

City of Brisbane

Agenda Report

TO: Honorable Mayor and City Council

FROM: Randy Breault, Director of Public Works/City Engineer via City Manager

SUBJECT: Emergency Operations Plan and Annexes

DATE: February 7, 2019

City Council Goals:

To provide public service that assures the safety of property and citizens residing, working, or visiting in Brisbane. (#9)

Purpose:

To highlight the completion of the most recent update to the city's Emergency Operations Plan (EOP); this action is consistent with the community's value of safety.

Recommendation:

Review and accept the EOP Base Plan and the annexes for Earthquake, Wildfire and Flood.

Background:


EOPs are typically updated on a 2-year cycle. The city's latest version before this update was completed by staff in 2015. The City Council approved funds in 2017 to have a consultant perform this latest update. The effort was commenced in January 2018 and completed in November. Training on the new EOP was conducted for key staff on January 30, 2019.

Measure of Success:

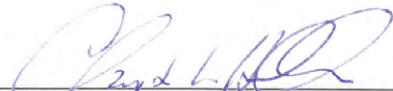
In the event of a disaster, an updated EOP will serve the city well during the response and recovery phases.

Attachments:

EOP Base Plan
EOP Earthquake Annex
EOP Wildfire Annex
EOP Flood Annex



Director of Public Works/City Engineer



City Manager

CITY OF BRISBANE



EMERGENCY OPERATIONS PLAN BASIC PLAN

NOVEMBER 2018



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1.0 EXECUTIVE SUMMARY

This Emergency Operations Plan (EOP) outlines how the City of Brisbane—its government, stakeholder agencies, community-based organizations (CBO), business community and residents—coordinate their response to major emergencies and disasters. This plan is regularly updated by staff and approved by the City Council.

The EOP identifies operational strategies and plans for managing inherently complex and potentially catastrophic events. City assets, resources, and departments are potentially vulnerable and may become overwhelmed. With this in mind, the EOP is designed to promote flexibility whenever possible and is not intended to limit the use of good judgment and common sense.

The City of Brisbane has officially adopted and integrated the following emergency management, response, and coordination systems:

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

This EOP addresses the four phases of emergency management:

- Preparedness
- Response
- Recovery
- Mitigation

The City has adopted a “Whole Community” approach in which the inclusion and integration of community partners, neighbors, and other stakeholders are actively promoted in all phases of emergency management. Through these collaborative efforts, the City will be better prepared to meet the needs of its residents and daytime populace alike, especially those with disabilities and others with access and functional needs.

The City’s Emergency Operations Center (EOC) provides a centralized location where emergency management coordination and decision making can be supported during a critical incident, major emergency, or disaster. When activated, the EOC provides support for a number of critical tasks related to communications, coordination, resource management, and executive leadership.

If the City of Brisbane determines the effects of an emergency are, or may become, beyond the capability of local resources, a local emergency can be proclaimed. A local proclamation of emergency allows the designated Director of Emergency Services to take measures necessary to protect and preserve public health and safety, and also supports requests for state and federal assistance. A proclamation also provides City staff with additional powers and authorities to increase the speed and effectiveness of City response activities.

Attachments to this EOP include a summary of authorities and references, sample proclamations of local emergency, selected acronyms, and a glossary.



2.0 CITY DEPARTMENT RESPONSIBILITIES

Table 1 (below) details City department responsibilities for emergency response functions – definitions follow. Additional detail is provided in Section 12 (Roles and Responsibilities).

Table 1: City Department Emergency Response Function Responsibilities

Function	Admin - City Attorney	Admin - City Manager	Admin - Finance	Admin - Human Resources	Admin - Information Technology	Community Development	Building & Planning	Fire	Police	Parks & Recreation	Public Works	Water	City Council & Mayor
Alert & Warning		S						S	P				
Communications					P			S	S				
Situation Analysis		S			S	S	P	P	P	S	P	S	S
Management	S	P						S	S				
Public Information		P						S	S				S
Legal Issues	P	S											
Fire Suppression								P					
Search & Rescue								P	S			S	
Emergency Medical								P					
Law Enforcement									P				
Movement & Evacuation								S	P		S		
Access Control									P		S		
Care & Shelter				S		S	S			P	S		
Construction & Engineering						S	P				P	S	
Supply & Procurement	S	S	P										
Personnel			S	P									
Transportation											P		
Finance & Administration		S	P										
Damage Assessment						S	P	S		S	S	S	
Debris Clearance		S								S	P	S	
Recovery Planning		P	S	S	S	P	P	S	S	S	S	S	S

P = Primary
S = Support



Functions Summary

- Alert & Warning – responsible for formatting and delivering urgent and/or emergency notifications
- Communications – oversees the ability and equipment for communication with field operation, other government organizations, businesses, and more
- Situational Analysis – provides field assessment of various city incidents sending reports to EOC
- Management – overall EOC administration and direction
- Public Information - develops public messaging; drafts media releases; conducts press conferences
- Legal Issues – navigates and facilitates any legal matter related to incident or event
- Fire Suppression – fire and rescue services
- Emergency Medical – first responder services for emergency medical calls
- Law Enforcement – police services
- Movement & Evacuation – the action of effecting movement of residents and people through or out of areas of the City
- Access Control – limiting accessibility to various incident-related areas
- Care & Shelter – providing facilities and care for temporarily displaced residents
- Construction & Engineering – facilitates delivery and employment of engineering and construction services
- Supply & Procurement – acquiring necessary resources for EOC and/or incident usage
- Personnel – management of employees
- Transportation – management of transporting systems during disaster
- Finance & Administration – oversee, coordinate and document various related costs associated with incident
- Damage Assessment – documenting information related to damage throughout the City
- Recovery Planning – oversee and coordinate planning process for disaster recovery



3.0 PREFACE

This EOP outlines how the City of Brisbane—its government, stakeholder agencies, CBOs, business community and residents—coordinate their response to major emergencies and disasters. This plan also demonstrates how the City complies with and implements the requirements of the California Emergency Services Act, NIMS and the Americans with Disabilities Act (ADA) in order to protect the lives, property, and environment of the residents of Brisbane.

The EOP is organized and defined as follows:

- Part I: Basic Plan (also referred to as EOP in this document) presents the planning assumptions, policies, and concept of operations that guide the responsibilities for emergency preparedness, response, recovery and mitigation for the City of Brisbane.

There are a number of City plans, procedures and other documents that support or relate to this Basic Plan. These plans provide additional detail and guidance for specific hazards, functions or operations. These include key Hazard-specific Annexes:

- Part II: Hazard Annexes
 - Earthquake
 - Storm/Flood
 - Wildfire
- Supporting Plans
 - Emergency Operations Center Manual (includes EOC Position Checklists)
 - San Mateo Countywide Local Hazard Mitigation Plan (LHMP)
 - Department Emergency Plans and other related procedures

**THIS PLAN IS INTENDED TO BE READ AND UNDERSTOOD BY CITY OF BRISBANE STAFF
PRIOR TO A MAJOR EMERGENCY OR DISASTER**



4.0 DOCUMENT MANAGEMENT AND DISTRIBUTION

The City Manager, through the efforts of the City's Office of Emergency Services (OES), is responsible for the review, revision, management, and distribution of the EOP. The EOP will be reviewed on a regular basis but may be modified at any time as a result of a post-incident or post-exercise evaluation, and changes in responsibilities, procedures, laws, or regulations.

This EOP Part I: Basic Plan is subject to periodic formal review and approval by the City Council, whereas Part II (Hazard Annexes) revised as needed and are not subject to formal review. The annexes are considered an extension of this EOP. The EOP will be distributed to City staff, key stakeholder organizations, and will be posted on the City's website for public reference.

5.0 CITY COUNCIL APPROVAL

This shall be the official "Emergency Operations Plan for the City of Brisbane" and shall supersede previous plans. Nothing in this plan shall be construed in a manner that limits the use of good judgment and common sense in matters not foreseen or covered by the elements of the plan or any appendices hereto.

6.0 INTRODUCTION

The EOP for the City of Brisbane outlines authorities, organizational structures, and procedures used to coordinate activities related to local emergencies or disasters. The City of Brisbane is committed to the preservation of life, property and the environment.

The City and surrounding region are susceptible to a number of hazards such as natural disasters and human-caused events, as well as technological failures and public health threats.¹ Accordingly, the EOP uses an "all-hazards" approach to ensure the City is able to prepare for, respond to, recover from, and mitigate (to the extent possible) all potential hazards and critical incidents.

6.1 PURPOSE

The primary purpose of the EOP is to:

- 1) Provide the framework, concepts and policies that will ensure the effective management and coordination of the City's response to major emergencies and disasters.
- 2) Identify roles and responsibilities for City departments as they pertain to preparedness, response, recovery, and mitigation activities.
- 3) Codify the City's understanding and adoption of state and federal policies and guidance² through which operational coordination, mutual aid, and other requests for support will be integrated.
- 4) Serve as a foundational document for supporting City plans, as well as support emergency plans of other governments, CBOs, and others (e.g., private businesses, etc.).
- 5) Comply with state and federal laws and regulations such as the California Emergency Services Act³.

¹ The primary document that provides an assessment of local risk is the LHMP.

² For example: This EOP is based on the functional elements of SEMS. SEMS is established by State Law (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations).

³ [California Emergency Services Act \(Chapter 7 of Division 1 of Title 2 of the Government Code\)](#).



6.2 SCOPE

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

The EOP embraces the Federal Emergency Management Agency's (FEMA) "Whole Community" approach to emergency management and, in addition to City resources, recognizes the roles of special districts, non-government organizations (NGOs), CBOs, faith-based organizations (FBOs), private-sector businesses, educational organizations, and other stakeholders. Additionally, the EOP is intended to reflect the wide variety of support that may be required by residents, visitors, and businesses, including people with disabilities and others with access or functional needs. Consideration for people with disabilities, access or functional needs will be given in all aspects of City emergency planning.

6.3 LIMITATIONS

While many of the elements outlined in the EOP are designed for flexibility and can be used as needed to address a number of emergency and non-emergency events, some activities require a formal disaster proclamation by the City Council. Similarly, the EOP is not meant to outline procedures for routine incidents or minor emergencies which are adequately addressed through existing processes.

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

6.4 SITUATION

Emergency management is based on an understanding of community risk. The City has undergone multiple hazard analysis processes per FEMA's "Comprehensive Preparedness Guide 201 (CPG 201)."

Detailed information regarding Brisbane's geography, demographics, and potential hazards are contained in the City's Local Hazard Mitigation Plan (LHMP).

6.5 PLANNING ASSUMPTIONS

The following assumptions were used during the development of the EOP and are recommended for participating stakeholder plans:

- The City of Brisbane is susceptible to hazards and risks that may result in critical incidents.
- Critical incidents include natural, technological, or human-caused emergencies and disasters.
- Emergencies may occur at any time with little or no warning and may exceed capabilities of local, state, federal, and tribal governments, and the private sector in the affected areas.
- All City departments will participate in planning and preparedness activities as required.
- City personnel will be adequately trained to perform the roles in which they are assigned.
- The City's EOC will be partially or fully activated to support operations during critical incidents.
- City personnel may be unable or unavailable to report to work or as assigned.
- Non-essential City operations may be reduced or cancelled in order to prioritize resources.
- The City will commit its resources to a reasonable degree before requesting mutual aid assistance.



- Emergencies may result in casualties, fatalities and displace people from their homes.
- Communications equipment and infrastructure may be damaged or disrupted.
- Transportation infrastructure may be disrupted and access to critical facilities may be blocked.
- Critical infrastructure and utilities (natural gas, water, and electricity) may be severely impacted.
- Residents, businesses, and other entities may need to be self-sufficient for one week or more.
- Additional planning, resources, and support will be needed to support people with disabilities and others with access and functional needs.

7.0 CONCEPT OF OPERATIONS

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

- Incident Command System ⁴
- Standardized Emergency Management System ⁵
- National Incident Management System ⁶

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

7.1 FIELD-LEVEL COORDINATION: ICS

As mandated by both SEMS and NIMS, the City utilizes ICS to manage response activities in the field and in the EOC. ICS provides for common terminology, processes, and position titles, while allowing the delegation of functions (or tasks) to subordinate positions in order to promote proper span of control and unity of command. ICS is applicable to any size incident and is designed to be expandable as the needs of an incident expand or contract.

7.2 LOCAL, REGIONAL AND STATE-LEVEL COORDINATION: SEMS

As the cornerstone of California's emergency response system, SEMS integrates the concepts and principles of both NIMS and ICS. SEMS unifies all elements of California's emergency management community into a single integrated structure. SEMS ensures that local communities retain the authority and responsibility for managing and coordinating responses within their jurisdictions, while promoting situational awareness and facilitating the prioritization of resource requests.

The five SEMS coordination levels expand outward from the impacted area at the field level, with each successive level representing a larger geographic area. The five coordination levels include: Field Response, Local Government, Operational Area, Regional, and State.

⁴ More information can be found at [FEMA Training](#)

⁵ State authority is to be found, in part, in [California Emergency Services Act \(Chapter 7 of Division 1 of Title 2 of the Government Code\)](#). California State and local jurisdictions use SEMS as outlined in [California Code of Regulations](#) (Title 19, Divisions 2, Chapter 1) and the California Government Code (§8607).

⁶ Federal authority is found in the [Robert T. Stafford Disaster Relief and Emergency Assistance Act](#) (Public Law 93-288, as amended, 42 U.S.C. 5121) and in Homeland Security Presidential Directive ([HSPD](#)) 5, "Management of Domestic Incidents" and [HSPD](#) 8, "National Preparedness." The emergency management system used nationally is NIMS.



7.2.1 Field Response

Field response includes on-scene activities and coordination, consistent with ICS, and includes the use of an Incident Command Post (ICP). Resource requests and situation reports are routed from the field to the next SEMS organizational level, either through participating response agencies or the local EOC if activated.

7.2.2 Local Government

The City of Brisbane is a small city in northern San Mateo County, with a population of approximately 4,282. As the local government, the City retains the responsibility and authority for managing response activities within its jurisdiction. To support these efforts, the City may activate its EOC. The EOC provides agency coordination, provides logistical support, establishes common operating procedures, identifies overarching priorities, and prioritizes available resources. Additionally, the EOC coordinates with the San Mateo Operational Area (OA) EOC.

7.2.3 Operational Area

The OA provides response coordination for all political subdivisions within the county's geographic borders. The OA coordinates response activities within the county's geographic area through the County EOC, if activated. The OA also serves as a link to regional level and all other OAs within the region.

The City of Brisbane is part of the San Mateo OA and coordinates closely with the San Mateo County OES. The City participates in San Mateo OA planning and, during a critical incident, coordinates with the OA through either the San Mateo OES or the San Mateo EOC, if activated.

7.2.4 Regional

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

7.2.5 State

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

7.3 FEDERAL COORDINATION: NIMS AND NATIONAL RESPONSE FRAMEWORK

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

The National Response Framework (NRF) is built upon the premise that incidents are typically handled at the lowest jurisdictional level. The NRF provides the framework for federal interaction with state, local, tribal, private sector and non-governmental entities in the context of domestic incident management to ensure timely and effective federal support.

7.4 MUTUAL AID

The California Mutual Aid System operates within the framework of the California Master Mutual Aid Agreement (MMAA)⁷ and under the authority of the California Emergency Services Act⁸. The system allows for the mobilization of resources to and from emergency response agencies, local governments, OAs, regions, and the state with the intent to provide requesting agencies with adequate resources. Mutual aid is utilized by several response disciplines:

- Fire and Rescue

⁷ See the [California Master Mutual Aid Agreement](#) (Chapter 7 of Division 1 of Title 2 of the Government Code).

⁸ Reference: [California Emergency Services Act \(Chapter 7\)](#)



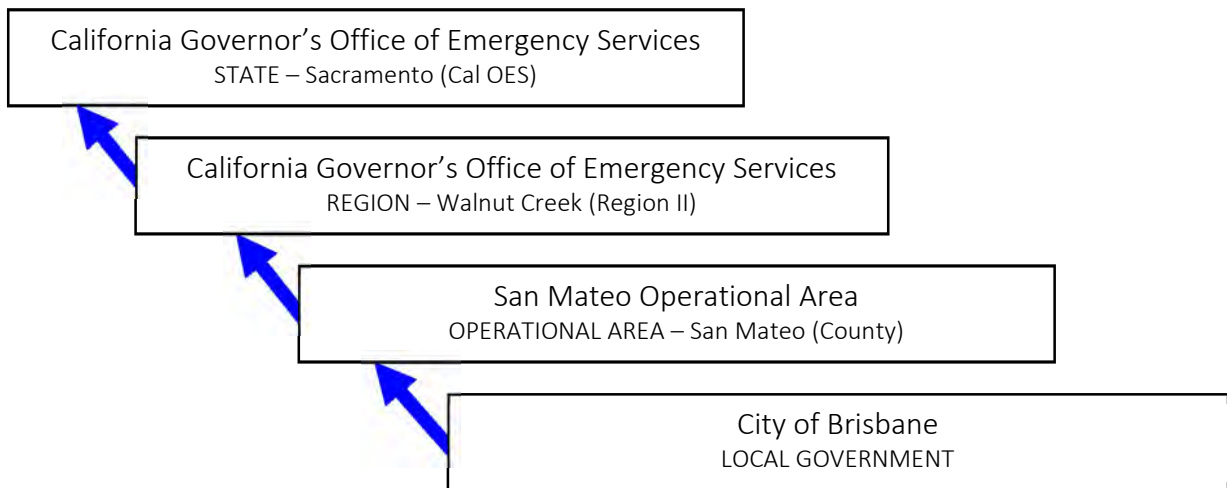
- Law Enforcement
- Coroner
- Emergency Management
- Public Works

The California Mutual Aid System includes six mutual aid regions in order to facilitate the coordination and flow of mutual aid requests. As part of the Coastal Administration Region, the San Mateo OA and the City are part of Mutual Aid Region II.

The system includes a number of discipline-specific mutual aid systems that operate through designated mutual aid coordinators at the OA, regional, and state levels. Mutual aid requests are coordinated within their geographic area before unfilled requests are forwarded to the next level. See Figure 1 (Mutual Aid Request Process) below.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system and by emergency management staff at the local government, OA, regional, and state levels. The City will assume responsibility for the support of mutual aid personnel and their equipment.

Figure 1: Mutual Aid Request Process





7.5 EMERGENCY MANAGEMENT ORGANIZATION

As defined by Brisbane Municipal Code 2.28.070, the City's emergency management organization includes:

All officers and employees of the City, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations, and persons who may by agreement or operation of law, including persons impressed into service under the provisions of paragraph c of subdivision 6 of subsection A of Section 2.28,060, be charged with duties incident to the protection of life and property in the City during such emergency, shall constitute the emergency organization of the City.⁹

7.5.1 Director of Emergency Services

Brisbane Municipal Code 2.28.050 outlines the appointment of the Director and assistant director of emergency services:

- A. There is created the office of director of emergency services. The city manager or his/her designated representative shall be the director of emergency services.
- B. There is created the office of assistant director of emergency services, who shall be appointed by the director.

Per Brisbane Municipal Code 2.28.060, the Director of Emergency Services is empowered to:

1. Request the City Council to proclaim the existence or threatened existence of a "local emergency" if the City Council is in session, or to issue such proclamation if the City Council is not in session. Whenever a local emergency is proclaimed by the director, the City Council shall take action to ratify the proclamation within seven (7) days thereafter or the proclamation shall have further force or effect;
2. Request the Governor to proclaim a "state of emergency" when, in the opinion of the director, the locally available resources are inadequate to cope with the emergency;
3. Control and direct the effort of the emergency organization of the City for the accomplishment of the purposes of this chapter;
4. Direct cooperation between and coordination of services and staff of the emergency organization of the City, and resolve questions of authority and responsibility that may arise between them;
5. Represent the City in all dealings with public or private agencies on matters pertaining to emergencies as defined in this chapter;
6. In the event of the proclamation of a "local emergency" as provided in this chapter, the proclamation of a "state of emergency" by the Governor or the Director of the State Office of Emergency Services, or other existence of a "state of war emergency," the director is empowered:
 - a. To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the City Council,
 - b. To obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commandeer the same for public use,
 - c. To require emergency services of any City officer or employee and, in the event of the proclamation of a "state of emergency" in the county in which the City is located or the existence of a "state of war emergency," to command the aid of as many citizens of this community as he deems necessary in the execution of his duties; such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered disaster service workers,
 - d. To requisition necessary personnel or material of any City department or agency, and

⁹ [Reference: Brisbane Municipal Code](#)



- e. To execute all of his ordinary power as City Manager, all of the special powers conferred upon him by this chapter or by resolution or emergency plan pursuant to this chapter adopted by the City Council, all powers conferred upon him by any statute, by any agreement approved by the City Council, and by any other lawful authority.

