to rescue, evacuate, and shelter domestic animals.
<input type="checkbox"/>	Determine resource needs and submit resource requests, as appropriate.
<input type="checkbox"/>	Coordinate screening and triage for animals affected by the disaster.



Animal Services Evacuation Checklist	
<input type="checkbox"/>	Provide and/or coordinate basic emergency medical care for injured animals (non-oiled wildlife). Speak with local wildlife rehabilitation clinic on what to do with any wildlife brought to a shelter. Injured wildlife can decompensate quickly. Skilled and permitted rehabilitation facilities, from California, can be found at https://www.wildlife.ca.gov/Conservation/Laboratories/Wildlife-Investigations/Rehab/Facilities .
<input type="checkbox"/>	Coordinate transportation to an appropriate facility for domestic animals needing advanced medical care, sheltering, and boarding.
<input type="checkbox"/>	Assist with containment and surveillance efforts.

For details of animal intake and reunification actions at the shelter, refer to the Benicia Care and Shelter Annex.

2.14.2 Solano County Sheriff’s Animal Control

The Solano County Sheriff’s Animal Control is the lead agency in Solano County to support the evacuation and care of small and large animals. Solano County Sheriff’s Animal Control is available to transport and shelter animals during an emergency. Their operation includes the use of several available resources to include:

- 6 – Animal Control Trucks (6-8 animals)
- 1 – Pet Adoption Trailer (12-20 animals)
- 1 – Transport Van (6-12 animals)
- 1 – Livestock trailer (2 horses)

If an area needs rapid evacuation, additional buses may be directed into the impacted area to evacuate citizens. In this case, the buses could be organized into task forces that include several buses followed by animal transportation unit (e.g., trailer and animal kennels/crates) so that evacuees can load their pets onto the trailer and then board the buses. Solano County Sheriff’s Animal Control will support or coordinate the support, using volunteer or other authorized organizations, with evacuation strike teams. The evacuation strike teams will be directed by the Benicia EOC, Law Enforcement Branch, Evacuation Movement Unit.

Solano County Sheriff’s Animal Control Officers, Solano County Sheriff’s Animal Care Shelter assist in the rescue, transport, and sheltering of small and large animals.



- **Solano County Animal Shelter**
2510 Clay Bank Road Fairfield, CA 94533
Phone (707) 784-1356

Local private animal facilities with the City of Benicia include:

- **Animal Clinic of Benicia**
402 Military E, Benicia, CA 94510
707-745-5993
- **Benicia Cat Clinic**
1410 East 2nd Street, Benicia, California, 94510
707-745-2287
- **Southampton Pet Hospital, Ltd.**
490 East L Street, Benicia, CA 94510
707-745-1135
- **VCA Benicia Animal Hospital**
335 W. Military St., Benicia, CA, 94510
707-745-4600

2.14.3 Small Animal Evacuation

The responsibility to evacuate and shelter a person's pet is the responsibility of the pet owner. It is assumed that residents who have their own means of transportation will evacuate with their small household pets. Residents who do not have access to vehicles will need to secure their pets in cages or carriers for transportation.

Animal Control Officers will work with animal services agencies and volunteers to develop an animal tracking methodology by tagging individual animals and entering the information into the Department's pre-existing shelter database. If residents do not have the required cages or carriers the Solano County Sheriff's Animal Control and the Benicia Fire Department maintains a limited cache of pet carriers that may be used.

2.14.4 Large Animal Evacuations

Livestock owners have the responsibility to maintain their own plans/means of transporting their large animals. However, jurisdictions must not assume that owners will have their own trailers. Solano County Sheriff's Animal Control will provide support with



transportation of large animals, using Animal Services' trailers or through volunteer groups' trailers. Solano County Sheriff's Animal Control may provide pet owners information of nearby kennels, animal shelters, and veterinary clinics that may temporarily shelter pets. Through the Solano County Sheriff's Office of Emergency Services, the Solano County Sheriff's Animal Control may also ask that a temporary pet shelters be set up at fairgrounds, parks, and other similar facilities.

If local resources become overwhelmed during the disaster response, the Solano County EOC may request assistance through the Coastal Regional EOC from the California Department of Food and Agriculture, the lead agency for the California Animal Response Emergency System. If necessary, the California Department of Food and Agriculture will coordinate requests for federal assistance. The California Animal Response Emergency System participants will activate and respond to animal rescue, emergency care and shelter, veterinary care, and general assistance for animals, at or near the facilities sheltering and caring for people. Solano County may also contact the UC Davis Veterinary Emergency Response Team (VERT).

2.14.5 Veterinary Emergency Response Team (VERT)

The Veterinary Emergency Response Team (VERT) at the UC Davis School of Veterinary Medicine is a volunteer group lead by a core of 4 faculty and staff with extensive experience in animal rescue and disaster medicine. The VERT Medical Reserve Corps (MRC) is a separate entity comprised of faculty, students and staff who are interested in learning hands-on skills and providing limited service for local animal emergency response and disaster management when requested by government services. Members of VERT MRC receive training in the Incident Command System (ICS) and National Incident Management System (NIMS), animal sheltering, disaster medicine, evacuation methods etc and can become registered Disaster Service Workers. (www.medicalreservecorps.gov/HomePage).

The VERT can be contacted by calling Solano County Sheriff's Office of Emergency Services via Solano County Sheriff's Dispatch.



3.0 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

The decision to order an evacuation will be made by the Incident Commander at the local level based on situational reports. The City of Benicia will be responsible for activating the City EOC during an incident and for communicating and coordinating resources with the Solano County EOC. If two or more communities are impacted by an evacuation effort, then incident response will be coordinated through the Solano County EOC under a Unified Command. The roles and responsibilities of local, County, State, and Federal governments in an evacuation effort are summarized in the following sections. In addition, departments and agencies assigned responsibilities in this annex are accountable for developing and maintaining Standard Operating Procedures (SOPs) which cover those responsibilities. The responsibilities listed in this section expand on and add to the response activities identified in Table 3 above.

3.2 ASSIGNMENT OF RESPONSIBILITIES

3.2.1 City of Benicia

The decision to order an evacuation will be recommended to an authorized individual, as defined in section 2.6.1, by the Incident Commander at the local level based on situational reports. The authorized individual will consider the recommendation and issue an order to shelter-in-place or evacuate as appropriate. The City of Benicia will be responsible for activating their EOC during an incident and for communicating and coordinating resources with the Solano County EOC.

The City of Benicia EOC may activate in support of a low-level or medium-level evacuation. When the city initiates a high-level evacuation, it will be necessary for the city to activate the EOC for support and coordination. A high-level evacuation will require the support of jurisdictions and agencies outside the City of Benicia. Therefore, the Solano County OES shall be notified of the City EOC activation and a request shall be made for the Solano County EOC to be activated to carry out the Operational Area (OA) coordination function. This request may be made through the Solano County Sheriff's Dispatch or directly to Solano County OES Emergency Services Manager or Assistant Emergency Services Manager. When the City EOC is activated specific roles and responsibilities of the positions in the EOC are required and described in the City's EOP. Some of those responsibilities include:

- Identify staffing requirements and maintain current notification procedures to ensure appropriately trained city personnel are available for extended emergency duty in the City EOC, or field command posts, as needed.



- Develop and maintain procedures to ensure that the current inventory of city resources and contact lists are available.
- Develop and maintain procedures for identification, location, commitment, deployment, and accountability of applicable emergency support resources.
- Provide, if capable, personnel, equipment, and other assistance to support emergency response and recovery operations.
- Provide situational/operational information in accordance with existing procedures and/or as requested by the Operational Area.

Evacuation Movement Unit in EOC. The Benicia Police Department is the primary agency for the evacuation coordination of citizens from a threatened area within the city. As part of their EOC responsibility as the Law Enforcement Branch, they will manage the Evacuation Movement Unit (EMU) and will be responsible for the coordination of resources to implement the evacuation plan. The primary task of the EMU is to:

- Identify the evacuation routes for those evacuating by city roadways and onto other city roadways or highways.
- Gather and provide situation awareness as to effectiveness of evacuation movement.
- Coordinate with transportation agencies within the operational area that are impacted by the evacuation effort.
- Coordinate with the PIO staff to coordinate evacuation process messaging.
- Coordinate with Solano Transit regarding the establishment of Evacuation Pick-up Point at their bus stops or other specially designated locations in the impacted area, and the direction and movement of evacuees using public transit.
- Coordinate routes and situational reports to Evacuation Task Forces or the Solano County EOC that may be moving people from other threatened areas outside the city.
- Ensure that support agencies are activated to manage the Evacuee Arrival Point locations

The EOC Evacuation Movement Unit will be assisted by other law enforcement and support agencies. Law enforcement agencies, public works departments, and public and private transportation providers will conduct evacuation operations. Procurement, regulation, and allocation of resources will be accomplished by those designated. Evacuation operations will be conducted by the following agencies:

- Benicia Police Department and other Law Enforcement Agencies
- Benicia and Solano County Sheriff's Animal Control
- Benicia Fire Department and other Fire and Rescue Agencies
- Benicia Public Works
- Solano County Department of Health and Social Services
- Benicia Parks and Community Services
- Benicia City Manager's Office



- Other City Departments as assigned
- Non-governmental Organizations (NGO), Community Based Organizations (CBO), and Private Sector or Volunteer Organizations Active in Disasters (VOAD)



Evacuation Roles and Responsibilities				
Department/ Agency	Responsibilities	Coordination and Emergency Management	Public Warning	Transportation and Evacuation Control
City Manager	Ensuring public safety and the welfare of the people in the City.	<p>Authority for the activation of the EOC.</p> <p>Appoint an EOC Director to take the lead in EOC direction and control in response to the evacuation.</p> <p>Maintain working relationships with local partners.</p> <p>Implement overall policy decisions.</p> <p>Implement laws and regulations that support emergency management and response.</p> <p>Ensure that local emergency proclamations are issued and approved, as required.</p>	<p>Support the public information function by providing media and public information as requested.</p> <p>Coordinate with the Public Information Officer and Joint Information Center.</p>	
EOC Director	Support and coordinate with the ICPs and carryout the City's role in response to and recovery from the emergency or disaster.	<p>Activate an Information Coordination conference call or meeting that will include essential stakeholders.</p> <p>Ensure situational awareness and assess the threat or hazard.</p> <p>Identify necessary steps to ensure public safety and information.</p> <p>Activate the EOC to the appropriate level, in coordination with the County EOC.</p>	<p>Coordinate the activation of public alert systems and messages</p> <p>Support to the City PIO.</p> <p>Direct the activation of the Joint Information Center as needed.</p> <p>Ensure the PIO provides public information on available evacuation routes, transportation</p>	<p>Identify potential resources for providing evacuation transportation services.</p> <p>Arrange for, or coordinate logistical support, including transportation of evacuees and supplies.</p>



Evacuation Roles and Responsibilities				
Department/ Agency	Responsibilities	Coordination and Emergency Management	Public Warning	Transportation and Evacuation Control
		<p>Notify staff of EOC activation and staff appropriate positions.</p> <p>Ensure EOC action plans are developed, approved and disseminated</p> <p>Approve the release of alert and warning instructions, media releases and other emergency public information related to the evacuation effort.</p> <p>Receive and verify situation reports and identify/estimate evacuation transportation needs.</p> <p>Request assistance from internal and external evacuation support agencies, and communication resources needs, as appropriate.</p> <p>Maintain coordination and communication between the EOC and local jurisdictions that may be affected by the evacuation.</p> <p>Contact American Red Cross (ARC) and other support agencies (see section 2.6.5) to provide care for the needs of displaced population.</p>	<p>options, mass care sites, and services provided.</p>	



Evacuation Roles and Responsibilities				
Department/ Agency	Responsibilities	Coordination and Emergency Management	Public Warning	Transportation and Evacuation Control
Police Department	<p>Supports information coordination and threat assessment.</p> <p>Makes Evacuation recommendations and decisions.</p> <p>Limits entry and controls access to evacuated areas.</p> <p>Provides traffic control, road closures, and coordinates the movement of evacuees.</p> <p>Provides security and traffic control at the Evacuation Arrival Points.</p> <p>Establish Security for vital facilities and essential supplies.</p>	<p>Report as the Operations Section Chief at the EOC. Serve in Law Enforcement Branch if not as the Section Chief.</p> <p>Provide evacuation notification and advisory to unsafe areas.</p> <p>Identify transportation and evacuation points.</p> <p>Coordinate relocation of people to safe areas with other agencies.</p> <p>Search vacated areas to ensure that all people have received warnings.</p> <p>Provide initial field situation reports and updates from field units.</p> <p>Coordinate the provision of transportation resources to access and functional needs populations.</p> <p>Provide traffic control measures for evacuation effort.</p> <p>Provide law enforcement and crowd control at transportation points, evacuation points and mass care facilities.</p> <p>Provide security and access control to evacuated areas.</p> <p>Request mutual aid assistance from the Solano County EOC.</p>	<p>Use loud speakers on police vehicles to alert those in the immediately threatened areas.</p> <p>Give ample and redundant information to critical facilities, such as day cares, schools, adult residential care, skilled nursing, board, and care, etc. These will need additional time to close or evacuate and may need to close or evacuate as a precautionary action.</p> <p>Identify persons and populations that appear to be needing special assistance.</p> <p>Assign Police Dept. PIO to the ICP or EOC, and as part of the JIC.</p>	<p>Directing motorists toward designated / safest evacuation routes. In coordination with the Evacuation Zone Map or Evacuation Movement Unit in the EOC.</p> <p>Control and monitor primary routes and area access.</p> <p>Assign or locate the Evacuation Pick-up Points or locate alternative safe havens if these are not available/accessible and support orderly evacuation.</p> <p>Ensure mass transit pick-up and movement of those needing assistance.</p> <p>Define traffic control areas using the preestablished Evacuation Zones.</p> <p>Close roads that will not be used as the primary egress or ingress routes to the evacuated area. They will be assisted with road closure support by the Sheriff, CHP, and local police.</p> <p>Station tow trucks on</p>



Evacuation Roles and Responsibilities				
Department/ Agency	Responsibilities	Coordination and Emergency Management	Public Warning	Transportation and Evacuation Control
		Establish traffic control and other measures to permit re-entry into the impacted communities.		<p>evacuation routes to assist disabled vehicles by towing, impounding and/or simply clearing roadway.</p> <p>Facilitate the movement of emergency vehicles with CHP and local police.</p> <p>Limit the entry into areas designated for evacuation by staffing ingress and egress through Access Control Points.</p> <p>Post-emergency: Coordinate the return movement of evacuees back to their homes.</p>
Fire Department	Fire protection and search and-rescue services.	<p>Assist with evacuation efforts and medical response.</p> <p>Coordinate rescue operations.</p> <p>Provide fire protection and search and rescue in the vacated areas.</p> <p>Support public safety in evacuation execution.</p>		
Public Works	<p>Lead the Public Works Branch in the City EOC.</p> <p>Provide support in the movement of evacuees during an emergency.</p> <p>Support the EOC when activated in the Evacuation Movement Unit in</p>	Report to the Operations Section Chief at the EOC and in the Public Works Branch or Evacuation Movement Unit. CalTrans may also have representatives in this unit.	<p>Provide data for the City webpage.</p> <p>Coordinate information with the City or County PIO to insure valid and</p>	<p>Provide field support to law enforcement by providing barricades, signage, and other traffic related services.</p> <p>Inspect and report on city roads.</p>



Evacuation Roles and Responsibilities				
Department/ Agency	Responsibilities	Coordination and Emergency Management	Public Warning	Transportation and Evacuation Control
	the Law Enforcement Branch of the Operation Section.	<p>Coordinate Public Works and traffic control resources.</p> <p>Monitor and control city-wide traffic.</p> <p>Communicate with Public Works staff in the County EOC.</p>	consistent public messaging.	At the direction of law enforcement, open and close city roads.
Park and Community Services	<p>Provide support for the set-up of the Evacuee Arrival Point(s)</p> <p>Assist ARC in providing mass care services.</p>	<p>Assist ARC in providing mass care.</p> <p>Ensure specialized services are provided as required for people with disabilities and other access and functional needs.</p> <p>Assist ARC in coordination with the Logistics Section of the EOC to ensure the transportation of evacuees to and from shelters.</p> <p>Provide care for unaccompanied minors at the Evacuation Arrival Point until shelters are established, and they can be reunited with their legal guardians. If they cannot be reunited with their legal guardians, the Law Enforcement Branch in the EOC should be contacted to request appropriate Law Enforcement agency for assistance.</p>		



Evacuation Roles and Responsibilities				
Department/ Agency	Responsibilities	Coordination and Emergency Management	Public Warning	Transportation and Evacuation Control
Animal Control	Coordinate animal evacuation and sheltering as needed.	<p>Develop and implement a system to identify and track animals received during a disaster.</p> <p>Assist with the intake and care of household pets at the Evacuee Arrival Point.</p> <p>Coordinate the transportation of animals to animal care facilities as requested.</p> <p>Coordinate with Care and Shelter Branch to place evacuated animals. Attempt to place animals with owners when possible.</p> <p>Coordinate the movement of Animal Control Officers to support an Evacuation Task Force.</p> <p>Coordinate the movement of animals at the EOC. This would include coordination with the County EOC. This is especially true for larger animals. The California Department of Food and Agriculture (CDFA) would support this animal care and movement at the REOC.</p> <p>Coordinate with CERTs and other volunteers who may be assisting with animal care issues, including staffing the shelter for a long-term incident.</p> <p>Support animal reunification efforts.</p>		



Evacuation Roles and Responsibilities				
Department/ Agency	Responsibilities	Coordination and Emergency Management	Public Warning	Transportation and Evacuation Control
Solano County Health and Social Services (HSS)	<p>Coordinating the movement of people with access and functional needs (not a resident of a nursing or medical facility with their own evacuation plan) populations identified during an evacuation situation.</p> <p>Solano County HSS will also provide medical and mental health intake and assistance within shelters, and evacuee arrival points.</p>	<p>Provide staff member to Benicia EOC.</p> <p>Coordinate and assist in the identification, provision, or dissemination of information on the appropriate services to individuals with special needs.</p> <p>Track patients in the HSS services system that need special assistance.</p> <p>Coordinate relocation transport of evacuees that arrive at the evacuee arrival points but need a high level of care because of acute medical conditions.</p> <p>Provide medical staff to support the screening of evacuees at the evacuee arrival point(s).</p> <p>Provide specialized Environmental Health, disease monitoring and other health staff to evacuee arrival points and shelters.</p> <p>Support disaster victims and/or shelter inhabitants in understanding what recovery programs may be available to them.</p>		



3.2.2 Solano County

Upon the request of the City of Benicia EOC, the Solano County EOC shall activate to provide support and coordination within the Operational Area. Solano County law enforcement, and health and social services will be the primary forms of Mutual Aid, however, regional law enforcement, and other support agencies may be required to support an evacuation effort. All other County Department's roles in an evacuation effort will be coordinated through the County EOC.

The Solano County Law Enforcement Coordinator is responsible for coordinating transportation resources and operations on a countywide basis. This coordination will be accomplished in the Solano County EOC with the assistance of the involved City EOCs. When the Solano County EOC activates in accordance with SEMS, the Coastal Regional EOC (REOC), followed by the State Operations Center (SOC), activates in support of the Solano County EOC. Given the potential extensive impact of evacuations, the EOC management should consider instituting the local emergency proclamation process. A Proclamation of Local Emergency provides:

- Emergency powers
- Liability protections
- Access to standing local mutual-aid agreements (MAAs)
- Support for applying for recovery assistance under the California Disaster Assistance Act (CDAA)

The County agencies with primary roles in evacuation operations are Solano County OES, Sheriff's Office, Department of Health and Social Services, Solano County Sheriff's Animal Control Resources Management/ Public Works & Environmental Health.

Solano County OES

- Coordinate evacuation efforts with local jurisdictions that may be affected by the evacuation.
- Coordinate resources in support of evacuation efforts.
- Coordinate or assist with the release of warnings, instructions, and other emergency public information related to the evacuation effort.
- Report situation and damage assessments to Cal OES.
- Maintain expenditure records to facilitate reimbursement.
- Coordinate and maintain files of all initial assessment reports.
- Coordinate the development of after-action reports.

Solano County Sheriff's Office

- Assist the Benicia PD to provide evacuation notification and advisory to unsafe areas of the city or unincorporated areas of the county.



- Identify transportation and evacuation points as requested within the unincorporated areas of the county.
- Assist in the relocation of people to safe areas with other agencies.
- Assist the Benicia PD in searching vacated areas of the city or unincorporated areas of the county to ensure that all people have received warnings.
- Provide initial field situation reports and updates from field units and Aerial Support to Regional Enforcement Agencies if available.
- Coordinate with the American Red Cross (ARC) for potential and confirmed evacuation and shelter needs of displaced population.
- Assist Health and Social Services with transportation resources to assist in the evacuation of individuals with disabilities and others with access and functional needs.
- Provide traffic control measures for evacuation effort.
- Provide law enforcement and crowd control measures at transportation pick-up points, evacuation arrival points and mass care facilities as requested.
- Coordinate with fire agencies and provide security and crowd control for hazardous materials decontamination.
- Provide security and access control to vacated areas.
- Request mutual aid assistance from the Regional Law Enforcement Coordinator.
- Assist Benicia PD to establish traffic control and other measures to permit reentry into the impacted communities as directed.

Fire Agency Mutual Aid

- Coordinate with the Benicia FD and assist with evacuation efforts and medical response.
- Coordinate with the Benicia FD and assist with rescue operations.
- Coordinate with the Benicia FD and assist fire protection and search and rescue in the vacated areas.
- Coordinate with the Benicia FD and support public safety in evacuation execution.
- Coordinate with the Benicia FD and assist with evacuation of people with disabilities and others with access and or functional needs.
- Coordinate with the Benicia FD and assist with evacuation medical screening as needed at the evacuation arrival points.
- Coordinate with the Benicia FD and assist with hazardous materials decontamination efforts of evacuees as needed and coordinate security and crowd control with law enforcement.

Health and Social Services (HSS)

- Assist American Red Cross (ARC) in providing medical and mental health support at mass care shelters and evacuee arrival points.
- Following the County's Care and Shelter Annex, ensure shelter operations are integrated and inclusive of individuals with disabilities and others with access and or functional needs.



- Assist ARC in coordination with the Logistics Section of the Solano County EOC to ensure the transportation of evacuees to and from shelters.
- Provide care for unaccompanied minors until they can be reunited with their legal guardians. If they cannot be reunited with their legal guardians, the Law Enforcement Branch in the Solano County EOC should be contacted to request appropriate Law Enforcement agency for assistance.
- Conduct health surveillance in shelters to ensure safe and sanitary conditions.

Solano County Sheriff's Animal Control

- Direct emergency animal control operations during a disaster within the unincorporated areas.
- Provide mutual aid resource support to impacted jurisdiction(s) to ensure effective care is provided for displaced animals.
- Coordinate emergency animal control operations during a disaster if more than one jurisdiction is impacted.
- Develop and implement a system to identify and track animals received during a disaster.
- Coordinate the transportation of animals to animal care facilities as requested.
- Coordinate care and shelter provisions for household pets and service animals.
- Support a reunification program to reunite animals with their owners.