7.5.2 Assistant Director of Emergency Services

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

7.5.3 City Employees

Per Brisbane Municipal Code 2.28.060, all officers and employees of the City, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations, and persons who may by agreement or operation of law, including persons impressed into service under the provisions of paragraph c of subdivision 6 of subsection A of Section 2.28,060, be charged with duties incident to the protection of life and property in the City during such emergency, shall constitute the emergency organization of the City.

Per California Government Code 3100, public employees are disaster service workers (DSW) subject to such disasters as may be assigned to them by superiors or by law.¹⁰

8.0 EMERGENCY MANAGEMENT PHASES

8.1 PREPAREDNESS

The preparedness phase of emergency management includes activities undertaken prior to an emergency in order to improve the City's ability to coordinate, respond, and recover from a critical incident. These activities focus on maintaining or improving capabilities that will be used in the response or recovery phases. The City's preparedness activities emphasize emergency planning, training, and exercises as well as public education and outreach.

The City conducts drills and exercises regularly in order to validate ongoing activities, identify areas for improvement, and prioritize or justify future effort and funding. As part of the OA, the City may collaborate with other OA cities in planning, trainings, and/or exercises.

8.1.1 Planning

Emergency planning includes a wide variety of plans at the strategic, operational, and tactical levels. Strategic plans include the EOP and many of its associated hazard-specific or functional annexes, while operational and tactical planning includes more detailed information such as standard operating procedures (SOP), checklists, personnel assignments, notification rosters, resource lists, and forms.

All City departments are required to participate in the development of relevant strategic and operational plans while ensuring that internal tactical planning is sufficient to meet the needs of their outlined roles and assigned objectives. This includes the development of department-specific SOPs required to meet the objectives outlined for each department.

8.1.2 Training

Training is an essential component of preparedness and greatly impacts the City's ability to respond to, and recover from, a critical incident. The City works with City departments and other stakeholders to provide training for staff.

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

¹⁰ [California Government Code 3100 related to Disaster Service Worker](#)



- ICS
- SEMS
- NIMS
- California DSW
- EOC functions

The City also partners with residents through its Community Emergency Response Team (CERT) program, local businesses, CBOs and other entities to provide training and public safety public education.

8.1.3 Exercises

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

8.1.4 Public Awareness and Education

The City and its partners actively promote public awareness and education in order to strengthen overall preparedness and community resilience. By providing community education, outreach, training, and coordination, the City empowers community members and organizations to adequately prepare for and meet their own needs. In promoting self-reliance and individual preparedness, the City reduces the overall burden on limited resources and competing needs that emerge during critical incidents.

8.2 RESPONSE

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

8.2.1 Pre-Event Response

Some incidents may allow for pre-event or precautionary measures. Depending upon the probability and likelihood of significant impacts, pre-event response activities may include:

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

8.2.2 Emergency Response

Emergency response activities are actions taken during, or in the immediate aftermath, of a critical incident to reduce actual impacts. While these activities are most often associated with traditional response agencies including law enforcement, fire protection, emergency medical services (EMS), utilities, and public works, the size and complexity of an incident may require robust support from additional governmental agencies, NGOs, and other partners.

When coordinating emergency response activities and addressing competing needs and objectives, the City has established the following broad response priorities:

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



Emergency response may also include activities related to short-term recovery.

8.3 RECOVERY

The recovery phase typically commences as the response phase is winding down; there is an overlap of the response and recovery phases. The recovery phase includes short- and long-term activities focused on returning the community to pre-incident conditions. In some instances when a state or federal disaster declaration has been made, recovery activities include the critical task of identifying, documenting, and quantifying response and recovering those costs eligible for reimbursement. Long term recovery for a significant disaster may extend from months to years depending on the extent of the devastation.

8.3.1 Short-term Recovery

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

8.3.2 Long-term Recovery

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

8.3.3 Damage Assessment

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

8.3.4 Disaster Assistance Programs

If the disaster is significant enough to warrant a gubernatorial and a presidential federal disaster declaration, additional state and federal assistance may become available.¹¹ If determined to be eligible, the City and its residents may be able to participate in state and federal disaster assistance programs:

- **Individuals** - may be eligible for loans and grants for housing assistance programs (for homeowners and renters), and uninsured disaster-related necessities (including personal property, medical, dental, and transportation expenses). Other Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) programs including crisis counseling, disaster unemployment assistance, and legal services, may be available.
- **Businesses** - may be eligible for low-interest loans to assist with uninsured physical damage through the U.S. Small Business Administration (SBA).
- **Government** - assistance may be available through state assistance under the California Disaster Assistance Act (CDAA), as well as several federal programs including the FEMA Public Assistance (PA) Grant Program and the Hazard Mitigation Grant Program (HMGP).
- **Non-profit Organization** - assistance may be available through the state CDAA, as well as several federal programs including the FEMA PA Grant Program for eligible non-profit organizations.

8.3.5 Recovery Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs. Various state and federal assistance programs require different types of documentation for eligible costs and in addition to structural damage, may include staff time, equipment, and materials used

¹¹ Note: a local disaster proclamation does not automatically warrant the provision of state or federal assistance. The City will have to qualify for these additional resources. Most disasters do not rise to this level of significance and insurance is often the only resource available.



in response to the incident. To eligibility for reimbursement, City departments and agencies must identify and support internal mechanisms for tracking and documenting appropriate costs.

8.3.6 After Action Report

As part of the recovery phase, and in accordance with SEMS, the State of California requires any city and/or county proclaiming a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an after action report (AAR) to the California Office of Emergency Services (Cal OES) within 90 days of the close of the incident period.

8.4 MITIGATION

The mitigation phase includes actions and measures taken to reduce or eliminate the degree of long-term risk from natural and technological hazards. Whereas preparedness activities increase the City's ability to respond to the impacts of a hazard, mitigation activities reduce the potential for those impacts in the future, thereby reducing overall risk.

The City participates in local and regional mitigation activities such as the development of risk assessments and mitigation plans. The San Mateo Countywide HMP and the City of Brisbane-specific Annex contains detailed hazard assessments and potential mitigation strategies.

8.5 WHOLE COMMUNITY APPROACH

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

8.5.1 Residents

Residents of Brisbane play a fundamental role in emergency management by ensuring that they are prepared for emergencies and disasters. In most disasters, City residents will be the first to respond—family members caring for one another, neighbor helping neighbor. In a major disaster, residents may not have access to City services for days.

The City recommends that all residents prepare for disasters by taking first aid and CPR training, maintaining disaster supplies of food and water, and safekeeping personal documentation (e.g., personal identification and individual medical records). These actions will better prepare residents to evacuate or shelter-in-place for up to a week. Those families or residents with disabilities and others with access and functional needs may require additional personal planning before, during, and after an emergency to accommodate their need for assistance with communication, maintaining health and medical supplies, independence, support and safety, or transportation.

8.5.2 Community Emergency Response Team

The CERT program encourages family, neighborhood, and community preparedness for emergencies such as earthquake, fire, flood and other major events by training individuals and families to be self-sufficient after an emergency. The CERT program also educates participants to have food, water, tools and medical supplies to help family and neighbors survive if electricity, gas, water, phones and other utilities are disrupted.

8.5.3 People with Disabilities

People with disabilities may require additional planning and support to ensure they receive equal access and services as required under the Stafford Act¹² as well as other state and federal legislation such as the

¹² See [Robert T. Stafford Disaster Relief and Emergency Assistance Act](#) (Public Law 93-288, as amended, 42 U.S.C. 5121)



ADA of 1990¹³. Covered disabilities are not always apparent and may include impairments of mobility, vision, and hearing as well as some cognitive disorders and mental illnesses.

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

- Notification and warning procedures (ex. non-verbal communications for the deaf and hard of hearing community)
- Evacuation, transportation, and sheltering considerations (ex. use of appropriate vehicles and transportation for those with mobility issues or special equipment)
- Accommodations for service animals (ex. shelter or mass care settings when safety of others can be developed)
- Accessibility to information (ex. use of existing community and social networks to extend communications beyond social and traditional media systems)

The City requires vendors and third-party vendors providing services in an emergency to comply with Title II of the ADA. In addition, the City looks to integrate people with disabilities and their advocates directly into preparedness activities such as plan development and review. These efforts have included targeted outreach to publicize the development of this EOP and solicit input and participation in the subsequent development and review of associated operational annexes and appendices.

8.5.4 Individuals with Access and Functional Needs

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

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

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

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

When the City EOC is activated, the EOC Public Information unit will provide messaging in multiple formats and coordinate messaging with community stakeholder organizations. The City may utilize paratransit resources to support evacuations if needed.

8.5.5 Considerations for Pets and Other Animals

¹³ See Americans with Disabilities Act of 1990 (Public Law 101-336, 104 Stat. 328 [1990])



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

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

8.5.6 Private Sector

The City of Brisbane encompasses about 3 square miles with a residential population of 4,692 residents¹⁴ and has a mixture of residential and business communities and a marina. Local businesses can play an essential role responding to and recovering from a disaster.

Much of the City's critical infrastructure is owned or maintained by businesses and must be protected during a response to ensure a quick and complete recovery from an emergency. This includes communications, utilities, transportation, and food supplies. These businesses provide valuable resources before, during and after an emergency and play a critical role in meeting the needs of those impacted by an emergency. The City recommends that all businesses develop comprehensive emergency plans that include employee injury and illness prevention programs, business resumption and continuity of operations elements. The City will continue collaborative efforts with the private sector as an integral component of the City's overarching emergency management program. Coordinated efforts may be facilitated through the local Chamber of Commerce.

9.0 ALERT AND WARNING

9.1 EMERGENCY ALERT SYSTEM (EAS)

The EAS is a public warning system that may be used by federal, state, and local authorities to provide emergency information and notification to citizens. This system allows use of existing media (radio, TV) resources to communicate to residents in the event of a widespread emergency situation. The City may request activation of the EAS through the San Mateo OES.

9.2 SAN MATEO COUNTY ALERT (SMC ALERT)

SMC Alert is an alert notification system used to immediately contact registrants during urgent or emergency situations. Alerts can be sent via text to email accounts, cell phones, smartphones, tablets, and voice messages to landline phones. The City may request activation of SMC Alert through San Mateo County OES.

9.3 INTEGRATED PUBLIC ALERT AND WARNING SYSTEM (IPAWS)

The Integrated Public Alert and Warning System (IPAWS) is a federal system that provides public safety officials with an effective way to alert and warn the public about serious emergencies from a single interface using the EAS, Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems. The City may request activation of IPAWS through the San Mateo County OES.

9.4 ADDITIONAL EMERGENCY INFORMATION SYSTEMS

A number of additional emergency information systems or pathways are available to the City, including:

¹⁴ California Department of Finance, [Population Estimates](#), 2018



- City of Brisbane Emergency Information Website: <http://brisbaneca.org/>
- City of Brisbane Emergency Information Line (415-508-2100)
- Local Media (radio and/or television)
- Social Media:
 - Twitter: @brisbaneca
 - Facebook: City of Brisbane CA-City Hall
 - Nextdoor: <https://nextdoor.com/city/brisbane--ca/>
- Email to Residents (via Constant Contact)

The City also has various means to: (1) notify, recall, and mobilize staff (including those off-duty) and (2) communicate and coordinate with such staff and other government and NGO partners.

10.0 EMERGENCY OPERATIONS CENTER

The City of Brisbane EOC provides a centralized location where emergency management coordination and decision making can be supported during a critical incident, major emergency, or disaster. When activated, the EOC provides support for a number of critical tasks related to communications, coordination, resource management, and executive leadership.

10.1 PRIMARY AND ALTERNATE EOC LOCATIONS

The primary EOC for the City of Brisbane is located in City Hall at 50 Park Place. If the primary EOC is threatened, inoperable, or inaccessible, an alternate EOC may be established at another facility including the BFD Training Room at 3445 Bayshore Boulevard, Brisbane.

10.2 EOC ACTIVATION AND DEACTIVATION

The EOC facility and equipment are maintained and used regularly by Emergency Services staff and may be used for coordination and monitoring activities at any time without the need for a formal activation (“steady state”). However, depending upon the need and circumstances, an official EOC activation may be appropriate to support a number of activities, including:

- Field response
- Pre-planned events
- Local Proclamation of Emergency
- Governor’s Proclamation of Emergency
- Presidential Declaration of a National Emergency
- State of War

Detailed EOC activation and notification criteria and procedures are contained in the City of Brisbane’s EOC Manual.



10.2.1 EOC Activation Authority

The EOC may be activated by the following City officials:

- City Manager
- Director of OES
- Police Chief
- EOC Planning Section Chief
- Department Head(s) of affected Department(s)

10.2.2 EOC Activation Levels

EOC activation levels are scalable based on the nature of the incident and the evolving needs of the City. Activation may include full or partial staffing as required. Activation and staffing levels are established by the EOC Director. When the City's EOC is activated, the San Mateo OA/San Mateo County OES should be notified. Other partners will be notified as practicable.

Similarly, the deactivation of the EOC will be scaled based on the decreasing needs of the City. Appropriate EOC functions and roles will be demobilized as the situation permits. EOC activation levels are scalable based in the evolving needs and may include full or partial staffing as required. See table below:

Level	Operational Status	Trigger Event/Situation <i>(examples include but not limited to)</i>	Activities
Level 1 - Minimal Staffing	Emergency Services Coordinator	<ul style="list-style-type: none"> • Small incident or event • One site • Potential threat of: <ul style="list-style-type: none"> ○ Flood ○ Severe storm - Escalating incident 	<ul style="list-style-type: none"> - Situational Analysis - Public Information - Response Coordination - Resource Coordination - Reporting to State
Level 2 Partial Staffing	Management, EOC Section Coordinators Branches/Divisions/Units Liaison/Agency reps	<ul style="list-style-type: none"> • Large scale evacuations • 2+ incident sites • Severe Weather Warning • Earthquake with minor damage • Major scheduled event - 	<ul style="list-style-type: none"> - Situational Analysis - Public Information - Response Coordination - Resource Coordination - Logistics Support - Reporting to State
Level 3 - Full Staffing	All positions (as required)	<ul style="list-style-type: none"> • Large Winter Storm • Terrorist incident • Major Earthquake • Regional Disaster • Major Wildland Fire in Urban interface - Other events as require 	<ul style="list-style-type: none"> - Situational Analysis - Public Information - Response Coordination - Resource Coordination - Logistics Support - Recovery Operations - Sustained Operations - Reporting to State



10.3 EOC COMMUNICATION AND COORDINATION

The EOC has the capability to communicate and coordinate with a broad array of internal (field personnel, incident commanders) and external stakeholders (response partners, critical infrastructure and key resources, outside agencies).

When necessary, the City will notify needed emergency response personnel using available communications systems (information technology systems, two-way radios, etc.) and in accordance with current practices and procedures.

The City will employ its current practices and procedures for contacting and/or notifying EOC staff members, department heads, and city employees regarding their response and responsibilities in a disaster. At present, the City of Brisbane contracts with the City of San Mateo for police dispatch services.

The City EOC will communicate and coordinate with partner agencies, special districts, public utilities, community and volunteer groups, and local businesses. Various groups and organizations may have either a field or EOC liaison to assist in communication.

10.4 COORDINATION WITH THE FIELD RESPONSE LEVEL

In a major emergency, first responder agencies will be the initial responders to an emergency. Based upon the impact to the City and its services, the EOC may be activated. Responding agencies will employ their policies and procedures for field operations and determine the appropriate incident commander (IC). In some situations, a unified command (UC) may be more appropriate when more than one agency has incident jurisdiction or when an incident crosses jurisdictional boundaries.

ICs and UCs will communicate with the City's EOC to coordinate support, assistance, and situational awareness and status updates.

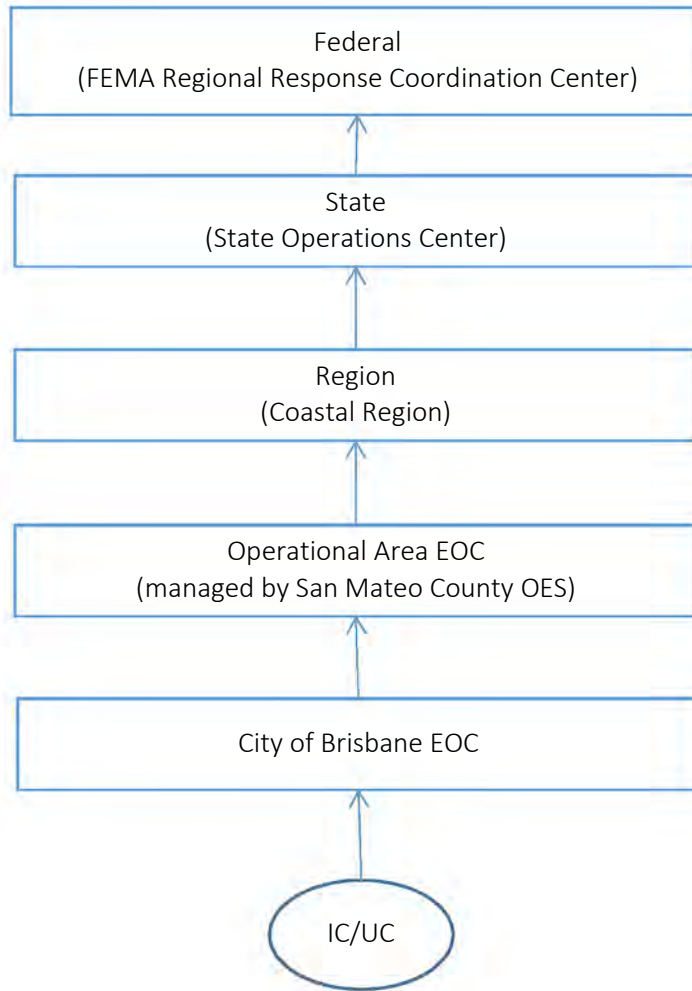
10.5 COORDINATION WITH THE SAN MATEO OPERATIONAL AREA

Coordination and communications should be established between the activated City EOC and the San Mateo OA EOC. For the San Mateo OA, the common communication links to the City EOC are telephone, fax, cellular phone, email, radio, Web EOC, amateur band radio, satellite phone, and in-person representatives.

Figure 2 below shows the different levels of government emergency response during large-scale disasters and how they relate to one another under SEMS (lines of communications and coordination).