Resource Management/ Public Works

- Inspect and report on county road condition.
- Inspect and report on drainage/flood control facilities.
- Inspect and report on County water and wastewater facilities and other county facilities.
- At the direction of law enforcement, open and close county roads.
- Upon request, assist Benicia Public Works with traffic and roadway control measures.
- Direct debris removal and recycling in the unincorporated areas.
- Provide logistical support for evacuee arrival points established within the county.

Resource Management/ Environmental Health

- Evaluate County facilities for re-occupancy after an emergency, including ventilation systems.
- Perform health hazard evaluations and provide recommendations to departments regarding disaster-related issues (including asbestos, lead, mold, etc.).
- Perform drinking water testing.
- Coordinate with evacuee arrival points, evacuation and emergency shelter managers to ensure sanitation standards are met (including initial facility safety evaluation, sanitation and food preparation programs).



3.2.3 State Agencies

A designated member of the CHP will function as the Cal OES Mutual Aid Region Movement Coordinator and will coordinate traffic control operations on a region-wide basis. The Movement Coordinator will be assisted by a representative of Caltrans, who will function as the Mutual Aid Region Transportation Coordinator. These coordinators will work between the OA and the State in coordination of resources.

The State agencies with primary roles in evacuation operations are Cal OES, the California Department of Transportation (Caltrans), California Department of Social Services (CDSS), and the California Highway Patrol (CHP). These agencies have the responsibilities listed below.

Cal OES

Provide for the public safety and welfare of the State's citizens. In an evacuation emergency the State's OES Director, in coordination with, and with the approval of the Governor, would aid the evacuation effort specifically through the following activities.

- Coordinating evacuation support operations by other State agencies
- Approving all mission taskings to State agencies
- Make, amend, or suspend certain orders or regulations associated with the response in accordance with State law.
- Communicate to the public and help people, businesses, and organizations cope with the consequences of any type of incident
- Activate the State National Guard, as needed
- Proclaim a State of Emergency
- Request Federal assistance including, if appropriate, a Stafford Act Presidential declaration of an emergency or major disaster. This is done if it becomes clear that State capabilities will be insufficient or have been exceeded
- Coordinate State and Federal resources to aid in disaster response and recovery

Caltrans

- Activate the Transportation Management Center (TMC)
- Report to the County EOC and serve in Operations Section, Law Enforcement Branch, Evacuation Movement Unit
- Provide reports and estimates of state roads, highways, bypasses, and bridges
- Establishes preferred routes in coordination with CHP in support of assigning effective evacuee corridors
- Activate Changeable Message Signs to inform motorists of road conditions
- Update the AM radio message and webpage to provide evacuees with clear directions
- Assessing the conditions of State highways and bridges and estimating the time needed to repair damage
- Determining potential road restrictions or closures



- In coordination with Cal OES, responding to requests from the affected Operational Areas for essential, supportive services related to the State highway infrastructure to help emergency service workers access affected sites

California Department of Social Services (CDSS)

- Through the Department's Disaster Services Section, support local emergency agencies in providing mass care support for those who cannot safely remain in their homes due to a disaster or emergency
- The Disaster Services Section assists in networking with/between counties through the Statewide Mass Care and Shelter Committee to identify and deploy mutual aid resources in support of mass care activities.
- Track resources needed for Emergency Support Function 6 (ESF-6) with other State agencies
- Coordinates with the American Red Cross to assist in training for shelter operations
- Staff the ESF-6 Branch at one or all three Regional Emergency Operations Centers and the State Operations Center (SOC) at the request of the State OES. Staff is augmented with trained members of the Volunteer Emergency Services Team

California Highway Patrol (CHP)

- Securing routes, regulating traffic flow, and enforcing safety standards for evacuation and re-entry into evacuated areas
- Coordinating interstate highway movement on regulated routes with adjoining states
- Establishing highway safety regulations consistent with location, type, and extent of event conditions
- Supporting Caltrans with traffic route re-establishment and continuing emergency traffic regulation and control procedures as required
- Provide the EOC with information regarding roadway issues such as infrastructure damage and transportation blockages
- Coordinate with the EOC Law Enforcement Branch for traffic control strategy



3.3 SAFETY CONSIDERATIONS FOR RESPONDERS

- Set trigger points for evacuation for example; “When the fire reaches this line, we will start the evacuation process”.
- Police officers who operate their patrol vehicles in a fire zone should:
 - Keep their overhead lights on
 - Turn spotlights to the sky
 - Keep windows on the vehicle rolled up
 - Keep the car running
 - Close the vents and air conditioner
 - Wear appropriate personal protective equipment
- Make sure that someone is tracking the houses that have been notified and those that have not. Additional efforts may be needed to ensure everyone has been notified.
- One of the dangers in a wild land fire are downed power lines. Make sure responders announce downed lines over the radio. Downed wires present a danger to both responders and evacuees.
- Fire retardant will make the roadway slick, making driving even more dangerous in the evacuation area.
 - Airdrops can knock over trees and down power lines
 - Airdrops can knock individuals to the ground.
 - Some aircraft can drop up to 10,000 gallons (80,000 pounds) of water during a single pass.
- Whatever is said on the radio will be broadcast on social media. Be aware of what you are saying and what impact it could have on the operation.



4.0 DIRECTION, CONTROL, AND COORDINATION

4.1 ACTIVATION AND TERMINATION

The decision to evacuate will depend entirely upon the nature, scope, and severity of the emergency; the number of people affected; and what actions are necessary to protect the public. The determination to evacuate will be made on a case-by-case basis, upon the recommendation of an incident commander, city manager, other public safety chief or their designee. The Benicia EOC may be activated to coordinate and conduct evacuations according to procedures outlined in the EOP. The Evacuation Annex is automatically activated when an incident occurs requiring an evacuation effort within the City of Benicia.

Activation and termination of this Plan shall be at the direction of:

- City Manager or designee acting as the Director of Emergency Services.
- Police Chief or designee.
- Fire Chief or designee.
- Solano County Health Officer

For purposes of definition, a designee may be appointed directly by the Chief or City Manager or may be the ranking on-duty supervisor.

4.2 COMMAND AND CONTROL

Basic command and control of a medium-level or high-level evacuation in the City of Benicia will follow the provisions outlined in the Benicia EOP. Any multi-jurisdictional evacuation effort will follow the provisions outlined in the Solano County EOP and the California Master Mutual Aid Agreement and will be coordinated by the Solano County EOC. All jurisdictions will operate according to NIMS and SEMS and respond utilizing the Incident Command System (ICS).

Response to an emergency or disaster is managed at the lowest level possible. Therefore, the City of Benicia will have the primary responsibility for evacuation preparedness and response activities and has developed an Evacuation Annex in coordination with the Benicia EOP. SEMS, NIMS, and ICS dictate that response to any incident is initiated by local resources. If the incident escalates beyond the capability of the City of Benicia or expands to affect multiple jurisdictions, Solano County, State, and possibly Federal resources will be requested through the Mutual Aid System and under the NRF.

Any large-scale response to an incident, including those resulting in the evacuation of more than two impacted communities, should be coordinated through the Incident Command, local fire and law enforcement, the local EOC, and the OA EOC with support from the CalOES Coastal Region.



The Solano County EOC will coordinate the overall multi-jurisdictional evacuation effort and the County Law Enforcement Coordinator will be responsible for coordinating County-wide evacuation activities. All coordination of evacuation will be coordinated with Incident Command, local EOCs, the Solano County EOC. Law enforcement agencies, highway/ road/ street departments, and public and private transportation providers will conduct evacuation operations in the field. In addition, it is critical that jurisdictional EOCs coordinate evacuation efforts with the Solano County EOC to avoid potential conflicts and allow the Solano County EOC to support if necessary. This may involve phasing community evacuation efforts or the allocation of critical resources. Should the incident require evacuation to Contra Costa County, Solano County EOC will communicate and coordinate evacuations efforts with Contra Costa County EOC and any responding resources from Contra Costa County.



5.0 INFORMATION COLLECTION AND DISSEMINATION

During an evacuation response effort, the Benicia EOC will utilize information provided by the incident commander and/or unified command, Solano County EOC and any other local EOCs activated to support an evacuation.

Situational awareness is crucial to an effective and successful evacuation. The Benicia and Solano County EOCs will coordinate with first responders, jurisdictional EOCs, and other supporting agencies to gather incident related information. Information including but not limited to, the type of incident, where it occurred, when it occurred, estimates of injuries, fatalities, identified or projected critical resource shortfalls, damage estimates are all factors that are relevant to an evacuation.

Situational awareness also includes identifying if there are any facilities (schools, care facilities, etc.) in the affected/hazard area, communities that need to be evacuated, estimates on number of evacuees, their support requirements and potential transportation and sheltering solutions. The Benicia and Solano County EOCs can support field responders and other jurisdictions in obtaining incident information and provide recommendations regarding evacuation.

For multi-jurisdictional evacuations, the Solano County EOC or a Multi-Agency Coordination (MAC) Group will coordinate with the Incident/Unified Command to recommend appropriate evacuation actions. Solano County EOC staff are responsible for providing the MAC Group with the current response status, including:

- Which EOCs are activated
- Incident type, location, perimeter and rate of progression
- Incident status: cascading or stabilizing?
- Resource availability, resources being used, resources needed and the status of incoming resource orders
- Responding agencies

First responders are responsible for determining initial protective actions before EOCs and emergency management personnel have an opportunity to convene and for gaining situational awareness. Initial protective actions should be shared/communicated to local EOCs, the Solano County EOC, and necessary support agencies/organizations as soon as possible to ensure an effective, coordinated evacuation. Initial protective action considerations include:

- What initial protective action (e.g., shelter-in-place, lockdown or evacuate) have been implemented for the following:
 - Critical infrastructures and key resources (CIKR)
 - Schools
 - Healthcare facilities
 - Local residents



- Valero Refinery/ Amports
- Industrial Areas
- Large workforce facilities
- How have the unmet needs of individuals with disabilities and other access and functional needs been addressed?
- What additional protective actions should be considered/recommended and coordinated with emergency management, and who else should be involved in discussions?

An evacuation coordination checklist, designed to assist with the collection of appropriate information regarding evacuations, can be found in Appendix A.



6.0 COMMUNICATIONS

Effective, interoperable, reliable, timely, and redundant communications and information management (both internal operational and public) are essential to a successful evacuation effort. Communications considerations include the initial evacuation notification to the public, inter-jurisdictional and intra-agency communication, situation report updates, real-time communication updates to evacuees, and communications to individuals with disabilities and others with access and functional needs.

6.1 INTER-JURISDICTIONAL AND INTER-AGENCY COMMUNICATIONS

Inter-jurisdictional and inter-agency coordination will be conducted through the Incident Command Posts, Benicia EOC, Solano County EOC, jurisdictional EOCs, and CalOES Coastal Region utilizing available communication equipment and infrastructure and using established procedures. Agency liaisons may also be present in the Benicia or Solano County EOCs and in impacted jurisdictional EOCs to facilitate communication between agency operation centers. Emergency managers must be able to make informed decisions based on changing risks, resources, and capabilities throughout the execution of the evacuation effort. The identification of operational adjustments and alternative evacuation routes based on traffic monitoring, infrastructure damage, and other information must be effectively communicated to all affected jurisdictions, agencies, and the public. Effective and efficient communication is essential for information sharing and status updates to all affected jurisdictions. In addition, it is critical that jurisdictional EOCs coordinate evacuation efforts with the Solano County EOC and CalOES Coastal Region to avoid potential conflicts. This may involve phasing community evacuation efforts or the allocation of critical resources.

Multiple techniques and systems exist in the City of Benicia and Solano County to facilitate the necessary region-wide communication. These interoperable resources, the agencies that control each of these resources, and the protocols and procedures for activating these resources are provided in the Solano County Tactical Interoperable Communications Plan.

6.2 EMERGENCY PUBLIC INFORMATION, NOTIFICATION, AND COMMUNICATIONS

Effective, accessible, and informative notifications to the public will be vital in convincing them that they should evacuate or shelter-in-place. The public will need to know a variety of factors pertaining to their evacuation or sheltering in place including:

- Why they need to evacuate or shelter-in-place,
- How long they may need to do so,
- Location of transportation routes and evacuation pick-up points, availability/location of evacuee arrival points, evacuation and emergency shelters,
- What they should take with them,



- How their pets will be accommodated,
- How they should secure their homes,
- Level of security that will be provided when they are away from their homes,
- How to stay updated on the situation.
- How/where students from local schools are being evacuated,

If the event happens during the weekday and school children are being evacuated, parents will need timely information on where to pick up their children. The Benicia Unified School District has an Emergency Operations Plan that details the districts evacuation and reunification plan.

6.2.1 Communication Alert and Warning Methods

- It is important to consider using multiple communication methods to communicate with the public as individuals receive information in different ways. For example, residents who are deaf or hard of hearing may not hear messages delivered via bullhorn.
- Residents who are blind or low vision may not see text messages and residents who speak a language other than English may need information translated or interpreted for them. Evacuation information will need to be available in not only English but American Sign Language (ASL), and the two primary non-English languages spoken in the city, are Spanish and Tagalog.

It is important that disaster information is available in a variety of accessible formats and languages. Available communication tools/capabilities which may be used to notify the general public about the need to evacuate or shelter-in-place include:

- Alert Benicia
- Alert Solano
- Integrated Public Alert and Warning System (IPAWS)
 - Wireless Alert System (WEA) – Cellphone voice message and text
 - Emergency Alert System (EAS) – TV and Radio
 - Unique Alert System (UAS) – Reverse 911, Roadway signs
 - National Oceanic and Atmospheric Assoc. (NOAA) Weather Radio
- Valero Refinery Warning Siren
- City Community Warning Siren
- City Social Media – Facebook, Twitter, NextDoor
- City of Benicia website www.ci.benicia.ca.us
- United Way 211 Bay Area
- Benicia Access Channel 27 & 28 (Comcast) or Channel 99 (U-Verse)
- Local radio (KUIC, others)



- Local TV (KTVU Ch2, KCRA Ch3 & 58, KRON Ch4, KPIX Ch5, KGO TV Ch7, KXTV Ch10, KNTV Ch13, KOVR Ch13, KTXL Ch40, KCSO Telemundo Ch33, KTNC Ch42, KSTS Telemundo Ch48, etc.)
- 720 AM Station messages
- Public address systems
- Police vehicles equipped with bullhorns
- Helicopters equipped with bullhorns (Upon request from CHP)
- Low power local radios (Benicia Amateur Radio Club - R.A.C.E.S./ A.C.S.)
- Door to door notification
- Changeable Message Signs

Most of evacuation advisories will be based on a no-notice or short notice incident. Without proper information, people may evacuate towards a hazard, putting them in greater danger, or may evacuate unnecessarily and create additional congestion on identified evacuation routes.

In the event of a no-notice or short-notice incident that will require an evacuation effort, the media will most likely be the first to notify the public. The Benicia and Solano County EOCs Joint Information Center (JIC) will not be operational and therefore the Police or fire department PIOs will be required to coordinate and provide information to the media or the public until the JIC and EOC is activated. It is also important to note that certain methods of communicating with the public may not be available following an incident, including television and the internet. In the event of a total loss of television or Internet connectivity, the County could override AM/FM radio bands. Local radio stations will function as the primary and secondary stations that broadcast emergency information to the public.

Refer to the Benicia Emergency Operations Plan: Public Information Annex for further information.

6.2.2 Notification Considerations

Effective initial communication to the public will enhance the efficiency of the overall evacuation and reduce the associated mental and physical strains. The initial public notification should provide basic information to residents including:

- Whether residents should evacuate or shelter-in-place
- If a shelter-in-place order is issued, residents should be given information regarding any recommended personal protective actions they should take
- The areas that need to be evacuated, with reference to known geographic features (e.g. evacuation zones or street boundaries)
- Why and when residents should evacuate (e.g. is this an evacuation warning or evacuation order)
- The time required for evacuation efforts



- Where residents should evacuate to
- The designated transportation and evacuation pick-up points and evacuation routes
- Available transportation options
- Belongings residents should take (and not take) with them from their homes
- How long the evacuation is expected to last (if known)
- How pets will be accommodated
- Security plans that are in place to protect residential property
- When informational updates will be made available, including where information updates can be found
- Other information deemed appropriate and required before residents evacuate, including information critical for individuals with disabilities and others with access and functional needs
- For people that will be relying on transportation assistance, it is important that they are informed about when transportation services will begin and end, transportation point pick-up points, frequency of pick-ups, travel destinations (evacuation arrival points), and what to bring with them.

6.3 COMMUNICATING WITH ACCESS AND FUNCTIONAL NEEDS AND OTHER VULNERABLE POPULATIONS

The traditional types of notification methods may not meet the requirements of people with disabilities and other access and functional needs, to include those who are blind, have low vision, are deaf or are hard of hearing or are non-English speaking. As much as possible, notification procedures will accommodate each group, employing multiple methodologies to ensure that all segments of the population are provided with the necessary information.

The City of Benicia and the Solano County Department of Health and Social Services has engaged with public and private agencies/advocates that provide home-based care provision services or work with people with disabilities and other access and functional needs. Additionally, individuals with access and functional needs are also encouraged to develop relationships with community leaders, neighbors, and friends who may be able to support during an emergency and develop a personal evacuation plan. The City of Benicia provides public outreach and tools for residents to develop a personal evacuation plan to ensure they have the assistance necessary to safely evacuate during an emergency.

6.4 EVACUATION INFORMATIONAL UPDATES

The public must be provided with coordinated, frequent, and accurate information of any changes during an evacuation effort. Real-time updates must be communicated to evacuees whenever possible, including the location of transportation, evacuation pick-up points, and evacuation arrival points; evacuation routes; road and area closures; the availability of



hotels, food, fuel, medical and other essential services; traffic conditions; and shelter capacities. Other essential information includes security measures that are being implemented, weather conditions, and any changes to evacuation plans.

Real-time informational updates will be provided to evacuees through social media, Alert Solano, Alert Benicia, radio stations, television, websites, United Way 211 Bay Area, and highway changeable message signs. The City of Benicia has also posted color coded “Zone Evacuation” signs along major evacuation transportation corridors that provide information about emergency evacuation routes that can be used during an emergency.

The JIC is responsible for providing informational updates to the public and to the media. Depending on the duration of the evacuation, communication methods may vary from the onset of the evacuation to the conclusion of the evacuation. Therefore, it is important that the public understands how they can continue to access informational updates for the duration of the incident.

People at the evacuee arrival points or evacuation shelters will need regular briefings on the evolving situation. Family reunification is often one of the most common concerns of evacuees and their families and friends. Special attention should be emphasized regarding available reunification systems like the Red Cross “Safe and Well” website.

6.5 COMMUNICATION CONTINGENCY PLANS

In the event of total devastation to all local electronic communications, the Solano County EOC JIC will contact neighboring county radio stations to broadcast emergency information to the public in stricken areas.

Benicia Amateur Radio Club can obtain a great deal of information for local governments even when other communications systems are unavailable. Benicia Amateur Radio Club will be used to relay information from the incident site to the EOC.



7.0 ADMINISTRATION, FINANCE, AND LOGISTICS

When activated the Benicia EOC Finance and Administration Section will coordinate and track expenditure, procurement, and cost accounting.

During a response where the Benicia EOC is activated, the Resource Tracking Unit within the Logistics Section is responsible for recording, tracking expenditures, personnel assignments, hours worked and deployed equipment and other resources and submitting the detailed records to the Finance and Administration section for consolidation and potential use for applying for state or federal reimbursement. For reporting purposes, support entities will document their expenditures and submit them directly to the Finance and Administration Section in the EOC as soon as possible.

Resources, as a general term, refer to the personnel, equipment, systems, and supplies, as well as highly specialized services that may be needed. In all cases, the primary department/agency/coordinator, with continuing representation in the EOC, will serve as the agency liaison to identify resources needed for response activities. The primary department/agency will also work with the Resource Tracking Unit for requesting and directing mobilization of the resources. When resources are needed, the Resource Tracking Unit will use one or more of the following methods for securing and deploying the needed resources in the most timely and cost-effective manner:

- Active resources under the direct control of the primary department/agency
- Request resources from other city or partner agencies
- Request mutual aid through the County EOC from nearby Cities and special districts (jurisdictional partners)
- Private-sector vendors or contractors that would have the resources available

City Employees/Disaster Service Workers - California Labor Code §3211.92(b) identifies all public agency employees as Disaster Service Workers. All City of Benicia employees were sworn in as Disaster Service Worker as part of their employment process.

In the event of an emergency or major disaster, all City employees are eligible to be called upon to assume an emergency assignment (California Government Code 3100, 3101, and 3108). Should that become necessary, the City Manager may suspend normal City business activities. The EOC Director will coordinate recruiting, orienting, and assigning City employees and volunteers to emergency tasks, as directed by the Director of Emergency Services (City Manager) or designee.

Community-based, Non-profit and Faith-based Organizations – The State of California Code of Regulations, Title 19, Division 2, Chapter 6, Article 2, Section 2991-2999 outlines the *State Private Non-Profit Organization Assistance Program*. This program can provide financial reimbursement for disaster response support provided to local government for expenses that are extraordinary for the agency due to their assistance provided. The



program requires that the resources must be requested by government, be local and be supported by detailed documentation.

This program is intended to encourage coordination and utilization of the resources of the whole community following a disaster. Establishment of Memorandums of Understanding between the City and supporting community agencies during disaster response planning will clarify roles and responsibilities and provide critical documentation for potential future reimbursement through the program.

Additional information regarding this program can be found on the CalOES website.

8.0 ANNEX DEVELOPMENT AND MAINTENANCE

The Benicia Police Department is responsible for overseeing the development and maintenance of this Evacuation Annex. Maintenance and update of this annex will be consistent with the overall City of Benicia Emergency Operations Plan (EOP) maintenance and update policies. At a minimum, the Police Department contact will coordinate and conduct an annual review of this plan with all support agencies. Additional reviews may be conducted if experience with an incident or if a regulatory change indicates a need.

Recommendations for change will be submitted to Benicia Police Department for approval, publications, and distribution. Exercise of the provisions of this annex should occur periodically. Inclusion of County, State and other partners is strongly encouraged in functional exercises. Each response and support agency will develop internal procedures for administrative support.



9.0 AUTHORITIES AND REFERENCES

FEDERAL

- National Incident Management System
- 42 U.S.C. §§ 5121-5206 The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended – Provides means by which the federal government may supplement state and local resources in major disasters or emergencies where those state and local resources have been or will be overwhelmed.
- 5 U.S.C. 5709, 5725, 5922, 5923 – Federal employees and their dependents may receive assistance if they must be evacuated.
- 6 U.S.C. 317 – The role of FEMA includes evacuating disaster victims.
- 15 U.S.C. 7301, 7307-7308 – National Construction Safety Teams must evaluate technical aspects of evacuation procedures and recommend research.
- 42 U.S.C. 5195a – Emergency preparedness activities include non-military civilian evacuation and evacuation of personnel during hazards.
- 42 U.S.C. 7403(f)(2) – Computer models for evacuation must be periodically evaluated and improved.
- 42 U.S.C. 9601(23) – Temporary housing and evacuation of threatened persons are to be included in the scope of hazardous substance removal.
- 42 U.S.C. 11003 – Emergency plans completed by local emergency planning committees (LEPCs) must include evacuation plans.
- 42 U.S.C. 11004(b)(2) – Owners of facilities where a hazardous chemical release occurs must provide information on precautions to be taken, including evacuation.
- 46 U.S.C. 70104(b) – Secretary of Transportation must establish incident response plans for facilities and vessels that include evacuation procedures.
- P.L. 108-458, §7305, 118 Stat. 3848 – Congressional finding made that private and public sector emergency preparedness activities should include an evacuation plan.
- H.R. 3 (109th Congress) Sec. 1304 (a) Signed by President George W. Bush on August 10, 2005 – Evacuation routes may be included as components of the National Highway System under the high priority corridor designations.
- National Response Framework – Sets forth the roles and responsibilities of federal and certain non-federal entities after catastrophes overwhelm state and local governments.
- 44 CFR Part 206 – federal disaster relief regulations
- H.R. 3858 (109th Congress) - To amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.