Figure 2: SEMS Communications/Coordination



- EOC Emergency Operations Center
- FEMA Federal Emergency Management Agency
- IC/UC Incident Command or Unified Command at incident site(s)
- OES Office of Emergency Services
- SEMS Standardized Emergency Management System



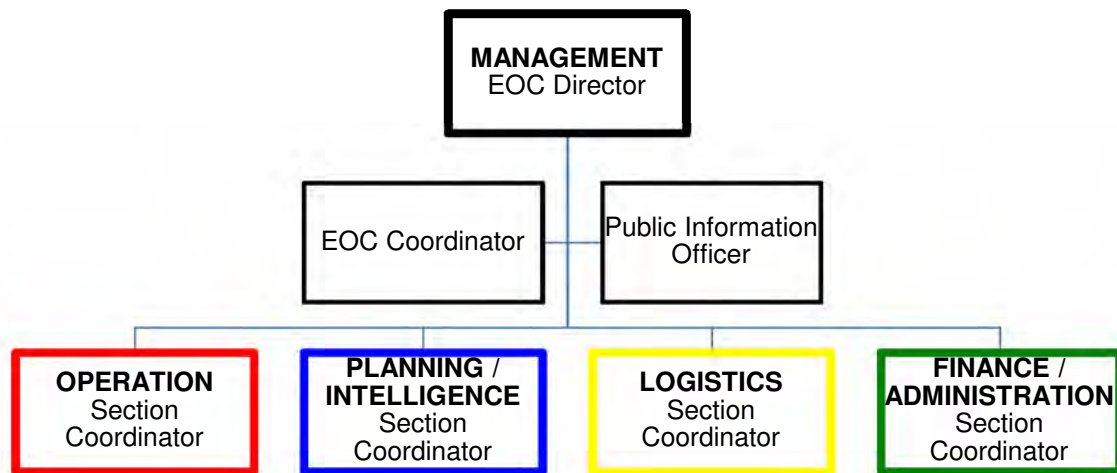
10.6 EOC ORGANIZATION

The EOC is organized by the five major functional areas outlined in SEMS:

- Management
- Planning/Intelligence
- Operations
- Logistics
- Finance/Administration

See the “City of Brisbane EOC Manual” for position descriptions. Key EOC positions are outlined in Figure 3 below.

Figure 3: Key EOC Positions





10.7 CITY DEPARTMENT RESPONSIBILITIES FOR EOC STAFFING

Table 2 (below) summarizes City department responsibilities for staffing key EOC functions.

Table 2: City Department EOC Function Responsibilities

Position	City Attorney	City Manager	Community Engagement	Finance	Fire	Community Development	Human Resources	Information Technology	Building & Planning	Police	Parks & Recreation	Public Works	Water
MANAGEMENT SECTION													
EOC Director		P			S					S			
Public Information Officer		P			S					S			
Emergency Manager					P					S			
Legal Officer	P												
Safety Officer							P						
Access & Functional Needs							P				P	S	
OPERATIONS SECTION													
Operations Section Chief					P					P			
Fire & Rescue					P								
Law Enforcement										P			
Public Works												P	
Water													P
Care & Shelter											P		
PLANNING & INTELLIGENCE SECTION													
Planning & Intel Section Chief									P				
Situation Analysis									P				
Damage Assessment						S			P				
GIS / Mapping								P	S				
Message Center									S	P			
Advance Planning						P			S				
Technical Specialist			S		S			S	S	S		S	S
LOGISTICS SECTION													
Logistics Section Chief											P		
Communications								P					
Supply/Procurement				P									
Human Resources							P						
Volunteers			P				S				P		
Facilities												P	
Resource Status											P		
FINANCE & ADMINISTRATION SECTION													
Finance & Admin Section Chief				P									
Payables				P									
Time Keeping / Claims				P			P						
Documentation & Cost				P			P		P				

P = Primary
S = Support



11.0 KEY RESPONSE FUNCTIONS

11.1 SAFETY ASSESSMENT

Safety evaluation of buildings, structures and areas affected, including landslides, are coordinated by the Planning/Intelligence Section in accordance with procedures outlined in Applied Technology Council (ATC) 20-2. Safety evaluation operations consists of rapid, detailed or engineering evaluations conducted by qualified City staff, mutual aid personnel and volunteers working under the direction of the Building & Code Enforcement Division of the Building & Planning Department. Safety evaluation inspections will result in a determination as to the safety of the structure/area for reentry and/or occupancy and will be posted with appropriate red, yellow, or green placards.

Priority areas and structures to be assessed are essential services facilities, critical infrastructure facilities, transportation systems, and residential/commercial structures.

Depending on the nature and severity of the event, the City may request resources from the state and participate in the Post-Disaster Safety Assessment Program (SAP).¹⁵ The overall management of this program is the responsibility of the Building & Planning Department.

11.2 DAMAGE ASSESSMENT

Damage assessment is conducted following the safety assessment effort. Damage estimates are needed to indicate the severity of the impact and help gauge the scope and quantity of resources that may be needed to stabilize and restore the community. Damage assessment efforts will involve multiple City departments including Building & Planning, Public Works, Marina and Parks & Recreation. There are two key initial damage assessment efforts conducted in a major emergency:

11.2.1 Initial Damage Estimate

Generally developed in the first 72 hours of an event, the Initial Damage Estimate (IDE) is a rapid evaluation of buildings and infrastructure to provide an approximate estimate of the extent of damages within the impacted area. This includes an approximate number of impacted housing units, commercial properties, as well as impacts on infrastructure such as roads and utilities. The IDE includes a gross estimate of the monetary damages to public and private infrastructure as well as the City's response costs. The IDE can be developed by conducting windshield surveys, assembling reports from field staff or using a computer model such as FEMA's Hazards-U.S. (HAZUS) system.

11.2.2 Preliminary Damage Assessment

Subsequent to the IDE, the City will prepare a more deliberate and detailed inventory of damaged structures and infrastructure. A FEMA/Cal OES team will then visit to view damages first-hand and validate the City's damage inventory. The State uses the results of the PDA to determine if the situation is beyond the combined capabilities of the State and local resources and to verify the need for supplemental federal assistance. The PDA also identifies any unmet needs that may require immediate attention. This process could take a few days to a week depending on the severity of the event.¹⁶

11.2.3 Other Assessments

Key City departments may also utilize internal damage assessment procedures for infrastructure elements. The American Red Cross may also choose to conduct an independent windshield damage survey to estimate the potential number of residents that may seek their services. Input from other stakeholders will be needed to develop a full damage assessment (ex. school districts).

11.3 WATER AND WASTEWATER OPERATIONS

Potable water is a fundamental element of the critical infrastructure serving City residents. It is also the primary source of water for fire suppression. The Brisbane Water District (BWD) and Guadalupe Valley

¹⁵ See the Cal OES [Safety Assessment Program](#)

¹⁶ See also the [FEMA Damage Assessment Manual](#), 2016



Municipal Improvement District (GVMID) are responsible for assessing damage to systems, prioritizing the supply of available water, and ensuring the safety of the water provided. Key water response actions for potable water in an emergency include:

- Secure water leaks
- Maintain supply and pressure for fire suppression
- Prioritize supply for critical functions including medical services and mass care & shelter operations
- Monitor storage levels
- Monitor pump status
- Make system repairs
- Provide analytical water sampling, testing and certification services
- Develop boil water notices and other safety communications as needed

Similarly, the City provides wastewater collection and contracts for treatment services that are critical to the City's public and environmental health. Key City response actions for wastewater include¹⁷:

- Document overflow locations
- Locate and assess damaged collection system pipe
- Monitor lift stations
- Manage flow diversions if necessary
- Make system repairs
- Provide analytical wastewater sampling and testing services
- Continue to regulate commercial discharges

11.4 EMERGENCY DEBRIS CLEARANCE

The Public Works Department is responsible for the emergency clearance of debris from all public facilities and roadways to allow for emergency vehicle access. This is to be distinguished from the more deliberate debris management effort which will sort, remove and dispose of the debris.

11.5 MASS CARE & SHELTER

The City of Brisbane is charged with the responsibility to act on behalf of the health, welfare and safety of its residents. In a major emergency or disaster, the City will expand the scope and level of services it provides to its residents. The City may partner with NGOs and CBOs to ensure the best possible resources are quickly provided to those with the greatest need. Such groups include the American Red Cross and the Salvation Army. However, the City retains the primary responsibility for the care of its residents.

Mass care refers to unique services and resources that are needed by large numbers of residents impacted by an emergency or disaster. These include potable water, food, sanitation, clothing, communications, information, pet care, social services, and behavioral health services. Shelter refers to the short-term housing services needed for those whose homes have been damaged or for those who cannot return home.

The Parks & Recreation Department is assigned the lead role in coordinating the provision of care and shelter services. A variety of other City staff, volunteers, community organizations and vendors will be engaged to identify needs and deliver resources. Mass Care & Shelter operations must integrate and provide resources for individuals with access and functional needs.¹⁸

¹⁷ See also [City of Brisbane, Sewer System Management Plan](#), 2013

¹⁸ See also FEMA's [Guidance Planning for Integration of Functional Needs Support Services in General Population Shelters](#), 2010



12.0 ROLES AND RESPONSIBILITIES

The following lists summarize the primary and significant disaster response roles and responsibilities for each City department and stakeholder organization. To the extent resources are available, departments may provide assistance to other departments.

12.1 CITY ATTORNEY

- Support proclamations of local emergency
- Assess City operations and provide legal counsel as needed

12.2 CITY CLERK

- Facilitate and administer proclamations of local emergency
- Oversee preservation of vital records
- Monitor continuity of government
- Administer loyalty oath to DSW volunteers as needed
-

12.3 CITY MANAGER'S OFFICE

- Coordinate incident management and response efforts
- Establish response priorities
- Issue mission assignments
- Authorize proclamations of local emergency
- Lead incident action planning
- Direct resources and human capital
- Develop and maintain communication with Mayor and City Council members
- Lead emergency public information
- Manage media and community relations

12.4 FINANCE

- Provide emergency procurement support for life-saving and emergency protective measures
- Provide resource support (facility space, office equipment/supplies, contracting services, etc.)
- Anticipate, obtain, and track resources for City staff, mutual aid resources, and volunteers
- Develop financial mechanisms, procurement vehicles, and contracts to support procurement
- Oversee staff time-keeping
- Oversee compensation and claims
- Provide fiscal oversight and track expenses

12.5 FIRE

- Conduct wildland, rural, and urban firefighting operations
- Conduct EMS operations and liaison with County EMS regarding hospital functions
- Lead mass casualty/fatality management
- Conduct search & rescue operations
- Conduct hazardous materials response operations
- Support emergency public warning as needed
- Conduct assessment of facilities with underground storage tanks with fuel
- Conduct assessment of facilities with hazardous materials
- Lead fire and rescue mutual aid coordination
- Support damage assessment efforts
- Provide incident planning and management support as needed

12.6 COMMUNITY DEVELOPMENT

- Support damage assessment efforts



- Coordinate social services
- Lead initial planning for long-term recovery
- Develop and coordinate interim and long-term disaster housing
- Assist with coordinating SAP
- Assist with damage assessment efforts

12.7 HUMAN RESOURCES

- Protect, restore, and sustain City staff
- Develop and coordinate human resources including contractors
- Recruit, screen, provide, and track volunteers
- Establish internal City staff communications
- Identify any employee needs (ex. child care, shelter)

12.8 INFORMATION TECHNOLOGY

- Protect, restore, and sustain City cyber and information technology resources
- Oversee communications within the incident management and response structures
- Coordinate with telecommunications service providers
- Restore and repair telecommunications infrastructure
- Provide geographic information system (GIS) mapping support as needed

12.9 BUILDING & PLANNING

- Manage and conduct post-event City facility safety assessments
- Manage structural safety assessment function and establish structure re-entry standards
- Lead damage assessment efforts
- Coordinate and direct SAP resources
- Support short-term recovery re-occupancy efforts

12.10 POLICE

- Conduct law enforcement operations
- Lead evacuation operations
- Conduct emergency public warning as needed
- Provide facility and resource security
- Establish liaison with Coroner
- Lead law enforcement mutual aid coordination
- Conduct security planning and technical resource assistance
- Impose and enforce curfew as directed
- Provide public safety and security support
- Provide traffic control
- Provide support to access, traffic management, and crowd control at mass care facilities

12.11 PARKS & RECREATION

- Manage emergency shelter operations
- Manage mass care operations
- Manage pet care and shelter operations
- Protect and restore natural/cultural resources and historic properties

12.12 PUBLIC WORKS

- Conduct infrastructure protection and emergency repair
- Provide tree clearance from public rights of way
- Conduct infrastructure restoration
- Support evacuation operations including individuals requiring assistance
- Establish and support movement restrictions



- Conduct debris clearance and manage debris operations
- Conduct flood fight operations
- Activate and coordinate EOC operations
- Lead emergency management mutual aid coordination
- Activate volunteers in the Auxiliary Emergency Communications Service (AECS) as needed
- Lead public works mutual aid coordination
- Provide engineering services and construction management
- Provide facility repairs and maintenance in support of mass care and emergency shelter operations
- Coordinate with CalTrans regarding state and federal highways
- Restore transportation infrastructure
- Support damage assessment efforts
- Manage City facilities and coordinate use of non-City facilities
- Supervise transit safety and accessibility
- Support transportation function

12.13 BRISBANE WATER DISTRICT & GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT

- Coordinate potable water system resources for prioritized public safety operations
- Monitor potable water quality and perform sampling/testing as needed
- Restore/maintain water and wastewater infrastructure
- Restore/maintain wastewater treatment plant operations
- Coordinate with the San Francisco Public Utilities Commission regarding pipeline operations within the City
- Provide potable water in support mass care operations as possible
- Support damage assessment efforts
- Ensure compliance with regulatory permits

12.14 CITY COUNCIL / MAYOR

- Support public information efforts as needed
- Support community engagement
- Attend public meetings as needed
- Review potential or threatened litigation as needed
- Serve as a liaison with other city, county, state and/or federal representatives as needed
- Review and approve the Proclamation of Local Emergency
- Visit impacted areas, shelters, and other temporary facilities
- Review requirements for special legislation and development of policy
- Consider short- and long-term recovery staff recommendations

12.15 LOCAL GAS AND ELECTRIC UTILITY PROVIDER

- Mitigate safety threats to responders and residents
- Coordinate prioritization of restoration of electrical and gas utility services
- Coordinate underground service alert mark outs



13.0 EMERGENCY PROCLAMATIONS/DECLARATIONS

13.1 LOCAL PROCLAMATION

The State of California Government Code allows a local emergency to be proclaimed by a city council, county, or by an official designated by ordinance adopted by the governing body¹⁹.

If the City of Brisbane determines that the effects of an emergency are, or may become, beyond the capability of local resources, a local emergency can be proclaimed. The Director of Emergency Services may issue a proclamation of local emergency when the City Council is not in session. A sample proclamation is included as an attachment to this EOP (Attachment 2). Such a proclamation of local emergency is invalid after seven days, unless ratified by the City Council. Proclamations must be made within 10 days of occurrence to qualify for assistance under the CDAA and must be renewed every 30 days until terminated.

A local proclamation of emergency allows the Director of Emergency Services to take measures necessary to protect and preserve public health and safety and supports requests for state and federal assistance. A local proclamation clearly communicates to City residents, staff and other stakeholders the severity of the emergency. A proclamation also provides City staff with additional powers and authorities to increase the speed and effectiveness of City response activities.²⁰

A local proclamation of emergency does not automatically make the City eligible for state or federal disaster assistance. The City may simultaneously proclaim a local emergency and request a gubernatorial (state) or presidential (federal) disaster proclamation/declaration. San Mateo County can proclaim an emergency separately from the City. Their proclamation may also make the City eligible for future participation in state or federal disaster response/recovery efforts.

13.2 STATE OF EMERGENCY

After a proclamation of a local emergency, the City Council, having determined that local resources are not sufficient to mitigate the situation, may request by letter or resolution that the Governor proclaim a state of emergency²¹ in the area to fully commit state and mutual aid assistance and provide resources to assist the local government.

To support its request for a gubernatorial proclamation, it is essential that the City forward an estimate of damage and financial loss to Cal OES through the San Mateo OA as quickly as possible. Estimates of loss are an important part of the criteria that Cal OES considers when making a determination to proclaim a state of emergency and request a presidential declaration of emergency or disaster. A copy of the request for a Governor's proclamation, with the following supporting data, must be forwarded to the San Mateo OA Coordinator for transmission to the Cal OES Director:

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

Cal OES will prepare a recommendation on the action that should be taken by the Governor. The Governor may also proclaim a State of Emergency without a local request if the safety of persons and property in

¹⁹ See California Government Code (Sections 8630-8634) authorizing local government proclamations and Brisbane Municipal Code (Chapter 2.28) authorizing the City Manager in their role of Director of Emergency Services to declare a local proclamation of emergency, if the City Council is not in session.

²⁰ See [Emergency Proclamations: A Quick Reference Guide for Local Government](#), California OES, 2014 and [Brisbane Municipal Code, Chapter 2.28.060](#).

²¹ See California Government Code (Sections 8625-8629) authorizing actions and power of the Governor to declare a State of Emergency.



the State are threatened by conditions of extreme peril, or emergency conditions are beyond the emergency response capacity and capabilities of local authorities.

13.3 STATE OF WAR EMERGENCY

In addition to declaring a State of Emergency, the Governor can proclaim a State of War Emergency²² whenever the state or the nation is attacked by an enemy of the United States, or upon receipt by the state of a warning from the federal government indicating that such an enemy attack is probable or imminent. The provisions of the Governor granted under a State of War Emergency are the same as those granted under a State of Emergency.

13.4 PRESIDENTIAL DECLARATION

Following the proclamation of a State of Emergency, and with or without the City's request to do so, the Cal OES Director may recommend that the Governor request a Presidential Declaration²³ of a major disaster under the authority of Public Law 93-288. The Governor's request to the President is submitted through FEMA. Supplementary justification data may be required to accompany the state and local proclamations and initial damage estimate. Note that a Presidential Declaration of Major Disaster is required in order to access the bulk of federal disaster assistance programs.

13.5 OTHER POWERS

Other local, state, and federal authorities such as public health emergencies or quarantines may grant broad powers to certain government officials to restrict movement or impose other restrictions in proclaimed emergencies.

13.5.1 Curfew

The City Council or whomever the City Council has authorized to restrict the movement of people and property during an emergency is primarily responsible for ordering an evacuation, quarantine, curfew, or other restriction on travel. This authorization may be in the form of an ordinance, resolution, or order that the Council has enacted. Curfews may be initiated as a crime prevention measure depending on the intensity of the disaster and the level of damage sustained.²⁴ The decision to implement a curfew and the duration rests with the City Council, but these curfews should be coordinated through the San Mateo County OA. Curfews may be implemented City-wide, or within specific areas depending on the emergency.

The Chief of Police also has curfew authority: "For the suppression of riot, public tumult, disturbance of the peace, or resistance against the laws or public authorities in the lawful exercise of their functions, the chief of police has the powers conferred upon sheriffs by general law and in all respects is entitled to the same protection." Specifically, "The Sheriff shall prevent and suppress any affrays, breaches of the peace, riots and insurrections which come to his knowledge, and investigate public offenses which have been committed."²⁵ The Sheriff also has the responsibility for closing areas to the public and consequently to order an evacuation.²⁶ Although the regulation uses the term "Sheriff", the Chief of Police is provided with the same authority.

14.0 CONTINUITY OF GOVERNMENT

The Continuity of Government (COG) is an essential function of emergency management and is vital during an emergency/disaster situation. The COG is defined as the preservation, maintenance, or reconstitution

²² See California Government Code (Sections 8620-8624) outlining the powers of the Governor under a State of War Emergency

²³ See Robert T. Stafford Disaster Relief Act (Public Law 93-288) as the statutory authority for most federal disaster response activities.

²⁴ See [Legal Guidelines for Controlling Movement of People and Property During an Emergency](#), California Governor's Office of Emergency Services, 1999

²⁵ California Government Code Section 26602

²⁶ California Penal Code Sections 409, 409.5, 409.6



of the civil government's ability to carry out its constitutional responsibilities. All levels of government share a constitutional responsibility to preserve the life and property of their citizens. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unable to serve.²⁷

14.1 LINES OF SUCCESSION

When a role or function is essential to the City's ability to complete its critical missions, a successor must be named to assume the duties and responsibilities of that role. The COG lines of succession for selected essential City government positions are listed below:

14.1.1 Mayor

- Vice Mayor
- Stand By Officers

14.1.2 City Manager

- Deputy City Manager
- Chief of Police
- Planning Director

14.1.3 Chief of Police

- Commander
- Senior Patrol Sergeant

14.2 ESSENTIAL FACILITIES: ALTERNATE SEAT OF GOVERNMENT

The primary seat of the City of Brisbane local government is:

Brisbane City Hall
50 Park Place
Brisbane, CA 94005

Subject to the needs of the City and the situation and conditions present, an alternate site will be selected.