STATE

- California Constitution
- Standardized Emergency Management System
- California Code of Regulations, Title 19, Chapters 1 through 6, including:
- Chapter 1, Standardized Emergency Management System
 - Chapter 2, Sub-chapter 1, Individual Family Grant Program
 - Chapter 2, Sub-chapter 2, Hazardous Substances Emergency Response Training
 - Chapter 2, Sub-chapter 3, Disaster Service Worker Volunteer Program
 - Chapter 2, Sub-chapter 4, Dam Inundation Mapping Procedures Regulations
- Chapter 3, Conflict of Interest
 - Chapter 4, Hazardous Materials, RRIRP
 - Chapter 4.5, Hazardous Materials, California Accidental Release Prevention Program
- Chapter 5, State Assistance for Fire Equipment Act
- Chapter 6, Disaster Assistance Act Regulations
- California Department of Water Resources – Flood Fighting: California Water Code, Section 128
- California Master Mutual Aid Agreement
- California Fire Service and Rescue Emergency Mutual Aid Plan
- California Law Enforcement Mutual Aid Plan
- California Coroners Mutual Aid Plan
- California Animal Response Emergency System – Organizes and coordinates the response of state agencies in assisting local government and volunteer organizations to address the needs of animals during disasters.
- Section 8606 of the California Government Code – Requires the OES to enter into a Memorandum of Understanding (MOU) with the California Department of Agriculture to incorporate California Animal Response Emergency System program into their emergency planning.
- Penal Code §§409, 409.5, 409.6
- California Emergency Services Act, 2006
- California Government Code § 8593.3 (2016) – Accessibility to Emergency Information and Services
- Twenty-First Century Communications and Video Accessibility Act of 2010
- Telecommunications Act of 1996
- Web Content Accessibility Guidelines (WCAG) 2.0



Solano County

- Solano County Emergency Operations Plan.
- Solano County Code Chapter 7 EMERGENCY SERVICES.
- Solano County Local Hazard Mitigation Plan.

City of Benicia

- City of Benicia Emergency Operations Plan.
- Benicia Municipal Code Section 2.36 EMERGENCY ORGANIZATION.

Guidance Documents

- *Legal Guidelines for Controlling Movement of People and Property during an Emergency*, State of California, Office of Emergency Services, 1999.
- *Guidelines for Coordinating Flood Emergency Operations*. Completed in compliance with the Flood Emergency Action Team (FEAT): Initiative Number 1. November 21, 1997.
- *Legal Guidelines for Flood Evacuation*. State of California, Office of Emergency Services, October 1997.
- Americans with Disabilities Act of 1990.
- *An ADA Guide for Local Government Making Community Emergency Preparedness Accessible to People with Disabilities*, U.S. Department of Justice, Disability Rights Section
- *ADA Requirements, Service Animals*, U.S. Department of Justice, Disability Rights Section



APPENDIX A: EVACUATION COORDINATION CONSIDERATIONS

PURPOSE

This evacuation coordination checklist may assist chief elected officials, public safety personnel, and emergency managers in assessing what has happened during a real or threatened disaster.

This checklist can guide multi-jurisdictional discussion and coordination by helping to quickly review the status of initial actions that may already be in place and determine if additional protective actions are necessary to protect the public.

GENERAL CONSIDERATIONS CHECKLIST

- Establish Command and Control
- Determine the need to Evacuate or Shelter-in-place
- Estimate scope of evacuation
 - Number of evacuees
 - Area to be controlled – evacuation zones
 - Time restrictions
- Evacuation Order/ Notification to City Leaders
- Determine Alert and Warning - message & delivery method
- Special conditions or considerations
 - Weather, wind, type of hazard, speed of onset, threat to schools or care facilities
 - Critical Infrastructure & key resources
 - Persons with disabilities and access and functional needs (DAFN)
 - Animal control
- Resources needed
 - City EOC – Solano County EOC, Contra County EOC
 - Law – Solano SO, CHP, Vallejo PD, Cal Maritime, Contra Costa SO, Antioch PD
 - Fire/ Medical – Medic Ambulance, Vallejo FD, Contra Costa County FD, CAL FIRE
 - Public Works – Caltrans, Vallejo PW, Antioch PW
 - Transportation/DAFN – SolTrans, Medic Ambulance, Pace Solano, Solano Mobility
 - Animal Control - Solano County Sheriff
 - EAP/Sheltering – Benicia Park and Community Services, American Red Cross
- Evacuation routes/Access control
- Establish Communications – First Responders, EOC, Evacuation Arrival Points, Shelters
- Evacuation Arrival Points/ Sheltering considerations
- Commercial vehicle diversion area



SET OBJECTIVES FOR EVACUATION

Primary objectives:

- Provide for life and safety – responders & community
- Provide perimeter and traffic/access control
- Determine type of evacuation and deliver evacuation orders to public
- Recommend evacuation messages to IC/PIO
- Establish evacuation arrival point/ shelter

Secondary Objectives:

- Provide for transportation and logistical needs
- Provide security and patrol for evacuated areas
- Develop Re-entry Plan when emergency is abated

IMMEDIATE ACTIONS FOR ANY INCIDENT

- Gain jurisdictional situational awareness.
- Create (or combine) an incident in dispatch or WebEOC if available.
- Determine response status.
- Has an on-scene incident commander been assigned and what is their point of contact information?
- Review status of initial protective actions.
- Consider additional protective actions.
- Evaluate public information needs.
- Determine next steps to coordinate and implement protective actions.
- Establish County led jurisdictional conference call, if necessary.
- Evaluate the need to notify critical support agencies of potential resource requirements

SITUATIONAL AWARENESS

- If an incident has occurred, what happened, where and when?
 - Type of incident (natural, technological, human caused)?
 - Estimate of potentially affected population?
 - Estimated number of injuries/fatalities?
 - What is the current location and boundaries of the hazard area and is there a potential for it to spread?
 - Estimated damage to or status of critical infrastructures (transportation, power, medical, water)?
 - What facilities (schools, health care facilities, daycare centers, residential living facilities, large residential complexes, workforce facilities) are in the hazard area?



- Does the hazard area impact vulnerable populations such as people with disabilities, access and functional needs, homeless, elderly or non-English speaking residents?
- What jurisdictions/neighborhood jurisdictions have been evacuated and/or sheltered-in-place?
- Estimated number of residents or animals evacuated?
- Are temporary evacuation pick-up points available?
- Estimated number of residents and animals that will require sheltering?
- Have evacuee Arrival Points or evacuation centers been identified?
- Coordination with adjoining jurisdiction(s)?
- If incident has not occurred, what is the latest information/intelligence about threat or hazard? What is the potential impact?
- What neighborhoods or zones should be evacuated?
- What are the current weather conditions and how will they impact the incident and any displaced populations?

RESPONSE STATUS

- Is the City EOC activated?
- Is the Solano County EOC activated?
- Has the Coastal Region been notified?
- Are other emergency operations centers (EOCs) within the County activated and at what level?
- Is the incident cascading or is the incident stabilized?
- What is the impact on neighboring jurisdictions?
- Who is leading the response (both in the field and at the City EOC) or investigation?
- What resources/agencies are on scene, available, or needed? Have designated evacuation support agencies (internal and external) be notified and their resources requested?
- What additional resources/agencies are needed, including those needed to support individuals with disabilities and others with access and functional needs?

SAFETY CONSIDERATIONS FOR RESPONDERS

- Set trigger points for evacuation for example; “When the fire reaches this line, we will start the evacuation process”.
- Police officers who operate their patrol vehicles in a fire zone should:
 - Keep their overhead lights on
 - Turn spotlights to the sky
 - Keep windows on the vehicle rolled up
 - Keep the car running
 - Close the vents and air conditioner



- Wear appropriate personal protective equipment
- Make sure that someone is tracking the houses that have been notified and those that have not. Additional efforts may be needed to ensure everyone has been notified.
- One of the dangers in a wild land fire are downed power lines. Make sure responders announce downed lines over the radio. Downed wires present a danger to both responders and evacuees.
- Fire retardant will make the roadway slick, making driving even more dangerous in the evacuation area.
 - Airdrops can knock over trees and down power lines
 - Airdrops can knock individuals to the ground.
 - Some aircraft can drop up to 10,000 gallons (80,000 pounds) of water during a single pass.
- Whatever is said on the radio will be broadcast on social media. Be aware of what you are saying and what impact it could have on the operation.

INITIAL PROTECTIVE ACTIONS (SCHOOLS, WORKFORCE, AND TRANSPORTATION)

- What initial protective action (e.g., shelter-in-place or lockdown) have been implemented for the following:
 - Critical infrastructures and key resources (CIKR)
 - Schools
 - Healthcare facilities
 - Daycare centers or group homes
 - Residents in the potential hazard area
 - Rancho Benicia & Casa de Villarasa
 - Valero Refinery/ Amports
 - Industrial Areas
 - Large workforce facilities
- How have the needs of individuals with disabilities and others with access and functional needs been addressed?

ADDITIONAL PROTECTIVE ACTIONS

- What additional protective actions may be needed to protect affected general public, schools, daycare centers, group homes, workforce, etc.?
- Consider evacuation, in-place protection, quarantine, school/work dismissal, reunification, cancellation of public meeting, and closing of government facilities.
- Inform health services sector, mass care facilities, and transportation assets, request mutual aid, issue public advisories.
- Will additional resources be needed to support protective actions or general response activities?
- What considerations should be made when making protective action decisions?



Many factors affect decisions and should be evaluated case-by-case. The following are general considerations.

- For a threat or hazard involving regional impact, consider partial or full-scale evacuation of potentially impacted area.
- For a threat or hazard involving local impact, consider partial local evacuation unless addressed below.
- For a short air release of toxic chemical (e.g., brief plume), consider initial sheltering-in-place of people downwind of release.
- For a long air release of toxic chemical (e.g., continuously leak), consider local evacuation of people downwind of release.
- For an explosion, consider evacuating the impacted area and consider secondary devices.
- For an infectious contamination, depending on type, consider quarantine, requesting strategic national stockpile, and/or mass prophylaxis.
- For a dam failure, use inundation maps to identify areas to be evacuated.
- For an earthquake, damage assessments to bridges, overpasses, elevated roadways, utility lines, and roadways will be needed prior to identification of evacuation routes and relayed to the public.
- For a wildfire, consider using pilot cars to direct traffic through areas with poor visibility due to smoke.

EMERGENCY PUBLIC INFORMATION

- What should be communicated, when, how, tools and/or methods to be used, and by whom?
- How are we controlling the release of information to ensure it is verified, appropriate and consistent?
- How will we monitor media releases and social media posts for rumor control?
- What information has been communicated to the general public/schools/workforce?
- Ensure the message is uniform and consistent across all jurisdictions involved.
- Ensure the message can reach individuals with disabilities and others with access and functional needs

NEXT STEPS

- What response actions need to be coordinated?
- What resources are needed and how are they being coordinated?
- For evacuations, there are numerous operations that need to be coordinated.



Below is a summary of the major evacuation tasks and the agencies with a lead role for implementing these tasks.

- **Identify evacuation routes:** Incident Command/Unified Command, Benicia EOC, Solano County EOC, law enforcement officials, Caltrans, California Highway Patrol (CHP), Public Works, local law enforcement agencies and other applicable agencies/departments assist in identifying evacuation routes.
- **Identify and establish accessible temporary evacuation pick-up points:** Benicia EOC will work with Sol Trans to use bus stops as evacuation pick-up points or will designate alternate locations if adequate existing bus stops are not available in the evacuation zone.
- **Coordinate and manage traffic and provide roadside assistance:** Incident Command/Unified Command works with Sheriff's Department/law enforcement agencies, Caltrans, and CHP to establish traffic control points along the evacuation routes.
- **Coordinate and provide transportation for residents:** Benicia and Solano County EOCs will coordinate with Solano Transportation Authority and Sol Trans and other agencies to provide transportation for residents.
- **Provide support for individuals with disabilities and others with access and functional needs:** Benicia and Solano County EOCs will coordinate with Solano County HSS, Solano Mobility, Solano PACE, Medic Ambulance, Solano Transportation Authority, Sol Trans, Sheriff's Department/Law Enforcement, regional transportation services providers, faith-based, community-based, and nongovernmental organizations, and other key stakeholders will provide support for individuals with disabilities and others with access and functional needs.
- **Provide Mass Care support for residents:** Benicia and Solano County EOCs, Benicia Parks and Community Services, Sheriff's Department/Law Enforcement, Solano HSS, American Red Cross, Cities within the County, and other community-based organizations and private agency resource will provide humanitarian support for displaced residents.
- **Provide Medical and Mental Health support for evacuees:** Solano County Public Health Department, and the Red Cross will coordinate with local health care providers to ensure that evacuee health concerns are addressed.
- **Deconflict response sites as needed:** Benicia and Solano County EOCs will coordinate using the site deconfliction matrix to identify alternate sites as appropriate.
- **Assist with other response operations as needed:** Benicia and Solano County EOCs, Public Safety, and supporting federal state agencies will assist with other response operations as needed.



APPENDIX B: EVACUATION RESOURCE LIST

***** 24 Hour Contact Names and Numbers are maintained in the
EOC Resource Directory Located in Benicia Police Dispatch *****

Agency/ Department	Contact Number	Contact Person	Contacted
LAW ENFORCEMENT			
Solano County Sheriff’s Office	Solano SO Dispatch		
California Highway Patrol	Golden Gate Dispatch		
Vallejo Police Department	Vallejo Dispatch		
CSU Cal Maritime Academy	Benicia Dispatch		
Contra Costa Co. Sheriff’s Office	CCC SO Dispatch		
Antioch Police Department	Antioch Dispatch		
FBI – Fairfield Ofc.	Benicia Dispatch		
U.S. Coast Guard	Benicia Dispatch		
ANIMAL CONTROL			
Benicia Animal Control	Benicia Dispatch		
Solano Co. Sheriff’s Animal Control	Solano SO Dispatch		
Solano County Animal Shelter	Solano SO Dispatch		
FIRE			
Vallejo Fire Department	Vallejo Dispatch		
CAL FIRE	Solano SO Dispatch		
Fairfield Fire Dept.	Fairfield Dispatch		
Contra Costa County Fire Dept.	CCC SO Dispatch		
AMBULANCE/ EMS			
Medic Ambulance	Solano SO Dispatch		
Solano County EMS Cooperative	707-784-8155	Ted Selby	
PUBLIC WORKS/ ROADS			
Solano County Public Works	Solano SO Dispatch		
Vallejo Public Works	Vallejo Dispatch		
Caltrans	Golden Gate Dispatch		
Contra Costa County Public Works	CCC SO Dispatch		
California Highway Patrol	Golden Gate Dispatch		



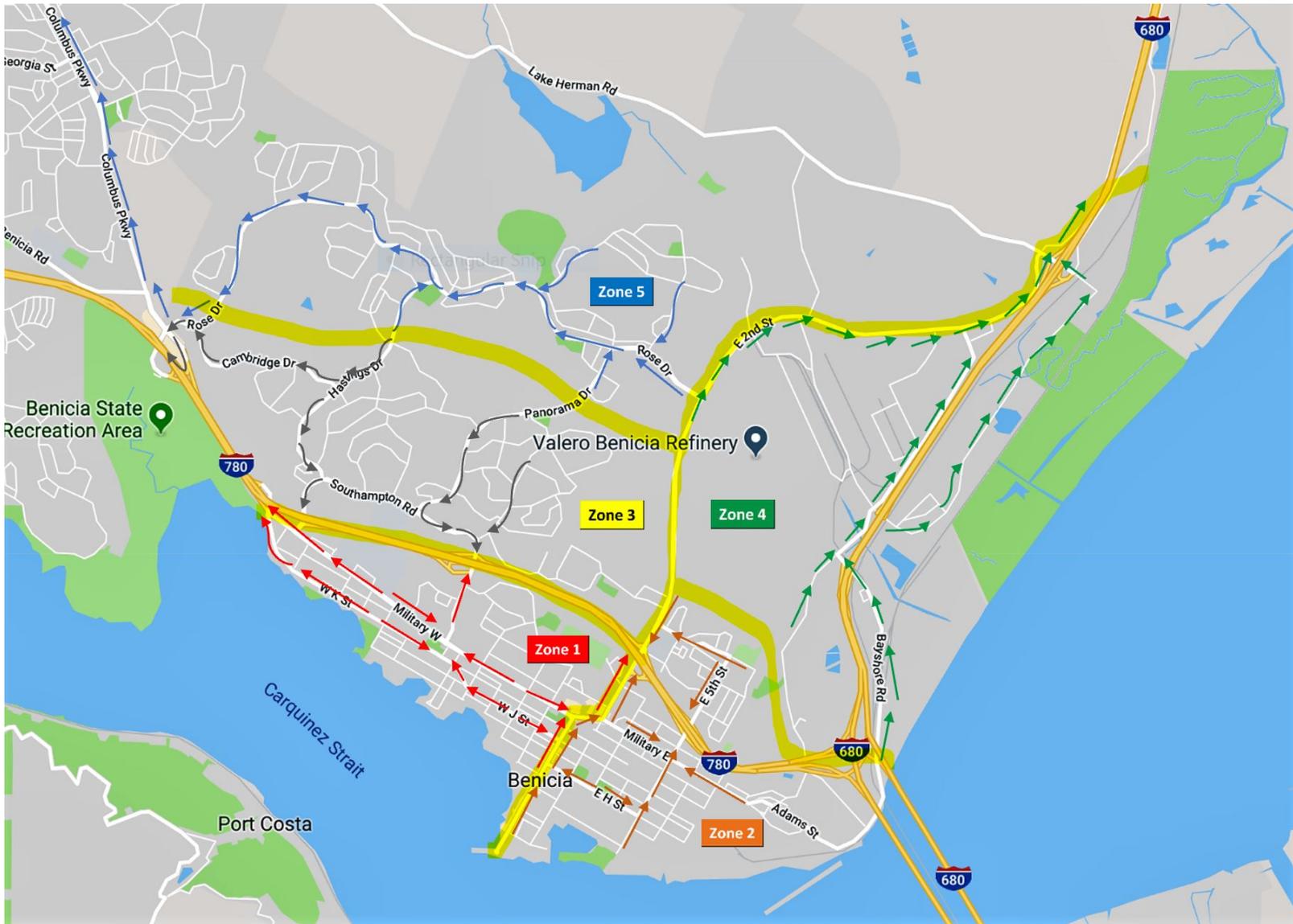
Agency/ Department	Contact Number	Contact Person	Contacted
OFFICE OF EMERGENCY SERVICES			
Solano County OES	Solano SO Dispatch		
Contra Costa County OES	CCC SO Dispatch		
Cal OES – Coastal Region	Solano SO Dispatch		
Cal OES – State Warning Center	916-845-8911	CA State Warning Ctr	
California National Guard	Solano SO Dispatch		
U.S. Coast Guard	Solano SO Dispatch	Solano SO Dispatch	
TRANSPORTATION			
Sol Trans	Benicia Dispatch	Patricia Carr	
PACE Solano	Benicia Dispatch	Amber Anders	
Solano Mobility	Solano SO Dispatch		
Solano County Office of Education	Solano SO Dispatch		
San Francisco Bay Ferry	Solano SO Dispatch		
Medic Ambulance	Solano SO Dispatch		
U.S. Coast Guard	Solano SO Dispatch		
DISABILITIES & ACCESS AND FUNCTIONAL NEEDS RESOURCES			
Solano Co. Health & Social Services	707-784-8259		
PACE Solano	Benicia Dispatch	Amber Anders	
Solano Mobility	800-535-6883		
Benicia Housing Authority	707-745-2071-15	Julie Peterson	
Rancho Benicia	707-745-2071-15	Julie Peterson	
Casa de Villarasa	707-745-2071-15	Julie Peterson	
American Red Cross	866-272-2237 24 hr	Vince Valenzuela	
Salvation Army	707-643-8621		
North Bay Regional Center	707-256-1100		
UTILITIES			
PG&E	Benicia Dispatch		
Benicia Water Treatment Plant	Benicia Dispatch		



Agency/ Department	Contact Number	Contact Person	Contacted
BUSINESS			
Valero Benicia Refinery	Benicia Dispatch		
Amports	Benicia Dispatch		
Benicia Industrial Park Association	707-745-2120	Stephanie Christiansen	
SCHOOLS			
Benicia Unified School District	Benicia Dispatch	Carolyn Patterson	
Solano County Office of Education	Solano SO Dispatch		
EVACUATION ARRIVAL POINT			
Solano County Fairgrounds	Solano SO Dispatch		
Contra Costa Events Center	CCC SO Dispatch		
Solano County Sheriff’s Office	Solano SO Dispatch		
Vallejo Police Department	Vallejo Dispatch		
Contra Costa Co. Sheriff’s Office	CCC SO Dispatch		
Antioch Police Department	Antioch Dispatch		
CSU Cal Maritime Academy	Benicia Dispatch		
Solano Co. Health & Social Services	707-784-8259		
American Red Cross	866-272-2237 24 hr	Vince Valenzuela	
Salvation Army	707-643-8621		



APPENDIX C: EVACUATION ZONES AND ROUTES MAPS





Evacuation Zone 1 Routes Map Zone 1

EVACUATION PICK UP POINTS

Schools:

Mary Farmer Elem: 901 Military West
Benicia High Sch: 1101 Military West

Parks:

12th St Park: West 12th St
9th St Park: 904 W 9th St.
Willow Park: West K St & West 7th
City Park: 150 Military West
Woodhill Park: Sherman Dr & Lori Dr
Benicia Marina: 266 E B St

TRAFFIC CONTROL POINTS

Military West & 1st Street
Military West & 2nd Street
Military West & W K Street
W K Street & I780
2nd Street & I780

POPULATION ESTIMATE

3,150





Evacuation Zone 2 Route Map Zone 2

EVACUATION PICK UP POINTS

SCHOOLS:

St. Dominics: 475 E L St
Liberty High Sch: 350 E J St.
Robert Semple: 2015 E 3rd St

PARKS:

Etheiree Saraiva Park:
Military E & E 6th
Francesca Terrace:
698 Hillcrest
Duncan Graham Park: 9
Linda Vista St
Turn Bull Park: 5th St Pier
Eunice Jensen Park: 1st St &
Military E
Fitzgerald Park: 900 E
2nd Maria Field: E 3rd & E H

TRAFFIC CONTROL POINTS

1st & E H Street
5th Street & Military E
5th & I780

POPULATION ESTIMATE

4,200





Evacuation Zone 3 Route Map Zone 3

EVACUATION PICK UP POINTS

SCHOOLS:

Benicia Middle School:
1100 Southampton Rd

Joe Henderson: 650
Hastings Dr.