14.3 PRESERVATION OF VITAL RECORDS

City leadership will require certain vital records during a disaster. Vital records are the documents required to continue the mission of City departments and agencies during and after a disaster. The records will assist in providing services both to internal City departments and external customers, such as citizens, contractors, other government entities.

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

Example documents may include:

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

²⁷ California Government Code Sections 8635-8644



ATTACHMENT 1: AUTHORITIES AND REFERENCES

LOCAL AUTHORITIES AND REFERENCES

Per Brisbane Municipal Code Section 2.28.080, the Brisbane Disaster Council shall be responsible for the development of the City Emergency Plan, which shall provide for the effective mobilization of all of the resources of the City, both public and private, to meet any condition constituting a local emergency, state of emergency, or state of war emergency; and shall provide for the organization, powers and duties, services, and staff of the emergency organization. This plan shall take effect upon adoption by resolution of the City Council.

STATE AUTHORITIES AND REFERENCES

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

The following authorities and references are also applicable:

- Standardized Emergency Management System Regulations: California Code of Regulations, Title 19, Division 2, Chapter 1
- Disaster Service Worker: California Government Code, Title 1. Division 4, Chapter 8
- Disaster Assistance Act Regulations: California Code of Regulations, Title 19, Division 2, Chapter 6
- Local Emergency Prevention Measures for County Health Official: California Health and Safety Code §101040
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Disaster Assistance Act
- Orders and Regulations that may be promulgated by the Governor during a State of Emergency or a State of War Emergency

FEDERAL AUTHORITIES AND REFERENCES

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

The following authorities and references are applicable:

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 U.S.C. §5121 et seq., as amended)
- Code of Federal Regulations: Title 44, Part 206
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, National Incident Management System, February 28, 2003
- National Response Framework, Second edition, U.S. Department of Homeland Security, July 2014



ATTACHMENT 2: SAMPLE PROCLAMATIONS

Proclamation of Local Emergency by Director of Emergency Services

WHEREAS, Section 2.28.060 of the City of Brisbane Municipal Code empowers the Director of Emergency Services to proclaim the existence or threatened existence of a local emergency when said City is affected or likely to be affected by a public calamity and the City Council is not in session, and;

WHEREAS, the Director of Emergency Services of the City of Brisbane does hereby find;

That conditions of extreme peril to the safety of persons and property have arisen within the City, caused by

_____ which began at _____ a.m./p.m. on
(*fire, flood, storm, mudslides, torrential rain, earthquake, drought, or other causes*)

the _____ day of _____, 20____, and;

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

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

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

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the emergency organization of this City shall be those prescribed by state law, by ordinances, and resolutions of this City, and by the City of Brisbane Emergency Operations Plan, as approved by the City Council on _____.

That this emergency proclamation shall expire in 7 days after issuance unless confirmed and ratified by the governing body of the City of Brisbane.

Dated: _____ By: _____

Director of Emergency Services

Print Name

Address



Proclamation Requesting that the Governor Proclaim a State of Emergency and that the Governor Request a Presidential Declaration of a Major Disaster

WHEREAS, the Director of Emergency Services of the City of Brisbane found that due to _____, which commenced on the ____ day of _____, 20____, a condition of extreme peril to life and property did exist in the City of Brisbane, and

WHEREAS, in accordance with state law and Brisbane Municipal Code, the Director of Emergency Services proclaimed the existence of a local emergency throughout said City effective the _____;

WHEREAS, it has now been found that local resources are unable to cope with the effect of said emergency;

NOW, THEREFORE, BE IT HEREBY PROCLAIMED AND ORDERED that a copy of this proclamation be forwarded through the Director of the Office of Emergency Service to the Governor of California with the request that he proclaim the City of Brisbane to be in a state of emergency; and that he authorize assistance under the California Disaster Assistance Act; and further that the Governor request a Presidential Declaration of Major Disaster.

IT IS FURTHER RESOLVED that _____, is designated as the local Hazard Mitigation Coordinator of the City of Brisbane for the purpose of assessing damage within said county and consulting with federal/state survey teams about hazard mitigation actions.

IT IS FURTHER RESOLVED that _____, *Director of Public Works*, is hereby designated as the authorized representative of the City of Brisbane for public assistance and that _____, *Director of Community Development*, is hereby designated as the authorized representative of the City of Brisbane for individual assistance for the purpose of receipt, processing and coordination of all inquiries and requirements necessary to obtain available state and federal assistance.

SIGNED AND SUBSCRIBED at _____ on this ____ day of _____, 20____.

By: _____

Director of Emergency Services

Print Name

Address



ATTACHMENT 3: ACRONYMS

AAR	After Action Report
ACES	Auxiliary Communications Emergency Services (Amateur Radio)
ADA	Americans with Disabilities Act of 1990
ATC	Applied Technology Council
BWD	Brisbane Water District
Cal OES	California Governor's Office of Emergency Services
CBO	Community-based Organization
CDAA	California Disaster Assistance Act
CERT	Community Emergency Response Team
COG	Continuity of Government
CPG	Comprehensive Preparedness Guide
DSW	Disaster Service Worker
EAS	Emergency Alert System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EMS	Emergency Medical Services
FBO	Faith-based Organization
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
GVMID	Guadalupe Valley Municipal Improvement District
HAZUS	Hazards-U.S.
HMGP	Hazard Mitigation Grant Program
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IDE	Initial Damage Estimate
IPAWS	Integrated Public Alert and Warning System
LHMP	Local Hazard Mitigation Plan
MMAA	Master Mutual Aid Agreement
NGO	Non-governmental Organizations



NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
OA	Operational Area
OES	Office of Emergency Services
PA	Public Assistance
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PETS	Pets Evacuation and Transportation Standards Act, 2006
REOC	Regional Emergency Operations Center
SAP	Safety Assessment Program
SBA	U.S. Small Business Administration
SEMS	Standardized Emergency Management System
SMC Alert	San Mateo County Alert and Warning System
SOC	State Operations Center
SOP	Standard Operating Procedures
Stafford Act	Robert T. Stafford Disaster Relief and Emergency Assistance Act
UC	Unified Command
WEA	Wireless Emergency Alerts



ATTACHMENT 4: GLOSSARY

Action Plan

A plan prepared in the Disaster Field Office, Emergency Operations Center, Unified Command Center, or Incident Command Post, containing the emergency response objectives of a specific SEMS level reflecting overall priorities and supporting activities for a designated period.

Concept of Operations

A general notion of the methods agencies use to organize their response to disasters (such as mutual aid and SEMS). Disasters typically progress through identifiable phases and certain responses are appropriate during each of these phases.

Disaster Service Worker (DSW)

Any persons registered with a disaster council or Cal OES to provide disaster service without pay. Disaster service workers include public employees, registered volunteers and persons pressed into service during an emergency by persons authorized to command such services.

Emergency (Federal Definition – see also Local Emergency and State of Emergency)

Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion or other catastrophe in any part of the United States which requires federal emergency assistance to supplement state and local efforts to save lives and protect public health and safety or to avert or lessen the threat of a major disaster.

Emergency Management

The provision of overall operational control or coordination of emergency operations at each level of the California emergency organization, whether by the actual direction of field forces or by the coordination of joint efforts of governmental and private agencies.

Emergency Manager

An individual duly appointed by state agencies, counties, cities and counties and cities of the State of California, in accordance with state authority, adopted ordinance, by resolution as provided for by ordinance, or section §26622 of the Government Code.

Emergency Organization

The operational forces deemed necessary to meet the conditions of a local emergency. All officers and employees of this City, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations and persons who may by agreement or operation of law, including persons pressed into service under the provisions of this title, be charged with duties incident to the protection of life and property in this City during such emergency, shall constitute the City Emergency Organization.

Emergency Operations Center (EOC)

A centralized location from which emergency operations can be directed and coordinated.

Federal Assistance (federal definition)

Aid to disaster victims or state or local governments by federal agencies under the provisions of the Federal Disaster Relief Act (Public Law 93-288) and other statutory authorities of federal agencies.

Hazardous Material Incident

Any release of a material (during its manufacture, use, storage or transportation) which is capable of posing a risk to health, safety and property. Areas at risk include facilities that produce, process, transport or store hazardous material, as well as all sites that treat, store and dispose of hazardous materials.

Incident Command System (ICS)

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



Local Emergency (state definition)

The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, earthquake or other conditions which are, or are likely to be, beyond the control of the services, personnel, equipment and facilities of a political subdivision and require the combined forces of other political subdivisions to combat.

Major Disaster (federal definition) – see also Emergency

Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion or other catastrophe, which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Federal Disaster Relief Act.

Mass Care

The provision of shelter, water, food, emergency first aid, sanitary facilities, bulk distribution of emergency items, and disaster welfare information.

Master Mutual Aid Agreement

The California Disaster and Civil Defense Master Mutual Aid Agreement entered into by and among the State of California, its various departments and agencies and the various political subdivisions of the State. The agreement provides for support of one jurisdiction by another.

Mitigation

Pre-event planning and other actions which lessen the effects of potential disasters. (See also Comprehensive Emergency Management.)

Mutual Aid

A statewide system, developed under the authority of the California Emergency Services Act, designed to ensure that adequate resources, facilities and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

Mutual Aid Region

A subdivision of the state emergency services organization established to coordinate mutual aid and other emergency operations. The City of Brisbane is location in Mutual Aid Region II.

National Incident Management System (NIMS)

Established by Homeland Security Presidential Directive 5, NIMS is the mandated system for all states and subdivisions as well as the federal government to respond to disasters including enemy attack.

Office of Emergency Services (California) (Cal OES)

Part of the Governor's Office, the primary state agency responsible for the coordination and administration of statewide operations to support emergency mitigation, preparedness, response and recovery activities.

Operational Area (OA)

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

Preliminary Damage Assessment (PDA)

The PDA is used to determine the impact and magnitude of damage caused by the disaster event and resulting unmet needs of the public sector and community as a whole. Joint Cal OES / FEMA PDA teams will visit the impacted area to verify reported damages and identify any unmet needs.

Public Information Officer (PIO)

An official responsible for releasing information to the public through the news media.

Regional Emergency Operations Center (REOC)

The REOC is the first level facility of the Cal OES to manage a disaster. It provides a single consistent emergency support staff operating from a fixed facility, responsive to the needs of the operational areas and coordinates with the State of California Operations Center.



Robert T. Stafford Disaster Relief and Emergency Assistance Act, (Public Law 93-288 as amended)

Gives the President broad powers to supplement the efforts and available resources of state and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from declared emergencies and major disasters.

Safety Evaluation (Assessment)

State-managed program utilizing volunteers and mutual aid resources to provide professional engineers, architects, and certified building inspectors to assist local governments in safety evaluation of their built environment in the aftermath of a disaster. Evaluations are conducted in accordance with Applied Technology Council (ATC) publications 20, 20-1, and 45²⁸.

Shelter

A facility and/or site containing an existing structure or requiring the construction of a temporary structure using non-traditional material (e.g., tents, open air) for the purposes of providing relief and services to affected populations.

Standard Operating Procedures (SOPs)

A set of specific instructions for departments, agencies, and individuals to function in field or EOC positions.

Standardized Emergency Management Systems (SEMS)

The group of principles for coordinating state and local emergency response in California. SEMS provides for a multiple level emergency response organization and is intended to facilitate the flow of emergency information and resources within and between the organization levels.

State Coordinating Officer

The person appointed by the Governor to coordinate and work with the federal coordinating officer.

State of Emergency (state definition)

According to §8558 (b) of the Emergency Service Act, a State of Emergency means: "Other duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property with the State caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions other than conditions resulting from a labor controversy or conditions causing a "state of war emergency", which conditions, by reason of their magnitude are or are likely to be beyond the control of the services, personnel, equipment and facilities of any single county, city and county, or city and require the combined forces of a mutual aid region or regions to combat"

State Operations Center (SOC)

A facility established by Cal OES headquarters in Sacramento to coordinate state operations and the coordination of federal resources in support of the REOC during emergencies.

####

²⁸ See [Cal OES Safety Assessment Program](#)

EMERGENCY OPERATIONS PLAN

Part II: Hazard Annexes

Earthquake

City of Brisbane

November 2018



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1.0 INTRODUCTION

1.1 PURPOSE

This Annex to the City of Brisbane’s Emergency Operations Plan (EOP) is intended to ensure an effective and coordinated response to a significant earthquake event. This Annex provides direction for City departments, community groups and allied stakeholders ensuring interagency coordination in accordance with the City’s EOP, the California Emergency Services Act, the Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS).

This Annex is designed to accomplish the following:

- Serve as a planning document to support further development of major incident plans by City departments.
- Provide an overview of the threats that earthquakes pose to City and define the potential range of impacts.
- Provide the response management team with contextual information to guide initial response planning.

1.2 SCOPE

This Annex has been developed in accordance with the City EOP. In keeping with the EOP’s “all-hazards” approach for local emergency management, the response policies and protocols for an earthquake will align with those established in the EOP.

The Annex supplements the EOP by providing considerations for a response to a major earthquake in San Mateo County or the San Francisco Bay Area that has a significant effect on the City. This plan does not change policies and direction provided in the EOP, such as policies for activating and managing the EOC. Rather, it provides additional guidance that may be used to complement the EOP.

Many variables govern the specific effects of an earthquake, from the amount of energy it releases and the location of its origin, to the specific qualities of the soil and rock upon which a community is built. Given these variables, the complexity of earthquake effects, and the size and density of the Bay Area, no plan can possibly identify all considerations for a response. Consequently, this Annex is not intended to describe detailed procedures for tactical execution of response tasks. However, the plan does provide considerations that can be used to prepare for and guide the execution of response operations.

This Annex is primarily focused on response and short-term recovery operations. Elements related to preparedness, long-term recovery, and mitigation are addressed in the City’s EOP and the *San Mateo County Hazard Mitigation Plan (July 2016)*, as well as the *California Governor’s Office of Emergency Services (Cal OES) / Federal Emergency Management Agency (FEMA) Bay Area Earthquake Plan (July 2016)*.

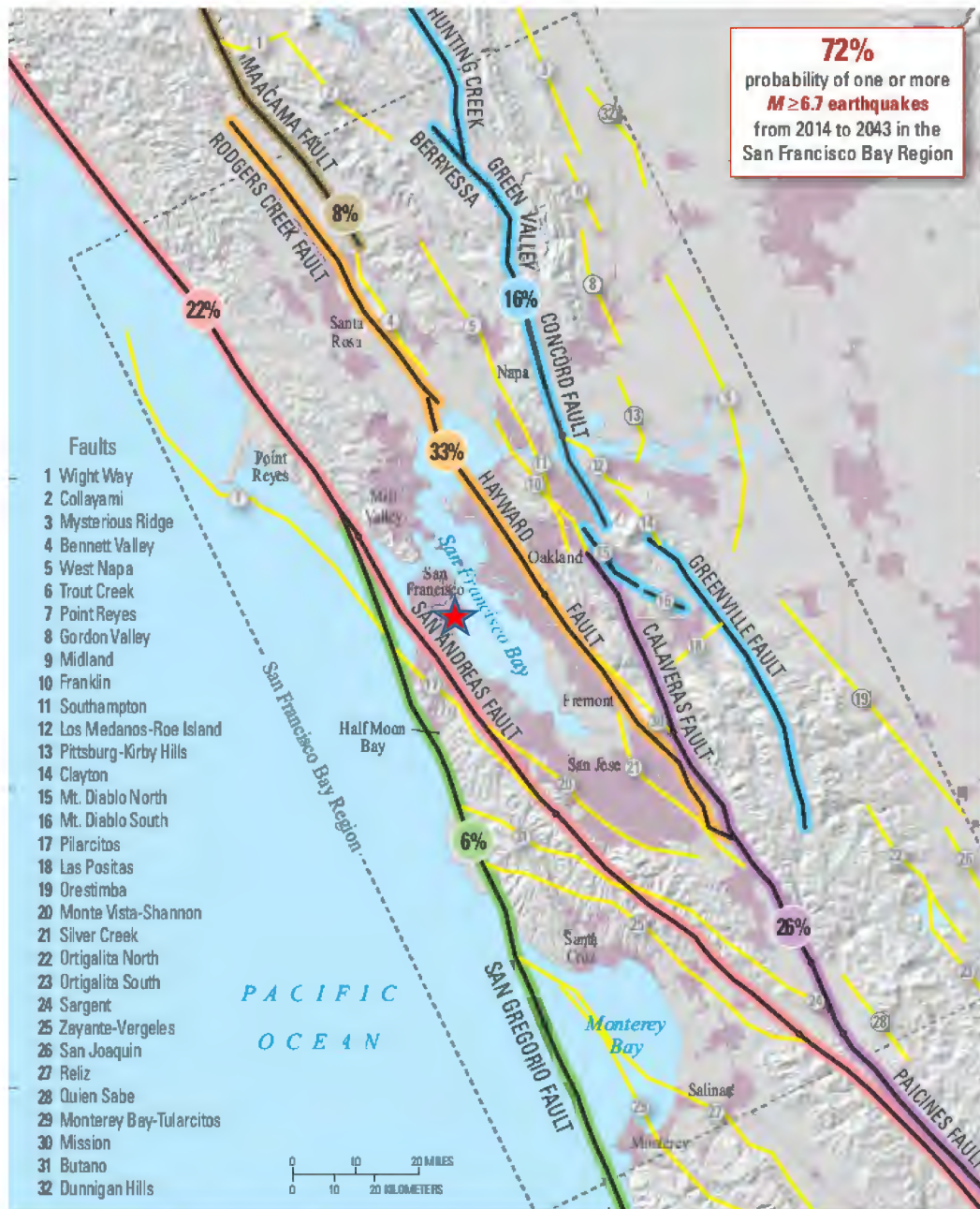
1.3 SITUATION

California is seismically active because it sits on the boundary between two of the earth’s tectonic plates: the North American Plate and the Pacific Plate. All land east of the San Andreas Fault is on the North American Plate. Coastal cities from Monterey to San Diego are on the Pacific Plate. The Pacific Plate is constantly moving northwest past the North American Plate. The relative rate of movement is about 2 inches (50 millimeters) per year (Cal OES 2013). Earthquakes in the San Francisco Bay region result from strain energy constantly accumulating across the region because of the northwestward motion of the Pacific Plate relative to the North American Plate.



In addition to the San Andreas Fault, there is the Hayward Fault across the San Francisco Bay to the east, and the San Gregorio Fault to the west along the Pacific Ocean. The primary seismic hazard for the City is potential ground shaking from these three large faults. See Figure 1.

FIGURE 1: SIGNIFICANT KNOWN FAULTS IN THE BAY AREA



Source: USGS 2016f

1.3.1 San Andreas Fault



The San Andreas Fault is a transform boundary that spans approximately 810 miles from the East Pacific rise in the Gulf of California through the Mendocino Fracture Zone off of the shore of northern California. The fault is estimated to be 28 million years old. The fault forms the tectonic boundary between the Pacific Plate and the North American Plate, and its motion is right-lateral strike-slip.

The San Andreas Fault poses the greatest risk for the City of Brisbane due to the close distance to the fault, posing considerable risk for surface fault rupture within and near the City. According to the Association of Bay Area Governments (ABAG), the San Andreas Fault has a 21 percent chance of generating a magnitude (M) 6.7 or greater earthquake in the next 30 years. The last earthquake with an epicenter in San Mateo County was the 1957 Daly City earthquake with a magnitude of 5.3. A rupture along the peninsula will cause extremely violent ground shaking throughout the City of Brisbane. The bay margins will also be likely to experience liquefaction in a major earthquake (ABAG 2013).