PARKS:

Southampton Park:
Panorama & Chelsea
Hills

Overlook Park: 268 W
Seaview Dr

TRAFFIC CONTROL POINTS

Rose Drive & Cambridge
Dr.

(See Diagram Below on p 93)

Cambridge Dr. &
Hastings Dr.

POPULATION ESTIMATE

11,900





Evacuation Zone 4 Route Map Zone 4

EVACUATION PICK UP POINTS

None

TRAFFIC CONTROL POINTS

Park Road & Industrial Way
E 2nd Street & I680

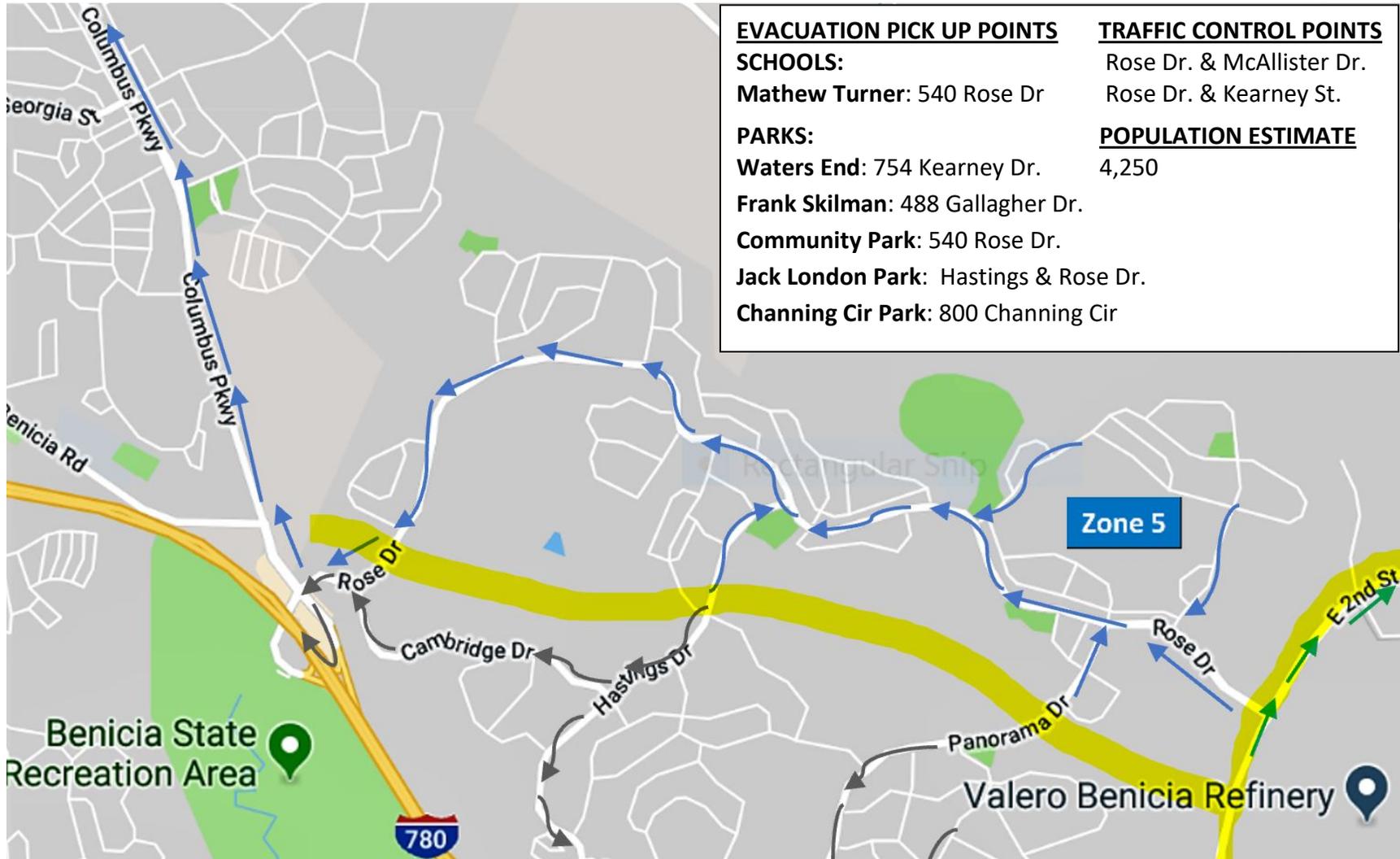
POPULATION ESTIMATE

4,100





Evacuation Zone 5 Route Map Zone 5





Traffic Control for Zone 3 and Zone 5 at Rose Drive and Cambridge Drive - Rose Drive and Columbus Parkway.

Zone 5 Traffic

Direct Rose Drive on **Right side of street**, forcing a Right turn onto northbound Columbus Parkway.

Zone 3 Traffic

Direct Cambridge Drive onto Rose Drive on the **Left side of the street**, onto the closed opposing lanes.

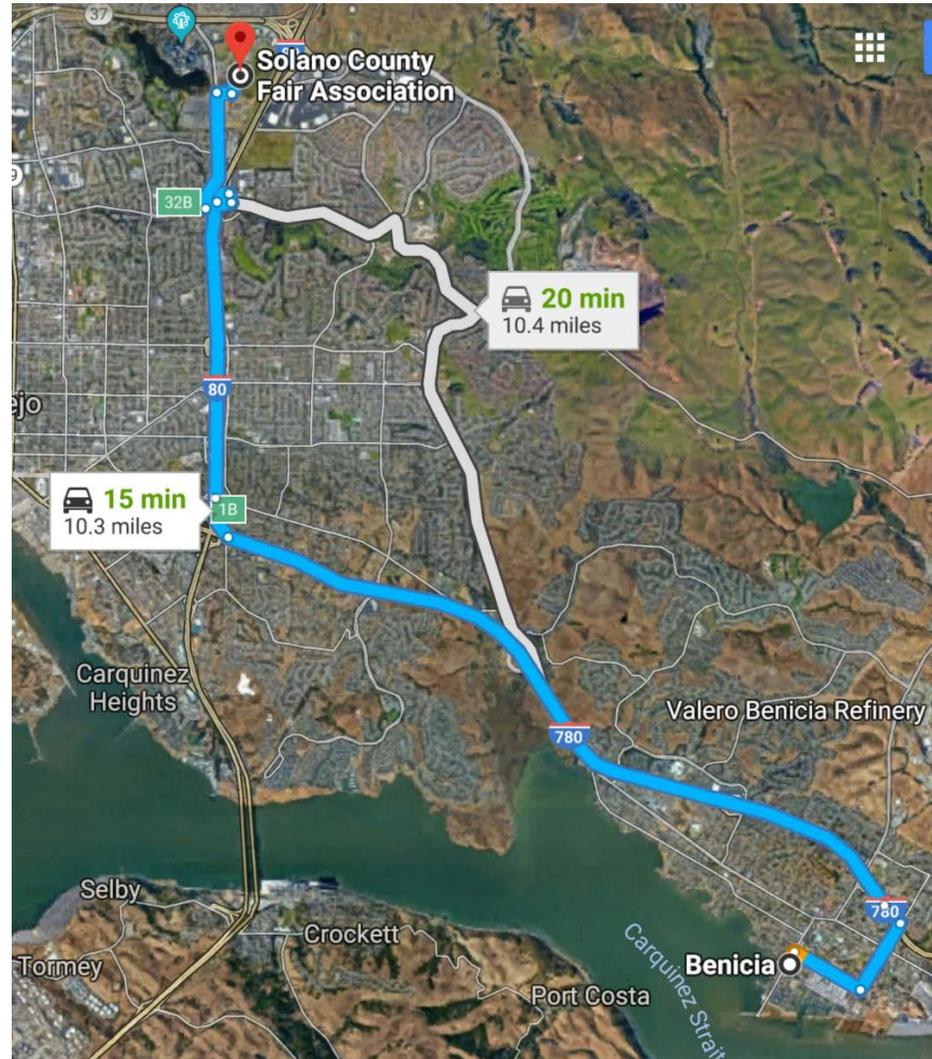
Zone 3 traffic will be forced left onto the right side of street for southbound Columbus Parkway on-ramp to the westbound I780 Freeway.





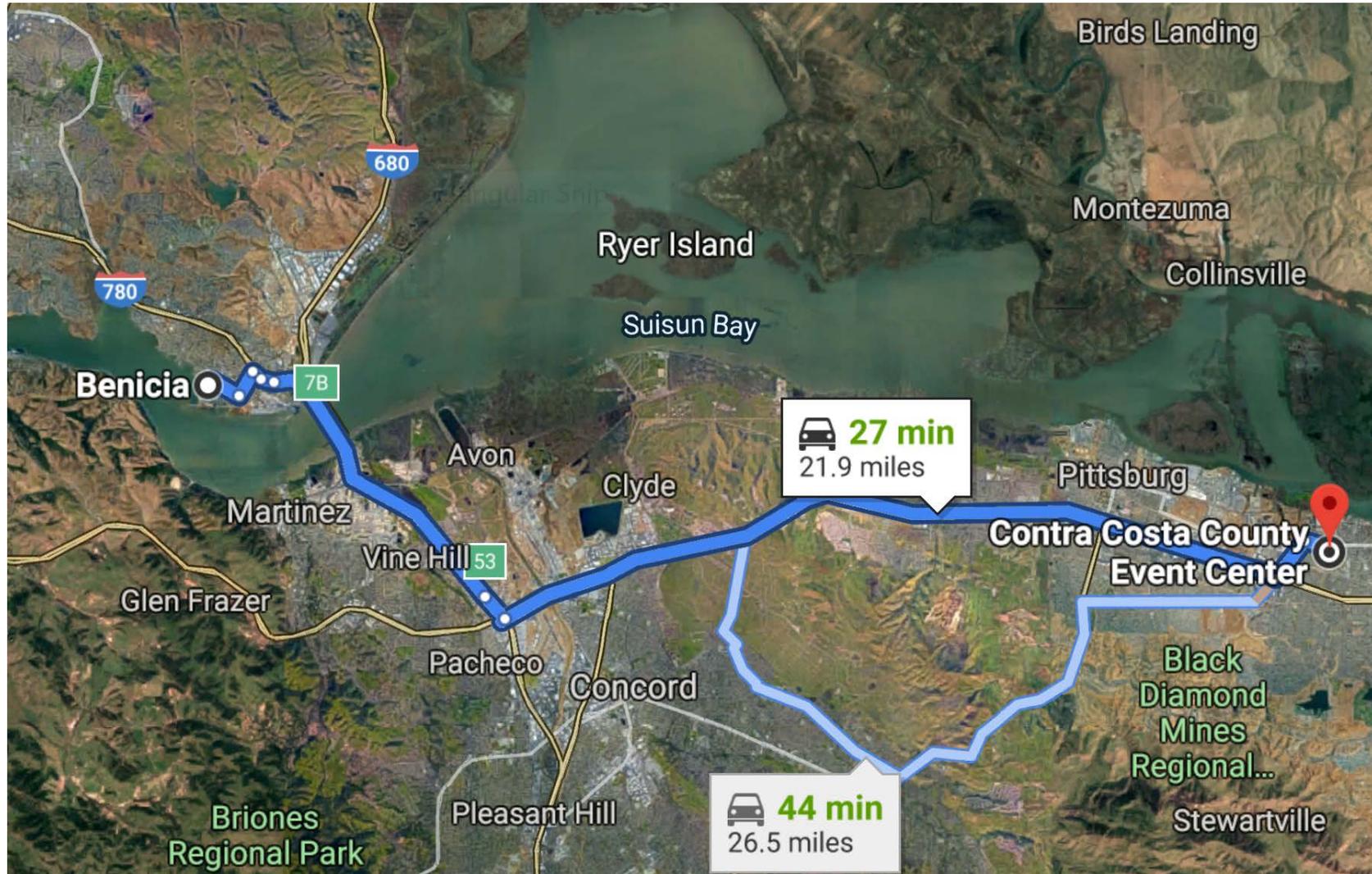
APPENDIX D: EVACUATION ARRIVAL POINTS MAP

Solano County Fair Grounds Evacuation Arrival Point - 900 Fairgrounds Drive, Vallejo 92589