1.3.2 Hayward Fault

The Hayward Fault is a 45-mile-long, right lateral slip fault that runs parallel to the San Andreas Fault through densely populated areas on the East Bay. The Hayward Fault is increasingly becoming a hazard priority in the Bay Area because of its increased chance for activity and its proximity to critical infrastructure and multiple highly populated areas. There is a 33 percent probability of a M-6.7 or greater earthquake along the Hayward Fault within the next 30 years.

1.3.3 Calaveras Fault

The Calaveras Fault is a major branch of the San Andreas Fault in the San Francisco Bay area. It is east of the Hayward Fault and extends 76 miles from the San Andreas Fault near Hollister to Danville at its northern end. The Calaveras Fault is one of the most geologically active and complex faults in the San Francisco Bay Area (U.S. Geological Survey [USGS] 2003). There is a 26 percent probability of a M-6.7 or greater earthquake along the Calaveras Fault within the next 30 years.

The last significant (greater than M-6.0) seismic event in the vicinity of Brisbane was the 2014 M-6.0 earthquake that originated 6 miles southwest of Napa. The previous large event was the 1989 M-7.1 Loma Prieta Earthquake that originated 10 miles northeast of Santa Cruz. No significant seismic events in the Planning Area have been recorded since these two events. Recent earthquakes of M-5.0 or greater within a 100-mile radius of Brisbane are listed in Table 1.

TABLE 1: RECENT EARTHQUAKES MAGNITUDE 5.0 OR LARGER WITHIN 100-MILE RADIUS OF THE CITY OF BRISBANE

Date	Magnitude	Epicenter Location
8/24/2014	6.0	South Napa
10/31/2007	5.6	San Jose
5/14/2002	5.0	Gilroy
9/3/2000	5.0	Napa County
4/18/1990	5.4	Loma Prieta / Santa Cruz
10/18/1989	5.0	Loma Prieta / Santa Cruz
10/17/1989	7.2	Loma Prieta / Santa Cruz
6/13/1988	5.0	San Jose
3/31/1986	5.6	South Bay



The USGS estimates that there is a 72 percent probability of at least one earthquake in the San Francisco Bay region ¹ with a M-6.7 before 2043.

Earthquakes do not only produce damage, they serve as a catalyst for many other hazards. Identifying the extent and location of an earthquake is not as simple as it is for other hazards such as flood, landslide or wildfire. The impact of an earthquake is largely a function of the following components:

- Ground shaking (ground motion accelerations)
- Liquefaction (soil instability)
- Distance from the source (both horizontally and vertically).

For greater detail, see [San Mateo County Hazard Mitigation Plan \(2016\)](#)

1.4 EARTHQUAKE MEASUREMENT

There are two scales that are used to measure the severity and intensity of an earthquake. The Modified Mercalli Intensity (MMI) scale measures the ground shaking intensity in terms of acceleration, velocity, and displacement. The Moment Magnitude (Mw) scale measures the severity of the earthquake by the amount of energy released at the source of the earthquake. The Mw scale, based on the concept of seismic moment, is uniformly applicable to all sizes of earthquakes. The extent of damage from an earthquake is determined by the magnitude of the earthquake, distance from the epicenter, and characteristics of surface geology. An approximate correlation between the Mw and the MMI scale and its effects are shown below in Table 2.

TABLE 2: SEVERITY (Mw) AND INTENSITY (MMI) COMPARISON

Moment Magnitude (Mw) Scale: Severity	Modified Mercalli Intensity (MMI) Scale: Intensity	Abbreviated MMI Scale: Effects	
1.0 – 2.9	I	I. Not felt except by a very few under especially favorable conditions.	
3.0 – 3.9	II – III	II. Felt only by a few persons at rest, especially on upper floors of buildings.	III. Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibrations similar to the passing of a truck.
4.0 – 4.9	IV – V	IV. Felt indoors by many, outdoors by few during the day. At night, some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rocked noticeably.	V. Felt by nearly everyone; many awakened. Some dishes, windows broken. Unstable objects overturned. Pendulum clocks may stop.
5.0 – 5.9	VI – VII	VI. Felt by all, many frightened. Some heavy furniture moved; a	VII. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary

¹ USGS. 2016. Earthquake Outlook for the San Francisco Bay Region. <https://pubs.er.usgs.gov/publication/fs20163020>.



		few instances of fallen plaster. Damage slight.	structures; considerable damage in poorly built or badly designed structures; some chimneys broken.
6.0 – 6.9	VIII – IX	VIII. Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned.	IX. Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations.
7.0 and higher	X – XI	X. Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bent.	XI. Few, if any (masonry) structures remain standing. Bridges destroyed. Rails bent greatly.
	XII	XII. Damage total. Lines of sight and level are distorted. Objects thrown into the air.	

Source: USGS: http://earthquake.usgs.gov/learn/topics/mag_vs_int.php

1.4.1 Geologic Hazards

Seismic events are the highest threat and source of loss to the City of Brisbane. The following geologic hazards are associated with earthquakes and may be caused by seismic activity, causing additional damage.

Ground Shaking

Ground shaking caused by a strong earthquake is the most important seismic hazard that can be expected anywhere in the San Francisco Bay Area. The amount of earthquake shaking at a site is associated with the earthquake magnitude; the type of earthquake fault; the distance from the site and the earthquake source; the geology of the site; and how the earthquake waves decrease or increase as they travel from their source to the site in question. Shaking from the earthquake intensifies with a greater magnitude and closer distance to the epicenter. Softer soils and topographic ridges can also amplify seismic ground motions.

The shaking of the ground is caused by the sudden breaking and movement of tectonic plates (large sections of the Earth’s rocky outermost crust). Movements within the Earth’s crust cause stress to build up at points of weakness and can cause deformation of rocks in the Earth’s crust. Stored energy builds up and when the stress finally exceeds the strength of the rock, the rock fractures along a fault, often at a zone of existing weakness within the rock. The stored energy is suddenly released as an earthquake. Intense vibrations, or seismic waves, radiate outward from the initial point of rupture, or focus, where the earthquake begins. These seismic waves are what makes the ground shake and can travel large distances in all directions. Near the focus, the waves can be very large, making them extremely destructive. The epicenter is the point on the Earth’s surface located directly above the focus of an earthquake.

The entire City of Brisbane is subject to a Mercalli VII (Strong) level of peak ground acceleration in an earthquake that is expected to occur at least every 100 years (see Figure 2 below).

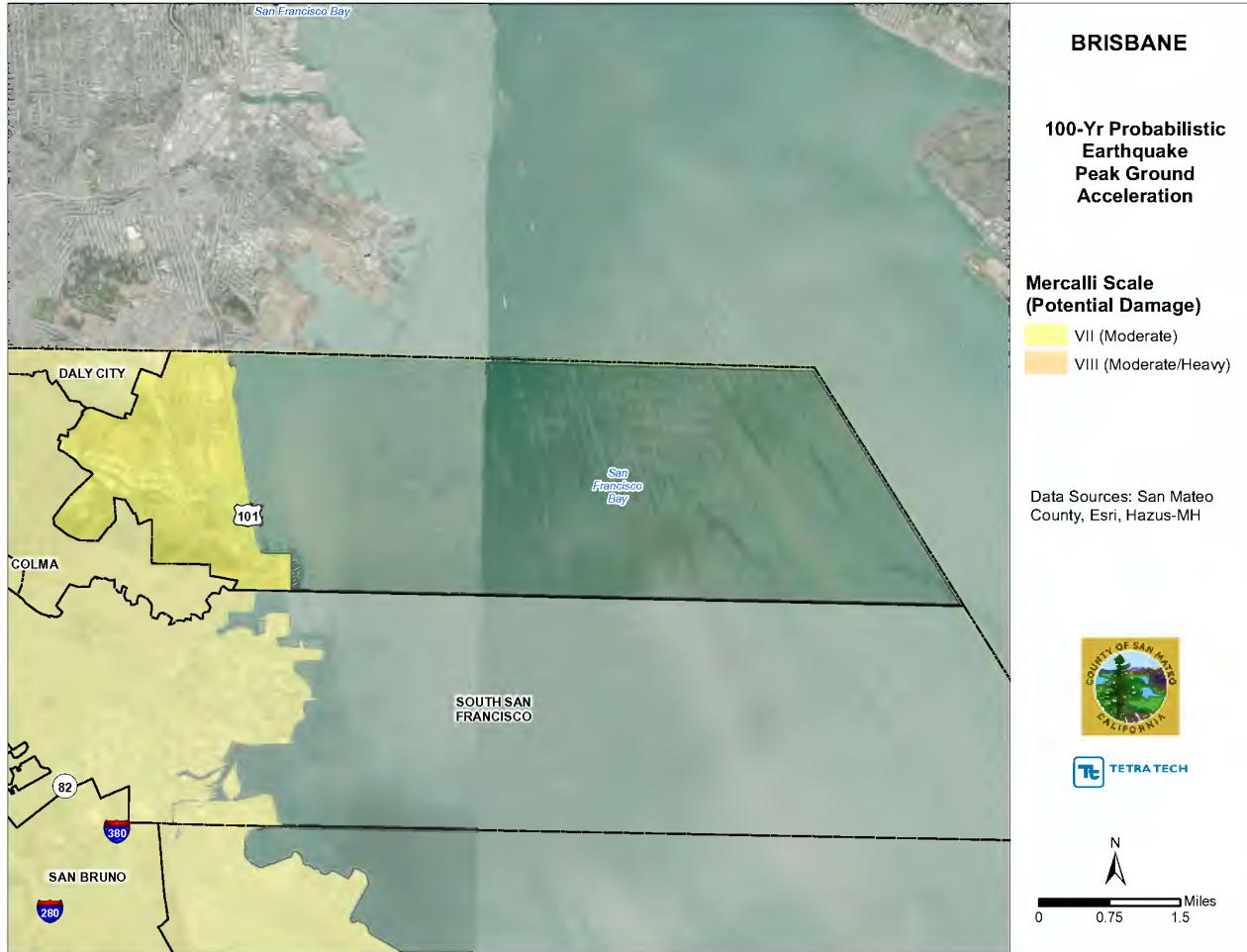
Surface Fault Rupture

Surface fault rupture is displacement along a fault that reaches the Earth’s surface during slip, typically from shallow earthquakes with an epicenter less than 20 kilometers (km) deep. Surface rupture is an offset of the ground surface when fault rupture extends to the Earth’s surface. Fault rupture almost always follows pre-existing faults, which are zones of weakness. Any structure built across the fault is at risk of being torn apart as the two sides of the fault slip past each other. Normal and reverse surface fault ruptures have



vertical motion while strike-slip surface fault ruptures produce lateral offsets. Many earthquake surface ruptures are combinations of both. Structures that span a surface fault are likely to suffer great damage.

FIGURE 2: CITY OF BRISBANE 100-YEAR PROBABILISTIC EARTHQUAKE PEAK GROUND ACCELERATION²



Liquefaction

Soil liquefaction is a phenomenon in which the strength and stiffness of a soil is reduced by earthquake shaking or other rapid loading. The vast majority of liquefaction hazards are associated with sandy soils and soils of low plasticity, such as silt. The composition of the soil must be saturated or nearly saturated to be susceptible to liquefaction. Liquefaction can result in the settling and compacting of unconsolidated sediment in the event of a major earthquake. Liquefaction may increase as the ground acceleration and duration of shaking increase. Liquefaction is more likely to occur in sand dune areas, as is quake-triggered ground failure. The probability of liquefaction in the City of Brisbane is very high according to maps of Quaternary (less than 1.8 million years old) deposits and liquefaction susceptibility prepared by the USGS

² Excerpted from the San Mateo County Hazard Mitigation Plan



(USGS 2006b). Various geotechnical investigations have confirmed the presence of potentially liquefiable deposits in subsurface materials (Treadwell & Rollo 2008).

Ground Failure

According to the USGS, ground failure is the term used to describe zones of ground cracking, fissuring, and localized horizontal and vertical permanent ground displacement that can form by a variety of mechanisms on gently sloping valley floors. Ground failure may be caused by surface rupture along faults, secondary movement on shallow faults, shaking-induced compaction of natural deposits in sedimentary basins and river valleys, and liquefaction of loose, sandy sediment.

Subsidence

Land subsidence is defined as the lowering of the land surface. Many different factors can cause the land surface to subside, such as a sinkhole, underground mine collapse, or a major earthquake. Land subsidence can occur in various ways during an earthquake. Movement that occurs along faults can be horizontal or vertical or have a component of both. As a result, a large area of land can subside drastically during an earthquake. Land subsidence can also be caused during liquefaction. Liquefaction can result in the settling and compacting of unconsolidated sediment in an event of a major earthquake. This can result in the lowering of the land surface.

A major earthquake with ground shaking and ground failure can cause significant social disruption and damage to buildings and infrastructure in the City of Brisbane. The extent of damage from an earthquake is determined by the magnitude of the earthquake, distance from the epicenter, and characteristics of surface geology. Earthquakes can cause structural damage, injury, and loss of life, as well as damage to infrastructure networks, such as water, power, gas, communication, and transportation. A significant earthquake could occur and exceed the response capabilities of the City of Brisbane. Response and disaster relief support would be required from other counties, private organizations, and from the state and federal governments.

1.4.2 Frequency

California experiences hundreds of earthquakes each year, most with minimal damage and magnitudes below 3.0. Earthquakes that cause moderate damage to structures occur several times a year. According to the USGS, a strong earthquake measuring greater than 5.0 occurs every 2 to 3 years and major earthquakes of more than 7.0 occur once a decade in the State of California. Both the San Andreas and the Hayward Faults have the potential for major to great events. The USGS estimated in 2016 that there is a 72 percent probability of at least one 6.7 or greater magnitude earthquake before 2043 that could cause widespread damage in the San Francisco Bay area (USGS 2015). California’s statewide hazard mitigation plan cites projections that there is more than a 99-percent probability of a M-6.7 earthquake in California in the next 30 years, and a 94-percent probability of a M-7.0 earthquake in California in the next 30 years.

Probabilities for earthquakes on major fault lines in the San Francisco Bay Area were estimated by the USGS in a 2016 report and are summarized in Table 3.

TABLE 3: EARTHQUAKE PROBABILITIES FOR THE SAN FRANCISCO BAY AREA, 2014-2043

Fault	Probability of One or More Earthquake with M-6.7 or Greater 2014-2043	Fault	Probability of One or More Earthquake with M-6.7 or Greater 2014-2043
Hunting Creek	16%	Maacama	8%
Green Valley	16%	Rodgers Creek Fault	33%
Concord	16%	Hayward	33%
Greenville	16%	San Andreas	22%



Fault	Probability of One or More Earthquake with M-6.7 or Greater 2014-2043	Fault	Probability of One or More Earthquake with M-6.7 or Greater 2014-2043
Berryessa	16%	San Gregorio	6%
Calaveras	26%		

Source: USGS 2015

1.5 SEVERITY

Earthquakes can last from a few seconds to over five minutes; they may also occur as a series of tremors over a period of several days. The actual movement of the ground in an earthquake is seldom the direct cause of injury or death. Casualties generally result from falling objects and debris, because the shocks shake, damage or demolish buildings and other structures. Disruption of communications, electrical power supplies and gas, sewer and water lines should be expected. Earthquakes may trigger fires, dam failures, landslides or releases of hazardous material, compounding their disastrous effects.

1.6 WARNING TIME

There is no current reliable way to predict the day or month that an earthquake will occur at any given location. Research is being done with warning systems that use the low energy waves that precede major earthquakes. These potential warning systems would give approximately 40 seconds notice that a major earthquake is about to occur. The warning time is very short, but it could allow for someone to get under a desk, step away from a hazardous material, or shut down a computer system.

1.7 OTHER SECONDARY HAZARDS

Earthquakes can cause large and sometimes disastrous landslides and mudslides. River valleys are vulnerable to slope failure, often as a result of loss of cohesion in clay-rich soils. Soil liquefaction occurs when water-saturated sands, silts, or gravelly soils are shaken so violently that the individual grains lose contact with one another and float freely in the water, turning the ground into a pudding-like liquid. Building and road foundations lose load-bearing strength and may sink quicksand-like into what was previously solid ground. Unless properly secured, hazardous materials can be released, causing significant damage to the environment and people.

Earthen dams and levees are highly susceptible to seismic events, and the impacts of their eventual failures can be considered secondary hazards of earthquakes. Depending on the location, earthquakes can also trigger tsunamis. Additionally, fires can result from gas lines or power lines that are broken or downed during the earthquake. It may be difficult to control a fire, particularly if the water lines feeding fire hydrants are also broken. After the 1906 earthquake in San Francisco, for example, a fire burned for three days, destroying much of the city and leaving 250,000 people homeless (Michigan Tech University No Date).

1.8 PLANNING ASSUMPTIONS

1.8.1 Impact Assumptions

This Annex is based on a no-notice, significant earthquake--either a localized incident or a larger regional event. The impact and associated effects will be determined by a number of variables including the magnitude, location, shaking intensity, duration and time of the event. General impacts include the following:

- Damage due to shaking may be severe.
 - Structural damage is likely to be worst in areas of soft soils or unconsolidated fill.
 - Some buildings may experience partial or total structural failure.



- Nonstructural damage will be widespread and will cause a number of buildings to be unusable even if the structure is deemed sound.
- Depending on the magnitude of the earthquake, people may be trapped in collapsed structures.
- The earthquake may cause immediate, simultaneous ignitions. Structure fires may ignite throughout the City. Fires will continue to ignite as power is restored.
- Fatalities and hundreds of injuries may occur. If the earthquake occurs during midday, the number of casualties will likely be greater as the working population is affected.
- Most fatalities will occur in the first 48 hours, but recovery of those buried in debris may continue for days.
- Hundreds of residents may require shelter because their dwellings are damaged.
- Water, power, and gas service will be interrupted.
 - Potable water shortages may occur due to pipeline breaks, loss of storage capacity, loss of power, or compromised water treatment. This may be a significant limiting factor for hospitals, medical care providers, 24-hour care facilities, and the business community as well as for the public.
 - Services may gradually decline due to leaks or as generators powering pumps run out of fuel or malfunction.
 - System restoration may take days (for electrical power) or weeks (for water and gas).
- Voice and data communications systems may be damaged, oversubscribed or disrupted due to loss of power and may take several weeks to fully restore.
- Major transportation facilities and systems may be damaged or disrupted including:
 - Major bridges and highways
 - Major airports
 - Mass transit rail and bus systems
 - City streets and roads

Structural damage to these facilities may take weeks or months to repair.

- Breaks in wastewater collection and disruption in treatment may cause disruption of vital services and could result in uncontrolled releases of untreated sewage.
- Critical government facilities (emergency operation centers [EOC], fire and police stations, public works, and transit) may be damaged and require alternate facilities be established.
- Shelter facilities may be damaged, requiring the identification of alternate shelter facilities. The demand for shelters may exceed initial capabilities/capacity.
- Small businesses will likely close due to impacts to their facilities, loss of utilities, and/or lack of staff to continue operations.
- The earthquake may generate millions of tons of debris. Initially, collapsed buildings and other structures may block roads and limit movement for evacuees and response personnel and vehicles.
- Earthquake aftershocks, some almost as large as the main shock, will occur regularly and may cause additional damage. The frequency and magnitude of aftershocks will decrease over time.



- The cumulative impact of large aftershocks will cause additional structural damage and necessitate additional safety assessment inspections (for aftershocks over M-5.0).
- The occurrence of aftershocks will also have a cumulative effect on the feeling of well-being or safety of residents and responders.

1.8.2 Response Assumptions

- Large earthquakes will produce intense regional competition for resources. Local mutual aid fire, EMS, and law enforcement resources will be limited as other jurisdictions face similar circumstances.
- The state and federal governments will immediately begin mobilization of resources. However, it may take time for resources to arrive. For example, FEMA Urban Search and Rescue (USAR) teams may take 24 to 48 hours to arrive in the affected areas.
- Disrupted communications systems, overwhelmed first responders, and the overall magnitude of the situation may slow the initial situation assessment.
- Damage to critical City facilities (ex. EOC, fire stations) may require alternative arrangements for management of response services.
- Damage to water and communications systems may challenge fire-fighting operations.
- The number of people trapped in buildings may initially exceed capacity to respond.
- Damage in high-rise areas may require response to the following incidents:
 - Fires on upper floors
 - People trapped in elevators
 - People with mobility challenges who need to evacuate but cannot use steps
 - Injuries in high-rise areas caused by falling glass and other debris
- Damage and disruption may necessitate deployment of law enforcement resources to maintain public order, augment rescue operations, and secure dangerous sites.
- Local medical facilities may be damaged. Surviving hospital capacity may be inadequate to treat casualties and other medical emergencies, requiring that some severely injured patients be relocated to facilities outside San Mateo County. However, relocation may be limited by impacts to the transportation system.
- The demand for emergency shelter may initially exceed capacity to inspect buildings and provide the resources and staff required to open fully functional shelters.
- The capacity to shelter and care for displaced residents may be exceeded, forcing relocation to other areas outside the City.
- It may be necessary to quickly assess thousands of buildings (public and private) to determine whether they are safe for re-entry and occupancy.
- Resources to remove debris will initially be limited as the City mobilizes its own forces and available contractors.
- The demand for emergency public information will be immediate and sustained. Social and traditional media coverage will be extensive.



- The ability of residents to return to work or provide support will be affected by utility disruptions, infrastructure damage, affected transit systems, interrupted supplies of key commodities including fuel, closed schools, reduced childcare services, as well as other indirect impacts on social infrastructure.
- Assistance in the form of spontaneous volunteers, donated goods, and monetary donations will begin to flow into the City. Although this may provide desperately needed resources, it will create coordination and logistical support challenges.

2.0 CONCEPT OF OPERATIONS

2.1 RESPONSE

The EOP defines the City's general emergency response organization, authorities, policies, priorities, and procedures. In the event of a significant earthquake, this Annex provides potential specific objectives that the emergency response organization may integrate into its operations (see Section 2 – Initial Response Objectives).

If the City is unable to provide sufficient resources, requests will go first to the San Mateo County Operational Area, then the State and then potentially, the federal government. Arriving resources will be rapidly deployed, integrated into the City's operations, and tracked. The City will provide public information efforts as well as mass care and shelter services to impacted residents. Integrated disaster fiscal procedures will ensure any use of public funds is justified and cost-effective. Transitioning from immediate life safety to sustained community response, the City will simultaneously start short-term recovery efforts while developing a long-term recovery plan.

In the first few hours and days following the earthquake (E), the City will conduct a phased response to coordinate these operations:

- First 4 hours (E+4)
Respond to the community's immediate life safety needs of fire suppression, emergency medical services, search & rescue, hazard materials release, and law enforcement.
- First 12 hours (E+12)
Assemble resources for a sustained response and for providing basic mass care, shelter, and information services to the community. Develop initial situational awareness.
- Through 24 hours (E+24)
Consolidate the system and resources for sustaining emergency response operations. Conduct outreach and public information efforts.
- Through 48 hours (E+48)
Stabilize support for affected areas, forecast potential resource requirements, and initiate damage assessment.
- Through 72 hours (E+72)
Begin to transition from immediate emergency response efforts to sustained operations. Develop Initial Damage Estimate (IDE).
- Sustained Operations (E+ 3 to 7 days)
Conduct sustained operations and begin to transition into recovery.



See Section 3 for objectives associated with each of these phases.

2.2 SHORT-TERM RECOVERY

The immediate response to a major earthquake will focus on saving lives, providing resources to sustain City residents, and stabilizing the situation. At some point, however, the City must transition to a phase in which recovery operations take precedence. Given the level of damage to housing, business, and infrastructure; the direct impact on the population; and the effect on the regional economy, full recovery from a major earthquake may take years. Nonetheless, rapid initiation of recovery operations is critical to restoring confidence in the community. Keep in mind that aftershocks may require a temporary transition back into the response phase.

This section describes key issues for initiating short-term recovery operations. The issues described below are among those that must be addressed most urgently. The magnitude of, and resources required to address these issues will require regional approaches with assistance from the state and federal governments.

2.2.1 Utility Restoration

Public and private utility providers, including Pacific Gas & Electric (PG&E), and telecommunications providers such as AT&T, will coordinate with the City EOC Operations Section and the San Mateo County Operational Area to assess damage and restore utility services within the City. Restoration of services will be affected by the following factors:

- Critical emergency response facilities will require backup power to continue operations on a temporary basis while utility service is being restored.
- Water service will be disrupted within the first several hours and could take two to three months to be fully restored. Water transmission and distribution pipes can often break days and weeks following the initial earthquake requiring continual monitoring and repair.
- Electrical power will be interrupted immediately and may take 7 to 15 days or longer to restore.
- Repair sites may be inaccessible temporarily due to debris, aftershocks, and damage to transportation infrastructure.
- Aftershocks may cause additional damage or require re-inspecting facilities and equipment.

The strategy for restoring utilities includes the following:

- Service providers will begin damage assessments immediately. Additionally, damage information will be provided to the City EOC Planning/Intelligence section from first responders, and other sources, which will then work with the Operations Section to provide information to and coordinate operations with service providers.
- Emergency restoration of lifeline utility services will be the top priority for the first 1 to 7 days after the event.
 - Service providers may implement interim repairs and establish temporary delivery systems.
 - Utility providers will restore services in accordance with their pre-established restoration priorities. The Brisbane Water District (BWD) and Guadalupe Valley Municipal Improvement District (GVMID) will convey incident-specific restoration priorities to utility service providers, which will fold these priorities into their restoration plans.



- The BWD and GVMID will identify priorities for restoring services to facilities and services necessary for emergency response operations, hospitals and healthcare facilities, and continuity of government; as well as restoration of service to the greatest number of people.
- The City EOC Water Branch will coordinate with the Brisbane Police Department (BPD), and Brisbane Public Works Department (BPW) to provide utility workers with access to repair sites.
- Utility service providers will assist each other through pre-established mutual assistance agreements (for example, the Water Agency Response Network). The Logistics Section will facilitate the provision of resources from within City and through emergency services mutual aid when requested.
- Permanent restoration of utility infrastructure will occur after critical services are restored on an interim basis, and may continue for months after the earthquake.

2.2.2 Debris Removal

Debris must be removed to allow resumption of services and business and make way for rebuilding.

- Transition to removing material from damaged buildings and demolish unsafe structures.
- Establish procedures to expedite removal of unsafe structures, in accordance with City requirements and FEMA requirements for reimbursement.
- Develop a plan for transporting debris to staging sites; separating, reducing, and recycling debris; and trucking to a disposal site.
- Secure contracted or federal resources, such as the US Army Corps of Engineers (USACE), to support long-term debris removal operations.
- Collaborate with the San Mateo County Operational Area and the region to address movement and disposal of debris in a region with limited landfill space.

2.2.3 Interim Housing

Emergency shelters are a short-term solution to the problem of displaced residents (i.e., no more than 30 days). Residents must quickly be transitioned to interim and, eventually, long-term housing arrangements.

- Establish a plan to determine interim and long-term housing needs, based on the needs of the shelter population.
- Utilize City resources, such as building inspectors, to work with shelter residents to determine whether they can move back into their homes.
- Streamline City processes for home repairs to expedite movement back to permanent residences.
- Establish a housing recovery team to act as the lead for coordinating San Mateo County Operational Area and regional housing planning efforts and immediately begin a working dialogue with FEMA and other federal agencies engaged in the housing issue.
- Collaborate with the San Mateo County Operational Area and regionally to reach consensus regarding what type of housing is needed and where it should be placed.

2.2.4 Disaster Assistance Programs

Disaster assistance is available through a wide array of state and federal programs that can be leveraged in the first 90 days to promote short- and long-term recovery.



- Working with the San Mateo County Operational Area and Cal OES, determine the appropriate number and location of local assistance centers that can be established to provide residents with information regarding recovery actions and assistance that is available.
- Establish a lead department and procedures for ensuring that City residents are fully engaged in state and federal individual assistance programs, including:
 - Disaster SNAP (food stamps) benefits.
 - Disaster unemployment assistance benefits.
 - Assistance to individuals and families, including temporary housing and grants for other uninsured disaster-related necessary expenses and serious needs.
 - State Supplemental Grant Program (SSGP), which provides assistance to families and individuals that still have unmet needs after receiving assistance from the federal government.
 - Crisis counseling.
 - Social Security assistance.
 - Small Business Administration (SBA) Disaster Loan Program, which provides low-interest loans for real estate repairs and costs for businesses.
- Integrate private nonprofit assistance programs into recovery activities. These include:
 - The American Red Cross which offers emergency shelter, food, clothing, physical and mental health support, limited grants for household items, work-related and medical equipment, and minor home repairs following natural disasters. They also provide referrals to other local and national agencies that provide home clean-up, repair, and rebuilding assistance.
 - Habitat for Humanity which assists with repairing and replacing housing for low-income disaster victims.
 - The Salvation Army which provides emergency shelter, food, clothing and household items.
 - The Southern Baptist Convention Disaster Relief Program which provides assistance with food, home clean-up, and repairs.
 - Team Rubicon which may provide volunteer assistance in incident management, damage assessment, mapping, and debris management.
- Establish a lead department (most likely the City Finance Department) to coordinate with Cal OES and FEMA for application of the Public Assistance Program. Under this program, FEMA provides funding to state and local governments for extraordinary costs associated with debris removal, emergency protective measures, and permanent repair or replacement of disaster-damaged facilities. Extensive coordination with City departments will be necessary to track costs, facilitate inspections of damaged sites, and secure reimbursement.
- Establish a lead department (most likely BPW) for obtaining emergency relief funds from the Federal Highway Administration (FHWA). Under this program, FHWA provides funding through the California Department of Transportation (Caltrans) for costs to open and repair federal-aid routes.

2.2.5 Other Emergency Actions

Emergency actions may be taken to address specific short-term recovery conditions such as:

- Suspension of evictions



- Request utilities to provide bill relief
- Waiver of permit fees for damage repairs
- Expedited permitting and inspection processes to support rapid repairs
- Occupancy waivers to support temporary housing and business space
- Change or alter traffic patterns

3.0 OBJECTIVES

3.1 GENERAL OBJECTIVES

Immediately following a major earthquake, and for as long as a state of emergency exists within the City, response to the earthquake will be the first priority of all City departments and agencies. All available City Disaster Service Workers (DSW) will be directed to achieve the following objectives:

- Save lives.
- Reduce immediate threats to life, public health and safety, and public and private property.
- Provide necessary care, shelter, and medical services to City residents and other members of the general public.
- Restore the operations of facilities, whether public or privately owned, that are essential to the health, safety, and welfare of the community, including critical City facilities, utilities, and transportation infrastructure.
- Assess damage to infrastructure, public facilities, and the built environment.
- Expedite the restoration of services, the economy, and the community at large; and begin the process of recovery.
- Keep the public informed.

3.2 RESPONSE OBJECTIVES

In addition to those tasks and objectives outlined in the EOP, the following specific operational objectives should be incorporated into initial response operations and planning. Alerts and notification may be sent via SMC Alert and other communication avenues such as social media.

3.2.1 First 4 hours (E+4)

Respond to the community's immediate life safety needs of fire suppression, EMS, search & rescue, hazardous materials release, and law enforcement.

- Direct and assist immediate life-saving rescue operations.
- Direct fire suppression for existing structure fires and anticipate fire spread based on conditions and historic precedent.
- Deploy law enforcement resources to support response activities and maintain law and order.
- Deploy EMS to major incidents.



- Establish casualty collection points for initial treatment of the injured.
- Deploy hazardous materials (HazMat) response resources as needed.
- Activate the EOC as needed.
- Establish contact with the San Mateo County Operational Area and allied stakeholder agencies.
- Identify potential sites for evacuation centers to accommodate displaced populations while emergency shelters are being opened.
- Identify at-risk populations, notify them, and begin to evacuate if warranted.
- Assess:
 - Situation at critical facilities, including City Hall and utilities.
 - Situation in areas not reporting.
 - Condition of emergency communications systems.
- Implement recall of City staff as needed.
- Begin public information messaging regarding recommended personal protective actions, safe congregation points, and community assistance needed.
- Complete an initial damage assessment of the City, identifying areas affected, major incidents, and operational status of critical services. Begin to develop Essential Elements of Information (EEI)--see Attachment 1.

3.2.2 First 12 hours (E+12)

Assemble resources for a sustained response and for providing basic mass care, shelter, and information services to the community. Develop initial situational awareness.

- Assess critical resource shortfalls and begin requesting support through mutual aid agreements and the San Mateo County Operational Area. Consider resources needed for the next 14 days. Assess condition of transportation system and develop alternatives for moving critical resources into the City.
- Develop a consolidated situation assessment and declare a state of emergency.
- Establish perimeter control around unsafe areas.
- Establish security at critical buildings, incident sites, work locations, infrastructure, and resource centers.
- Initiate safety assessment of critical City facilities.
- Assess conditions at designated emergency shelter sites and begin to supply with beds, water, food, medical support, generators, sanitation, and facility security.
- Begin to open emergency shelters to residents and DSWs.
- Identify people with special support requirements and transfer to appropriate care facilities.
- Designate primary routes and implement debris clearance, route recovery, and traffic control.



- Initiate a regular status reporting and resource requesting process between area commands (if established), major incident commands (if established), and state/federal counterparts offering coordinated assistance.
- Assess the need to activate a Joint Information Center (JIC).
- Determine if a curfew should be established.

3.2.3 Through 24 hours (E+24)

Consolidate the system and resources for sustaining emergency response operations. Conduct outreach and public information efforts.

- Concentrate City emergency management efforts for supporting ongoing on-scene incident management at major incidents, reinforcing the logistical support being requested.
- Coordinate the receipt and deployment of incoming resources to prioritized missions.
- Designate staging areas and begin planning to accommodate support personnel.
- Ensure that an adequate system is in place to fuel and maintain generators providing power to critical facilities as well as fuel for essential vehicles.
- Coordinate with the San Mateo County Operational Area regarding the process of collecting and handling fatalities.
- Conduct outreach for situation status and resource needs for affected facilities needing support from City, including transit sites, schools, commercial buildings, and sites of historic/cultural significance.
- Initiate social and traditional media briefings to inform residents on City operations, steps they can take, services available to them, ongoing rumor control efforts, and ways in which the community can help.

3.2.4 Through 48 hours (E+48)

Stabilize support for affected areas, forecast potential resource requirements, and initiate damage assessment.

- Process ongoing logistical resource requests for emergency services and mutual aid needs to support incident management.
- Evaluate the need for and implement an emergency drinking water plan.
- Establish a distribution network for drinking water and food for persons who are not residing in mass care facilities but are without basic services.
- Initiate damage assessment of City facilities, with priority for facilities critical to response operations. Determine approximate scope and severity of damage for key facilities only.
- Make arrangements for the EOC to assume responsibility for supporting incoming mutual aid and convergent resources, relieving field-level public safety workers to focus on providing sustained rescue, firefighting, paramedic, and law enforcement services.
- Conduct an ongoing review in the EOC of current situation reporting and resource requesting processes and revise as needed.



3.2.5 Through 72 hours (E+72)

Begin to transition from immediate emergency response efforts to sustained operations. Develop IDE.

- Re-evaluate mass care needs considering any ongoing aftershocks and subsequent damage.
- Establish shelter support coordinator teams and evaluate the shelter sites to identify:
 - Site damage
 - Critical support requirements, including shelter management personnel
 - Site security
 - Adequacy of feeding and medical care arrangements
 - Shelter demographics (gender, children, medical needs, language barriers, disability needs)
- Establish plans for how to provide care for people with special support requirements that cannot be met in congregate care shelters.
- Coordinate with the San Mateo County Operational Area and consider establishing a JIC if not already established.
- Coordinate with the San Mateo County Operational Area to facilitate the handling of volunteers and donations.
- Review and enhance security plans to maintain public order.
- Begin deliberate program of safety assessment of homes and businesses.
- Assemble available damage assessment information and submit the Cal OES IDE to the San Mateo County Operational Area.
- Review incident status reports to prioritize incident commands that can begin suspending emergency response operations and transition to long-term response and recovery operations.

3.2.6 Sustained Operations (E + 3 to 7 days)

Conduct sustained operations and begin to transition into short-term recovery. Objectives for Days 3 through 7 are outlined below—these must be prioritized based on overall need and resources available to respond.

- Establish a plan and begin the comprehensive detailed damage assessment of all public infrastructure, such as public rights-of-way (roads and sidewalks), bridges, facilities, utilities, and retaining walls.
- Establish teams to visit shelters to identify people that require special support that need to be relocated into other types of care facilities and to identify site modifications that should be made to better accommodate residents with sight, hearing, mobility or other limitations.
- Reinforce cost tracking guidance for City responders.
- Coordinate with the San Mateo County Operational Area and establish responder and survivor behavioral health support programs.



- Establish portable toilet sanitation stations around the City and related cleaning and pumping program.
- Work with the American Red Cross and other organizations to provide information to support their Disaster Welfare Inquiry Program.
- Establish a debris management plan and begin to gather and transport debris from critical sites or routes.
- Coordinate with the business community regarding business resumption activities.
- Begin widespread damage inspections of homes and businesses.
- Anticipate and support Preliminary Damage Assessment visits by state and federal officials seeking to confirm the scope and severity of damage as well as immediate and long-term recovery needs of the City.
- Produce, regularly update, and distribute a multi-lingual, multi-format, disaster “Fact Sheet” to the media, people in shelters, field-response personnel, residents, and businesses.
- Ensure that air quality, HazMat spills, and other environmental situations are monitored and risks are addressed.
- Evaluate the need to designate specific routes into the City for critical relief supplies. Designating specific lanes for express bus service should also be considered.
- Coordinate with the San Mateo County Operational Area to survey all licensed food establishments, including the emergency shelter/evacuation centers, feeding sites, and disaster kitchens to ensure there are no unsafe food handling or other sanitation or safety concerns.
- Begin planning for the relocation of displaced City staff and departments.
- Implement a process to allow limited entry (where safe) for recovery of personal items.
- Coordinate with the San Mateo County Operational Area to provide prioritized community behavioral health services (for example, for those whose homes have been red-tagged, shelter residents, children, and individuals who have suffered significant loss).