Contra Costa County Events Center Evacuation Arrival Point - 1201 West 10th Street, Antioch 94509



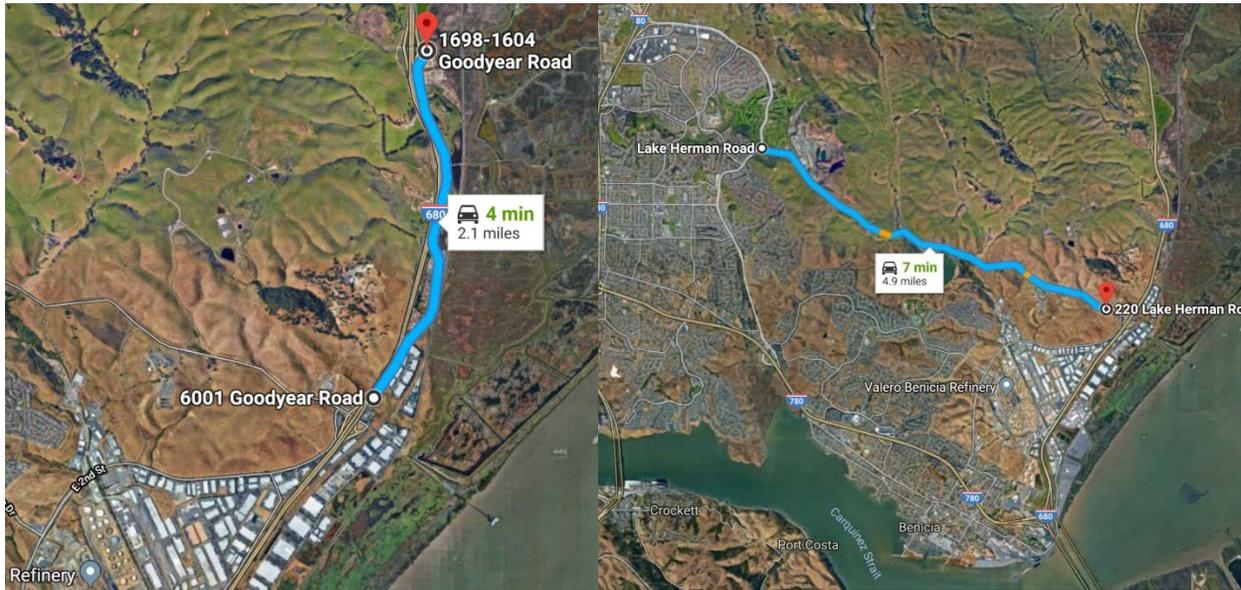


APPENDIX E: COMMERCIAL VEHICLE DIVERSION AREAS

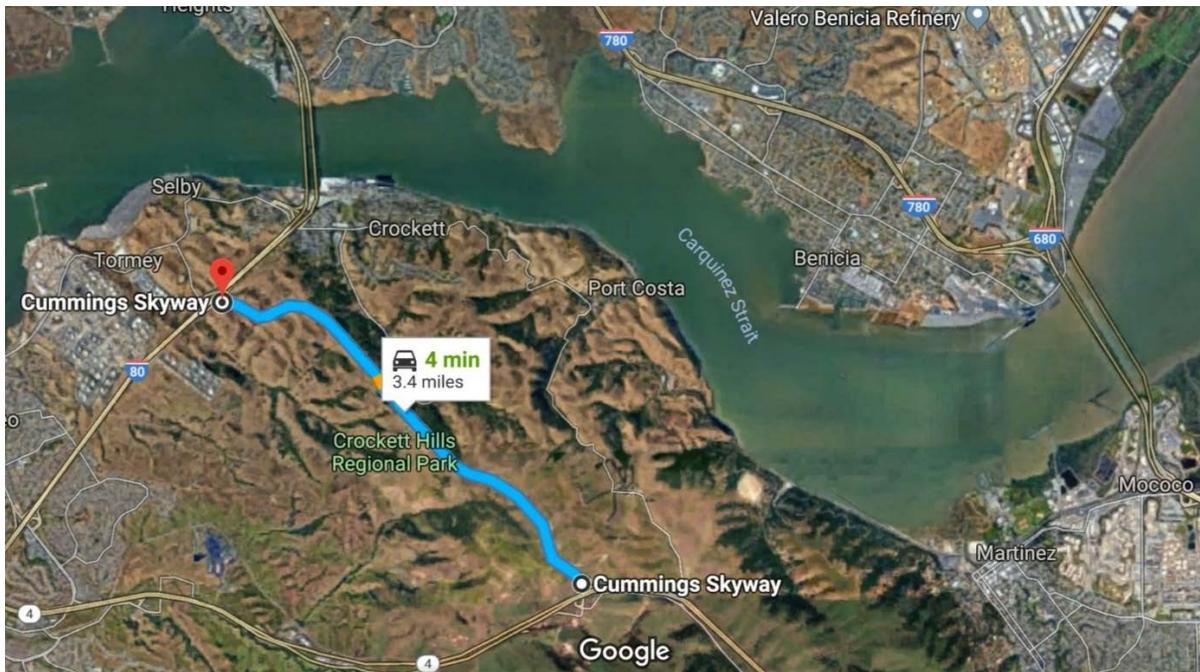
North/East Diversion Area –
6000 blk - 1600 blk Goodyear Road

North Diversion Area –
2200 blk – 800 blk Lake Herman Road

North Diversion Area/Lake Herman Road - Must close westbound lanes at 2nd Street to all through traffic and allow only diverted commercial vehicles.



North/East Diversion Area –
8000 blk Cummings Skyway (Crockett) – 300 blk Cummings Skyway (Martinez)
Must notify Contra Costa SO, Martinez PD, and Crockett PD of Cummings Skyway use.





APPENDIX F: EVACUATION ORDER MESSAGES

When delivering an evacuation order to residents, the following items will be included in the evacuation message:

- Location of the hazard
- Route to take to evacuate
- Location of Evacuation Arrival Point
 - Solano County Fairgrounds (900 Fairgrounds Drive, Vallejo 92589)
 - Contra Costa County Events Center (1201 West 10th Street, Antioch 94509)
- Time that is available to evacuate
- What to do with pets / livestock
- How to request assistance for those who need assistance
- Procedures to check on the safety of neighbors

****SAMPLE EVACUATION MESSAGES ARE LOCATED IN THE
PUBLIC INFORMATION ANNEX****



APPENDIX G: EVACUATION ARRIVAL POINT REGISTRATION FORM

Benicia Evacuation Arrival Point Registration

Date: _____ Incident: _____ Center Name/Location: _____

Complete one form per family

Observations: (check box if yes – give to supervisor if boxes checked)

- Does the client or a family member appear to need immediate medical attention, appear to be to overwhelmed or agitated to complete registration, or a threat to themselves or others?
- Does the client have a service animal, use a wheelchair/walker, or demonstrate any other circumstance where it appears, they may need help in the shelter?

Questions: (check box if yes)

- Is there anything you or a member of your family needs right now to stay healthy while in the shelter? If not, is there anything you know you will need in the next 6-8 hours?
- Do you/family member have a health, mental health, disability, or other condition about which you are concerned?

HOUSEHOLD INFORMATION

Family Name (Last Name):		# Family members registered:				
		0-3yrs:	3-7yrs:	8-12yrs:	13-18yrs:	19-65yrs: 65+yrs:
Pre-disaster Address:				Post-disaster Destination (if know):		
Primary Phone:	Cell Phone:	Email:				
Primary Language:		If Not English, Family Member Present Who Speaks English:				
Method of Transportation:		If Personal Vehicle, Lic. Plate #/State (for security purposes only):				

INDIVIDUAL FAMILY MEMBER INFORMATION (for additional names, use back of page)

Name (Last, First)	Age	Gender (M/F)	Arrival Date	Departure Date	Departure Notes:

- Yes No Someone in the household is required by law to register with a state or local government agency.
- Yes No I agree to have my information shared with other agencies providing disaster relief services.

By signing here, I acknowledge that the information on this form is accurate.

Head of Family Signature: _____

Date: Worker Name/Signature: _____ Date: _____ Time: _____



APPENDIX H: SOLANO COUNTY EVACUATION NOTICE



**BENICIA POLICE DEPARTMENT
EVACUATION CONTACT FORM**

"In accordance with Penal Code section 409.5(a), Benicia Police Department representative (Name/Rank) _____ has officially warned me that to remain in this evacuation area can cause my injury or death. This representative has also asked me to evacuate this area. I understand that a refusal to leave will place my life in jeopardy. Despite this warning and evacuation request, I choose to remain on or about my property within the evacuation area. This refusal to leave relieves the City of Benicia from any liability or responsibility for my welfare and the welfare of any minor children in my custody. In addition to myself, I have in my custody _____ minor children. I choose to have these children, whose names and ages are listed below, remain in my custody within the evacuation area".

Name _____ Age _____ Name _____ Age _____

Name _____ Age _____ Name _____ Age _____

Name of individual warned: _____

Address: _____

Telephone Number: _____ **Driver's License Number:** _____

Signature: _____ **Date/Time:** _____

Witness: _____ **Signature:** _____

Please Print

NEXT OF KIN CONTACT INFORMATION	
Name:	_____
Address:	_____
Telephone Number:	_____

Original: Benicia PD

Pink Copy: Officer's Report

Yellow Copy: Resident



APPENDIX I: ACRONYMS

ADA	Americans with Disabilities Act
ARC	American Red Cross
ASL	American Sign Language
Caltrans	California Department of Transportation
Cal OES	California Governor's Office of Emergency Services
CARES	California Animal Response Emergency System
CBO	Community Based Organizations
CDAAC	California Disaster Assistance Act
CDFA	California Department of Food and Agriculture
CDSS	California Department of Social Services
CHP	California Highway Patrol
CIKR	Critical Infrastructures and Key Resources
DSW	Disaster Service Workers
EAP	Emergency Action Plan
EAS	Emergency Alert System
EMU	Evacuation Movement Unit
EOP	Emergency Operations Plan
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEAT	Flood Emergency Action Team
FEMA	Federal Emergency Management Agency
FD	Fire Department
HSS	Solano County Department of Health and Social Services
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IHSS	Solano County In-Home Support Services
IPAWS	Integrated Public Alert Warning System
JIC	Joint Information Center
MAA	Mutual-Aid Agreements
MAC	Multi-Agency Coordination



MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
NGO	Non-Governmental Organizations
NIMS	National Incident Management System
NOAA	National Oceanic Atmospheric Administration
OA	Operational Area
OES	Office of Emergency Services
PD	Police Department
PETS	The Pets Evacuation and Transportation Standards (PETS) Act of 2006
REOC	Regional Emergency Operations Center
SEMS	Standardized Emergency Management System
SOC	State Operations Center
SolTrans	Solano Transit
SOP	Standard Operating Procedures
TMC	Transportation Management Center
UAS	Unique Alerting System
VERT	Veterinary Emergency Response Team
VOAD	Volunteer Organizations Active in
WCAG	Web Content Accessibility Guidelines
WEA	Wireless Emergency Alert
WMD	Weapon of Mass Destruction