4.0 ROLES AND RESPONSIBILITIES

The following lists summarize the primary and significant roles and responsibilities for each City department and stakeholder organization relative to an earthquake event:

4.1 CITY ADMINISTRATION

- Activate the EOP and EOC as needed
- Establish and communicate policy regarding City staff reporting for assignments
- Lead and manage proclamations of local emergency
- Develop and maintain communication with Mayor and City Councilmembers
- Lead emergency public information
- Assess City operations and provide legal counsel as needed



4.2 FINANCE

- Provide emergency procurement support for life-saving and emergency protective measures
- Provide resource support (facility space, office equipment/supplies, contracting services, etc.)
- Anticipate, obtain, and track resources for City staff, mutual aid resources, and volunteers
- Develop financial mechanisms, procurement vehicles, and contracts to support procurement
- Oversee staff time-keeping
- Provide fiscal oversight and track expenses

4.3 FIRE

- Conduct company-level post-earthquake windshield surveys and report results to dispatch
- Activate emergency personal recall procedures
- Prioritize and conduct firefighting, EMS, search & rescue, and HazMat operations
- Establish field incident command as needed
- Lead fire and rescue mutual aid coordination
- Deploy and manage City and mutual aid resources
- Lead mass casualty/fatality management
- Assess status of critical department facilities
- Lead Emergency Management Mutual Aid (EMMA) coordination
- Provide incident planning and management support as needed
- Activate Auxiliary Emergency Communications Service (AECS) volunteers as needed

4.4 MARINA

- Coordinate and provide emergency assistance
- Support damage assessment efforts
- Support transportation efforts as needed

4.5 HUMAN RESOURCES

- Account for all City staff
- Develop and coordinate human resources including contractors
- Recruit, screen, provide, and track volunteers
- Establish internal City staff communications
- Identify any employee needs (e.g., child care, shelter)



4.6 INFORMATION TECHNOLOGY

- Protect, restore, and sustain City information technology resources
- Oversee communications within the incident management and response structures
- Coordinate with telecommunications service providers
- Restore and repair telecommunications infrastructure

4.7 BUILDING & PLANNING

- Manage and conduct post-earthquake safety assessments for critical City facilities
- Coordinate and direct state-provided Safety Assessment Program (SAP) resources
- Lead damage assessment efforts

4.8 POLICE

- Activate emergency personal recall procedures
- Prioritize and conduct law enforcement, public warning, evacuation, and security operations
- Establish field incident command as needed
- Establish liaison with Coroner Unit of the San Mateo County Sheriff's Office
- Lead Law Enforcement Mutual Aid coordination
- Deploy and manage mutual aid resources
- Impose curfew as directed
- Provide traffic control
- Provide support for access, traffic, and crowd control at mass care facilities

4.9 PARKS & RECREATION

- Assess status of critical department facilities and potential shelter sites
- Coordinate safety assessments of potential shelter sites
- Manage emergency shelter and mass care operations (see Mass Care and Shelter Annex)
- Coordinate with the San Mateo County Operational Area for the care of unaccompanied minors

4.10 PUBLIC WORKS

- Conduct post-earthquake damage surveys and report results to dispatch
- Conduct infrastructure protection and emergency repair
- Support evacuation operations including individuals requiring assistance
- Establish and support movement restrictions
- Conduct debris clearance and manage debris removal



- Coordinate restoration/recovery of energy infrastructure
- Lead Public Works Mutual Aid coordination
- Deploy and manage mutual aid resources
- Provide engineering services and construction management
- Support damage assessment efforts
- Manage City facilities and coordinate use of non-City facilities
- Support public transportation function
- Conduct enhanced maintenance and dispatch operations

4.11 BRISBANE WATER & GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT

- Coordinate potable water system resources for prioritized public safety operations
- Monitor potable water quality and perform sampling/testing as needed
- Restore/maintain water and wastewater infrastructure
- Restore/maintain wastewater treatment plant operations
- Provide potable water in support of mass care operations as possible
- Support damage assessment efforts

4.12 CITY COUNCIL / MAYOR

- Support public information efforts as needed
- Lead community engagement
- Review and approve the Proclamation of Local Emergency
- Visit impacted areas, shelters, and other temporary facilities to spot problems and special issues
- Consider short- and long-term recovery staff recommendations

4.13 LOCAL UTILITY PROVIDER

- Mitigate safety threats to responders and residents
- Coordinate prioritization of restoration of electrical and gas utility services



ATTACHMENT 1: ESSENTIAL ELEMENTS OF INFORMATION (EEIs)

Essential information that must be collected during the first 24-hour period:

- Earthquake epicenter, magnitude, shaking intensity and projected impact area.
- Number and locations of deaths and injuries.
- Location and extent of secondary events, including fires, landslides, and HazMat events.
- Location of severely damaged or collapsed structures.
- Location and estimated number of people trapped in collapsed structures.
- Requirements for major evacuations and estimated number of people displaced.
- Status of communication systems, including:
 - City and community voice and data networks
 - City emergency radio systems
 - 911 dispatch systems
- Damage to critical public buildings and other infrastructure, including:
 - Police and fire facilities
 - City Hall
 - Schools
- Significant law enforcement, fire, EMS, search & rescue, and HazMat incidents.
- Critical resource shortfalls impacting public safety.
- Status (open, partial closure, or full closure) of roads, bridges, and major surface streets.
- Status of and damage to major utility systems, including:
 - Water
 - Sewer
 - Power
 - Natural gas
- Results of preliminary safety assessments of critical City facilities and designated emergency shelters.
- Status of City staff.

EMERGENCY OPERATIONS PLAN

Part II: Hazard Annexes

Storm / Flood

City of Brisbane

November 2018



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1.0 INTRODUCTION

1.1 PURPOSE

This Annex to the City of Brisbane’s Emergency Operations Plan (EOP) is intended to ensure an effective and coordinated response to a significant storm or flooding event. This Annex provides direction for City departments, community groups and allied stakeholders ensuring interagency coordination in accordance with the City’s EOP, the California Emergency Services Act, the Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS).

This Annex is designed to accomplish the following:

- Serve as a planning document to support further development of major incident plans by City departments and agencies.
- Provide an overview of the threats that storms and floods pose to City and define the potential range of impacts.
- Provide the response management team with contextual information to guide initial response planning.

1.2 SCOPE

This Annex has been developed in accordance with the City EOP. In keeping with the EOP’s “all-hazards” approach for local emergency management, the response policies and protocols for a storm or flooding event will align with those established in the EOP. The Annex supplements the EOP by providing considerations for a response to a major storm or flooding event in the City.

This Annex is primarily focused on response and short-term recovery operations. Elements related to preparedness, long-term recovery, and mitigation are addressed in the City’s EOP and the *San Mateo County Hazard Mitigation Plan (2016)*.

This Annex does not alter existing City department emergency response standard operating procedures (SOPs), processes, or resources. Emergency response agencies (such as fire, law enforcement, and emergency medical services [EMS]) will adhere to existing department SOPs in accordance with all legal requirements.

1.3 SITUATION

According to the California Governor’s Office of Emergency Services (Cal OES): “Floods are the second most frequent cause of disaster declarations in California (after wildfires) and account for the second highest combined losses (after earthquakes).”¹

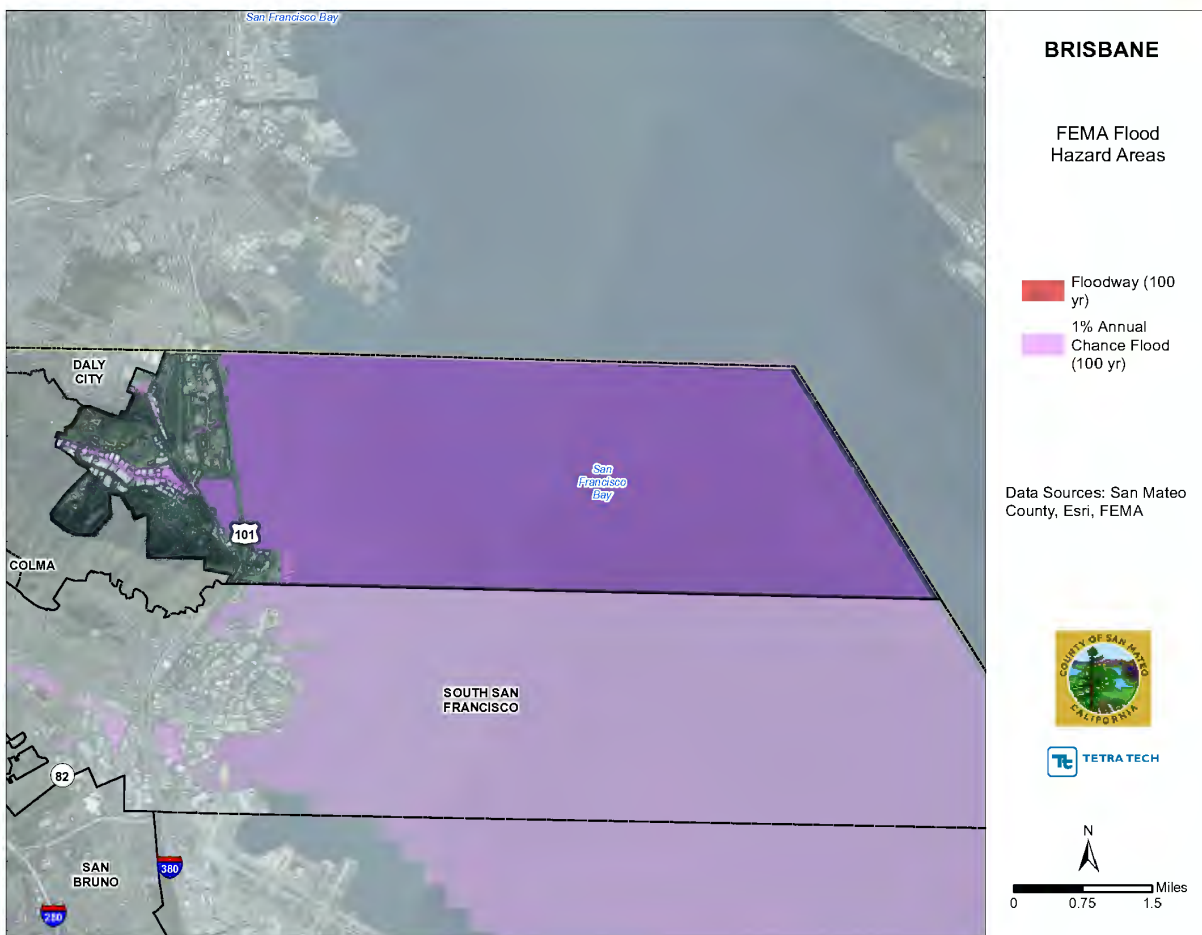
Flooding is a temporary condition in which land that is normally dry is partially or completely inundated. Flooding occurs when water bodies, such as streams, rivers, lakes, or reservoirs, are abnormally high and overflow into adjacent low-lying areas. Floods can be powerful enough to move large objects swiftly into other objects, cause damage to buildings and infrastructure, and weaken foundations and soils. Secondary impacts of flooding, including saturated soils and erosion from flooding events can cause trees to weaken and collapse, increasing the potential for property damage, infrastructure damage and loss of life.

The San Mateo County Flood Control District is responsible for flood control within the City of Brisbane. For greater detail, see the [San Mateo County Hazard Mitigation Plan \(2016\)](#).

¹ [California Catastrophic Incident Base Plan \(September 2008\)](#)



FIGURE 1: CITY OF BRISBANE 100-YEAR FLOOD ZONE²



The National Weather Service (NWS) provides notification releases to media outlets and to public agencies. Standard terminology for flood watches and warnings includes the following:

- Flash Flood Watch—it is possible that rain will cause flash flooding in specified areas
- Flash Flood Warning—flash flooding is either imminent or is occurring
- Flood Watch—long-term flooding is possible in specified areas
- Flood Warning—long-term flooding is either imminent or is occurring

1.4 PLANNING ASSUMPTIONS

1.4.1 Impact Assumptions

This Annex is based on a developing winter storm causing significant rainfall, high winds, downed trees, and flooding. General impacts can include:

- Hundreds of residents may require shelter because of evacuation or damage to homes.
- Electrical service and communications may be interrupted due to downed lines.

² Excerpted from the San Mateo County Hazard Mitigation Plan



- Structural damage to transportation and transit infrastructure may take weeks or months to repair. These systems may be damaged or disrupted including:
 - Major bridges and highways
 - Mass transit rail and bus systems
 - City streets and roads
- Damage in wastewater collection systems and treatment facilities may cause disruption of vital services and could result in uncontrolled releases of untreated sewage.
- A major flood event could generate tons of debris including vegetative, construction and demolition, and hazardous waste.

1.4.2 Response Assumptions

- Large winter storm or flood events will be preceded by weather forecasts and NWS advisories, watches, and warnings. These will provide sufficient notice to notify local residents, prepare the City's emergency response organization and implement the City's EOP.
- Major flood events could produce significant regional competition for resources. Local mutual aid fire, EMS, and law enforcement resources will be limited as other jurisdictions face similar circumstances.
- Damage and disruption may necessitate deployment of law enforcement resources to maintain public order, augment rescue operations, and secure dangerous sites.
- Resources to remove debris will initially be limited as the City mobilizes its own forces and available contractors.
- The demand for emergency public information will be immediate and sustained. Social and traditional media coverage will be extensive.
- Assistance in the form of spontaneous volunteers, donated goods, and monetary donations will begin to flow into the City. Although this may provide desperately needed resources, it will create coordination and logistical support challenges.

2.0 CONCEPT OF OPERATIONS

The EOP defines the City's general emergency response organization, authorities, policies, priorities, and procedures. In the event of a significant winter storm or flooding event, this Annex provides potential specific objectives that the emergency response organization may integrate into its operations (see Section 3 – Objectives).

2.1 INCREASED READINESS (PREPARATION)

Once weather forecasts indicate the potential for a significant winter storm or flooding, City departments will increase their readiness to conduct response operations. These efforts may include:

- Enhanced staffing
- Adjusting work hours
- Readying equipment and supplies
- Reducing non-critical operations
- Conducting flood fight and other protective operations



- Increased observation and monitoring of waterways and storm water systems

The EOC may be activated to develop enhanced situational awareness, expedite decision making, conduct stakeholder notification and coordination, develop public information, and provide greater support to City departments.

2.2 RESPONSE

The City will provide immediate response via its public safety departments coordinating in the field via the Incident Command System (ICS). The City's EOC will provide support to field personnel, coordinate the efforts of other City departments and collaborate with the San Mateo County Operational Area and other allied stakeholders utilizing SEMS.

In the first few hours and days following a major flood event, the City will:

- Respond to the community's immediate life safety needs for warning and evacuation by making use of systems including the Emergency Alert System (EAS), SMC Alert, and vehicle public address systems, as well as door-to-door notifications if needed.
- Conduct search & rescue, EMS, hazardous materials (HazMat) release, and law enforcement operations as needed.
- Assemble resources for a sustained response and for providing basic mass care, shelter, and information services to the community.
- Begin to transition from immediate emergency response efforts to sustained operations.
- Conduct sustained operations and begin to transition into recovery.

When threatened by flooding, some residents, businesses, and institutions may elect to evacuate without order or direction. A voluntary evacuation of a community may result in traffic congestion and raise concerns about protection of property. The local Incident Commander will coordinate with the Police Department for support when operations are affected by a spontaneous evacuation.

2.3 SHORT-TERM RECOVERY

The immediate response to a major winter storm or flood event will focus on saving lives, providing resources to sustain City residents, and stabilizing the situation. At some point, however, the City will transition to a phase in which recovery operations take precedence. Rapid initiation of recovery operations is critical to restoring confidence in the community.

Activities in this phase include utility restoration, limited debris clearance, de-watering, structural safety assessments, resident re-entry, sustained public information, mold and pest remediation, coordination of donations, and damage assessment. See Section 3 for objectives related to short-term recovery.

3.0 OBJECTIVES

3.1 GENERAL OBJECTIVES

Immediately following a major winter storm or flood event, and for as long as a state of emergency exists within the City, response to the event will be the first priority of all City departments and agencies. All available City Disaster Service Workers (DSW) will be directed to achieve the following objectives:

- Save lives
- Reduce immediate threats to life, public health and safety, public and private property, and the environment



- Provide necessary care, shelter, and medical services to City residents and other members of the general public
- Restore the operations of facilities, whether public or privately owned, that are essential to health, safety, and welfare of the community, including critical City facilities, utilities, and transportation infrastructure
- Assess damage to infrastructure, public facilities, and the built environment
- Expedite the restoration of services, the economy, and the community at large; and begin the process of recovery
- Keep the public informed

3.2 ENHANCED READINESS (PREPAREDNESS) OBJECTIVES

- Develop situational awareness regarding winter storm weather and flood forecasts
- Develop/refine public warning and evacuation messages
- Develop and provide public information regarding forecasts, and recommended preparedness actions
- Prepare to conduct warning and evacuation operations
- Consider activation of the EOC
- Assess and modify staffing levels/schedules
- Identify and prepare potentially needed equipment and supplies including generators
- Relocate or safeguard equipment and facilities
- Increase monitoring of protective systems
- Conduct sandbagging and other flood fight projective measures
- Reduce or halt non-critical operations
- Provide sandbag stations to the public as possible

3.3 RESPONSE OBJECTIVES

In addition to those tasks and objectives outlined in the EOP, the following specific operational objectives should be incorporated into initial response operations and planning:

- Direct and assist immediate life-saving rescue, warning and evacuation operations
- Deploy law enforcement resources to support response activities and maintain law and order
- Identify at-risk populations, notify them, and begin evacuation if warranted
- Activate the EOC as needed
- Establish contact with the San Mateo County Operational Area and allied stakeholder agencies
- Conduct emergency evacuation and rescue operations as needed
- Identify potential sites for evacuation centers to accommodate displaced populations while emergency shelters are being opened
- Assess:
 - Situation at critical facilities, including utilities
 - Situation in areas not reporting



- Condition of emergency communications systems
- Implement recall of City staff as needed
- Begin public information messaging regarding recommended personal protective actions, evacuation centers, and community assistance needed. Assess the need to activate the Joint Information Center (JIC)
- Assemble damage assessment information and submit the Cal OES Initial Damage Estimate (IDE)
- Complete an initial damage assessment of the City, identifying areas affected, major incidents, and operational status of critical services. Begin to develop Essential Elements of Information (EEI) (see Attachment 1)
- Develop a consolidated situation assessment and declare a State of Emergency
- Assess critical resource shortfalls and begin requesting support through mutual aid and the San Mateo County Operational Area. Consider resources needed for the next 14 days. Assess condition of transportation system and develop alternatives for moving critical resources into the city
- Establish perimeter control around unsafe areas
- Assess conditions at designated emergency shelter sites and begin to supply with beds, water, food, medical support, generators, sanitation, and facility security; and begin to open emergency shelters to residents and DSWs
- Identify people with special support requirements and transfer to appropriate care facilities
- Designate primary routes and implement debris clearance, route recovery, and traffic control
- Coordinate the receipt and deployment of incoming resources to prioritized missions
- Designate staging areas and begin planning to accommodate support personnel
- Ensure that an adequate system is in place to fuel and maintain generators providing power to critical facilities
- Conduct outreach for situation status and resource needs for affected facilities needing support from the City, including transit sites, schools, commercial buildings, and sites of historic/cultural significance
- Initiate social and traditional media briefings to inform residents on City operations, steps they can take, services available to them, ongoing rumor control efforts, and ways in which the community can help
- Establish shelter support coordinator teams and evaluate the shelter sites to identify:
 - Site damage
 - Critical support requirements, including shelter management personnel
 - Site security
 - Adequacy of feeding and medical care arrangements
 - Shelter demographics (gender, children, medical needs, language barriers, disability needs)
- Establish plans for how to provide care for people with special support requirements that cannot be met in congregate care shelters
- Review and enhance security plans to maintain public order
- Begin deliberate program of safety assessment of homes and businesses



- Review incident status reports to prioritize incident commands that can begin suspending emergency response operations and transition to sustained response and recovery operations
- Ensure that air quality, HazMat spills, and other environmental situations are monitored and risks addressed
- Coordinate with the San Mateo County Operational Area to survey all licensed food establishments, including the emergency shelter/evacuation centers, feeding sites, and disaster kitchens to ensure there are no unsafe food handling or other sanitation or safety concerns

3.4 SHORT-TERM RECOVERY OBJECTIVES

- Develop public information to address how to safely clean-up flood damage, deal with mold, dispose of debris, and access potential sources of assistance
- Coordinate with the San Mateo County Operational Area to facilitate the recruitment, training, and deployment of volunteers and donations
- Work with the American Red Cross (ARC) and other organizations to provide information to support their Disaster Welfare Inquiry Program
- Develop a program to integrate the safety of volunteers and volunteer organizations in recovery operations
- Establish a debris management plan and begin to gather and transport debris from critical sites or routes
- Coordinate with the business community regarding business resumption activities
- Produce, regularly update, and distribute a multi-lingual, multi-format, disaster “Fact Sheet” to the media, people in shelters, field response personnel, residents and businesses
- Implement a process to allow limited entry (where safe) for recovery of personal items
- Coordinate with the San Mateo County Operational Area to provide prioritized community behavioral health services (ex. those whose homes have been red-tagged, shelter residents, children, and individuals who have suffered significant loss)
- Anticipate and support initial damage assessment visits by state and federal officials wanting to confirm the immediate and long-term unmet recovery needs of the City
- Conduct long-term recovery planning to address issues of interim housing, debris management, expedited permitting, environmental safety monitoring, coordination with non-governmental and non-profit organizations, and state/federal disaster assistance programs

4.0 ROLES AND RESPONSIBILITIES

The following lists summarize the primary and significant roles and responsibilities for each City department and stakeholder organization relative to a major winter storm or flood event:

4.1 CITY ADMINISTRATION

- Activate the EOP and EOC as needed
- Establish and communicate policy regarding City staff reporting for assignments
- Lead and manage proclamations of local emergency
- Develop and maintain communication with Mayor and City Councilmembers
- Lead emergency public information



- Assess City operations and provide legal counsel as needed

4.2 FINANCE

- Provide emergency procurement support for life-saving and emergency protective measures
- Provide Parking Division support to Police Department for access and traffic control
- Provide resource support (facility space, office equipment/supplies, contracting services, etc.)
- Oversee staff time-keeping
- Provide fiscal oversight and track expenses

4.3 FIRE

- Prioritize and conduct firefighting, EMS, swift water rescue, search & rescue, and HazMat operations
- Provide pumping of critical infrastructure and flooded properties within capabilities
- Inspect for potential damage to HazMat facilities
- Establish field Incident Command as needed
- Lead Fire and Rescue Mutual Aid coordination including swift water rescue teams
- Provide incident planning and management support as needed
- Activate volunteers in the Auxiliary Emergency Communications Service (AECS) as needed

4.4 HOUSING & COMMUNITY SERVICES

- Coordinate and provide emergency assistance
- Support damage assessment efforts
- Coordinate social services

4.5 HUMAN RESOURCES

- Account for all City staff
- Develop and coordinate human resources including contractors
- Recruit, screen, provide, and track volunteers
- Establish internal City staff communications
- Identify any employee needs (ex. child care, shelter)

4.6 INFORMATION TECHNOLOGY

- Protect, restore, and sustain City information technology resources
- Oversee communications within the incident management and response structures
- Coordinate with telecommunications service providers
- Restore and repair telecommunications infrastructure

4.7 PLANNING & ECONOMIC DEVELOPMENT

- Manage and conduct post-flood safety assessments for critical City facilities
- Coordinate and direct Safety Assessment Program (SAP) resources



- Lead damage assessment efforts

4.8 POLICE

- Prioritize and conduct law enforcement, public warning, evacuation, and security operations
- Establish field Incident Command as needed
- Lead Law Enforcement Mutual Aid coordination
- Coordinate traffic safety and road closures

4.9 PARKS & RECREATION

- Assess status of critical department facilities and potential shelter sites
- Manage emergency shelter and mass care operations (see Mass Care and Shelter Annex)
- Coordinate with the San Mateo County Operational Area for the care of unaccompanied minors

4.10 PUBLIC WORKS

- Conduct post-storm damage surveys/evaluations and report results to dispatch
- Conduct infrastructure protection and emergency repair
- Clear blockages from storm water drains and creeks
- Support evacuation operations including individuals requiring assistance
- Conduct debris clearance and manage debris removal
- Lead Public Works Mutual Aid coordination
- Maintain sandbag stations as possible
- Provide engineering services and construction management
- Support damage assessment efforts
- Manage City facilities and coordinate use of non-City facilities
- Support transportation function
- Conduct enhanced maintenance and dispatch operations

4.11 WATER

- Monitor potable water quality and perform sampling/testing as needed
- Restore/maintain water and wastewater infrastructure
- Restore/maintain wastewater treatment plant operations
- Provide potable water in support of mass care operations as possible
- Support damage assessment efforts

4.12 CITY COUNCIL / MAYOR

- Support public information efforts as needed
- Lead community engagement
- Review and approve the Proclamation of Local Emergency



- Visit impacted areas, shelters, and other temporary facilities to spot problems and special issues
- Consider short- and long-term recovery staff recommendations

4.13 LOCAL UTILITY PROVIDER

- Mitigate safety threats to responders and residents
- Coordinate prioritization with the City for the restoration of electrical and gas utility services



ATTACHMENT 1: ESSENTIAL ELEMENTS OF INFORMATION (EIs)

Essential information that must be collected during the first 24-hour period:

- Weather and flood forecasts including peak intensity and duration precipitation
- Locations or boundaries of localized or general flooding
- Location and number of associated deaths or injuries
- Requirements for evacuations and estimated number of people displaced
- Significant law enforcement, fire, EMS, search & rescue, and HazMat incidents
- Status of communication systems, including:
 - City and community voice and data networks
 - City emergency radio systems
 - 911 dispatch systems
- Damage to critical public buildings and other infrastructure, including:
 - Police and fire facilities
 - Hospitals and skilled nursing facilities
 - Wastewater treatment plant
 - Schools
- Status (open, partial closure, or full closure) of roads, bridges, major surface streets, and public transportation systems
- Status of and damage to major utility systems, including:
 - Water
 - Wastewater
 - Electrical
 - Natural gas
 - Telecommunications
- Location and status of evacuation centers or shelters
- Critical resource shortfalls impacting public safety
- Results of preliminary safety assessments of critical City facilities and designated emergency shelters
- Status of City staff
- Status of San Mateo County Flood Control District flood control operations



ATTACHMENT 2: SAMPLE PUBLIC INFORMATION MESSAGE FOR FLOODING

1. Before the Flood:

- a. Find out how many feet your property is above or below possible flood levels, so when predicted flood levels are broadcast, you can determine if you may be flooded. Ask for the location of the nearest safe area. Go to myhazards.caloes.gov and see if your home is located in a FEMA 100-year floodplain.
- b. Keep a stock of food that requires little or no cooking and refrigeration; electric power may be interrupted.
- c. Keep a portable radio, emergency cooking equipment, lights and flashlights in working order.
- d. Keep first aid and critical medical supplies (prescriptions, insulin, etc.) at hand.
- e. Keep your automobile fueled; if electric power is cut off, filling stations may not be able to operate pumps for several days.
- f. Keep materials like sandbags, sand, plywood, plastic sheeting and lumber handy for emergency waterproofing.
- g. Do not stack sandbags around the outside wall of your home to keep water out of your basement. Water can seep down anyway and the pressure it puts on the walls and under the floors can cause structural damage.
- h. Bring outdoor possessions inside the house or tie them down securely.

2. When you Receive a Flood Warning:

- a. Store drinking water in closed, clean containers, bathtubs, sinks, etc. Water service may be interrupted.
- b. If flooding is likely and time permits, move essential items, valuable papers, jewelry and furniture to upper floors of your house or higher elevations.
- c. If forced or advised to leave your home, move to a safe area before access is cut off by floodwater.

3. During the Flood:

- a. Do not attempt to drive over a flooded road. You can be stranded and trapped.
- b. If your vehicle stalls, abandon it immediately and seek higher ground. Many people drown while trying to rescue their car.
- c. Avoid areas subject to a sudden flooding.
- d. If you are caught in the house by rising floodwaters, move to the second floor, and if necessary, to the roof. Take warm clothes, a flashlight and portable radio with you. Wait for help. Don't try to swim to safety.
- e. When outside the house, try to avoid flooded areas and do not attempt to cross a flowing stream where water is above your knees.

EMERGENCY OPERATIONS PLAN

Part II: Hazard Annexes

Wildfire

City of Brisbane

November 2018



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1.0 INTRODUCTION

1.1 PURPOSE

This Annex to the City of Santa Rosa's Emergency Operations Plan (EOP) is intended to ensure an effective and coordinated response to a significant wildfire event. This annex provides direction for city departments, community groups and allied stakeholders ensuring interagency coordination in accordance with the City's EOP, the California Emergency Services Act, the Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS).

This Annex is designed to accomplish the following:

- Serve as a planning document to support further development of major incident plans by City departments and agencies.
- Provide an overview of the threats that wildfire poses to City and define the potential range of impacts.
- Provide the response management team with contextual information to guide initial response planning.

1.2 SCOPE

This Annex has been developed in accordance with the City EOP. In keeping with the EOP's "all-hazards" approach for local emergency management, the response policies and protocols for a wildfire event will align with those established in the EOP. The Annex supplements the EOP by providing considerations for a response to a major wildfire event in the City.

This Annex is primarily focused on response and short-term recovery operations. Elements related to preparedness, long-term recovery, and mitigation are addressed in the City's EOP and San Mateo County Hazard Mitigation Plan (2016).

This Annex does not alter existing City department emergency response standard operating procedures (SOPs), processes, or resources. Emergency response agencies (such as fire, law enforcement, and emergency medical services [EMS]) will adhere to existing department SOPs in accordance with all legal requirements.

1.3 SITUATION

According to the California Governor's Office of Emergency Services (Cal OES), wildfire "represents the third most destructive source of hazard, vulnerability, and risk, both in terms of recent state history and the probability of future destruction of greater magnitudes than previously recorded¹. The most damaging type of fire is the Wildland-Urban Interface (WUI) fire which occurs where the built environment and natural areas are intermixed (i.e. the border of urban areas).

Unlike other natural hazards such as flood, wildfires can rapidly escalate in size and threat. Major fires can generate their own wind patterns moving the fire in rapid and unexpected directions. Secondary effects of wildfire may include economic losses, reduction in harvestable timber, contamination of reservoirs, destruction of transmission lines, and contribute to flooding and mudslides².

A major fire may result in hazardous debris including destroyed or damaged structures, weakened infrastructure, damaged trees as well as ash containing lead, asbestos or household hazardous waste.

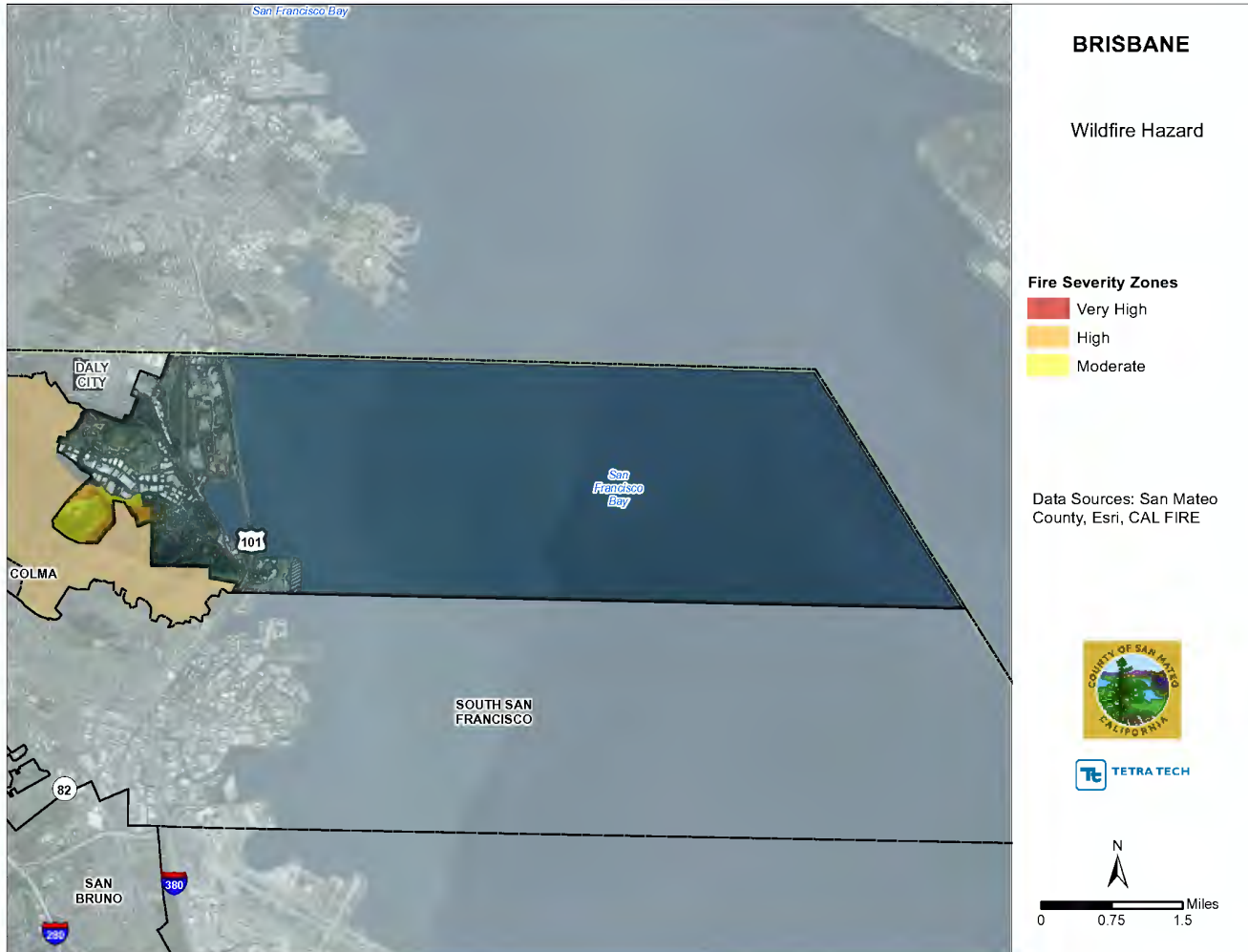
¹ [California State Hazard Mitigation Plan, 2013](#)

² San Mateo County Hazard Mitigation Plan, Volume 1, July 2016



The City directly abuts privately-owned and state-owned lands for which the California Department of Forestry and Fire Protection (CAL FIRE) has primary responsibility for fighting wildland fires—these are known as State Responsibility Areas (SRAs). In a major wildfire, multiple local fire agencies and CAL FIRE may form a Unified Command (UC) to manage the incident. This command structure may address tactical operations, coordinate fire mutual aid resources, and organize logistics and public information. Additionally, there are areas within and adjacent to the City which are defined as a Mutual Threat Zone (MTZ). Fires that originate in the MTZ will get an initial response from Brisbane Fire, other local fire agencies, and CAL FIRE.

FIGURE 1: BRISBANE WILDLAND FIRE SEVERITY ZONES³



³ Excerpted from the San Mateo County Hazard Mitigation Plan



The National Weather Service issues Red Flag Warnings and Fire Weather Watches to alert fire departments and residents of the onset, or possible onset, of critical weather and dry conditions that could lead to rapid or dramatic increases in wildfire activity.

- Red Flag Warnings are issued for weather events which may result in extreme fire behavior that will occur within 24 hours. A Red Flag Warning is the highest alert.
- Fire Weather Watches are issued when dangerous weather conditions could exist in the next 12 to 72 hours.

1.4 PLANNING ASSUMPTIONS

1.4.1 Impact Assumptions

This Annex is based on a developing wildfire causing significant actual or potential loss of property. General impacts may include:

- Hundreds of residents may need to be alerted and evacuated with little or no notice.
- Hundreds of residents may require shelter because of evacuation or damage to homes.
- Electrical service and voice/data/radio communications may be impacted due to downed lines or damage to transmitters/antennas.
- Damage or loss of power to water and wastewater collection systems may cause disruption of vital services.
- Smoke will present visibility issues for residents and responders as well as indirect public health risks.
- A major wildfire event could generate tons of debris including construction and demolition, damaged trees, and hazardous waste.
- Structural damage to transportation infrastructure may take weeks or months to repair. These systems may be damaged or disrupted including bridges, roads, signage, and barriers.

1.4.2 Response Assumptions

- City residents have little or no experience with wildfire evacuations. This could significantly delay or disrupt evacuation operations.
- Law enforcement will be significantly challenged to coordinate and conduct notification, evacuation, and traffic management missions.
- A wildfire incident may impact the City with little or no warning. In a no-notice event, there may be insufficient time to notify local residents, prepare the City's emergency response organization and implement the City's Emergency Operations Plan.
- Additional law enforcement resources may be needed to maintain public order, augment rescue operations, and secure critical operations.
- The demand for emergency public information will be immediate and sustained. Social and traditional media coverage will be extensive.
- Assistance in the form of spontaneous volunteers, donated goods, and monetary donations will begin to flow into the City. Although this may provide desperately needed resources, it will create coordination and logistical support challenges.



2.0 CONCEPT OF OPERATIONS

The EOP defines the City's general emergency response organization, authorities, policies, priorities, and procedures. In the event of a significant wildfire event, this Annex provides potential specific objectives that the emergency response organization may integrate into its operations (see Section 3 – Objectives).

2.1 INCREASED READINESS (MONITORING)

Once weather forecasts and fire conditions indicate a potential for a significant wildfire event, City departments may increase their readiness to conduct response operations. These efforts may include:

- Enhanced staffing
- Adjusting work hours
- Ready equipment and supplies
- Reducing non-critical operations
- Conducting protective operations
- Increased observation and monitoring of areas at greatest risk

The City's Emergency Operations Center (EOC) may be activated to develop enhanced situational awareness, expedite decision making, conduct stakeholder coordination, develop public information, and provide greater support to City departments.

2.1 RESPONSE

The City will provide immediate response via its public safety departments coordinating in the field via the Incident Command System (ICS). The City's EOC will provide support to field personnel, coordinate the efforts of other City departments and collaborate with the San Mateo County Operational Area and other allied stakeholders utilizing SEMS.

In the first few hours or days of a major wildfire event, the City will:

- Respond to the community's immediate life safety needs of warning and evacuation by making use of systems including the Emergency Alert System (EAS), SMC Alert, and vehicle public address systems, as well as door-to-door notifications if needed
- Conduct fire suppression, property protection, EMS, and law enforcement operations as needed
- Assemble resources for a sustained response and for providing basic mass care, shelter, and information services to the community
- Begin to transition from immediate emergency response efforts to sustained operations
- Conduct sustained operations and begin to transition into recovery

When threatened by wildfire, some residents, businesses, and institutions may elect to evacuate without order or direction. A voluntary evacuation of a community may result in traffic congestion and raise concerns about protection of property. The local Incident Commander will coordinate with the Police Department for support when operations are affected by a spontaneous evacuation. As warranted, the City may request a Fire Management Assistance Grant (FMAG) declaration which will facilitate management of the fire incident and potentially provide partial reimbursement of costs.



2.2 SHORT-TERM RECOVERY

The immediate response to a major wildfire event will focus on saving lives, providing resources to sustain City residents, and stabilize the situation. At some point, however, the City will transition to a phase in which recovery operations take precedence. Rapid initiation of recovery operations is critical to restoring confidence in the community.

Activities in this phase include mitigating life-safety hazards, enhanced security operations, utility restoration, limited debris clearance, resident re-entry, sustained public information, coordination of donations, and damage assessment. See Section 3 for objectives related to short-term recovery.

3.0 OBJECTIVES

3.1 GENERAL OBJECTIVES

Immediately following a major wildfire event, and for as long as a state of emergency exists within the City, response to the event will be the first priority of all City departments and agencies. All available City Disaster Service Workers (DSWs) will be directed to achieve the following objectives:

- Save lives
- Reduce immediate threats to life, public health and safety, public and private property, and the environment
- Provide necessary care, shelter, and medical services to City residents and other members of the general public
- Restore the operations of facilities, whether public or privately owned, that are essential to health, safety, and welfare of the community, including critical City facilities, utilities, and transportation infrastructure
- Assess damage to infrastructure, public facilities, and the built environment
- Expedite the restoration of services, the economy, and the community at large; and begin the process of recovery
- Keep the public informed

3.2 ENHANCED READINESS (MONITORING) OBJECTIVES

- Develop situational awareness regarding wildfire hazards, fire conditions and weather forecasts
- Develop and provide public information regarding forecasts, recommended preparedness actions
- Develop/refine public warning and evacuation messages
- Prepare to conduct warning and evacuation operations
- Consider activation of the EOC
- Assess and modify staffing levels/schedules
- Identify and prepare potentially needed equipment and supplies
- Relocate or safeguard equipment and facilities
- Reduce or halt non-critical operations



3.3 RESPONSE OBJECTIVES

In addition to those tasks and objectives outlined in the EOP, the following specific operational objectives should be incorporated into initial response operations and planning:

- Direct and assist immediate life-saving warning and evacuation operations
- Deploy law enforcement resources to support response activities and maintain law and order
- Identify at-risk populations, notify them, and begin evacuation if warranted
- Activate the EOC as needed.
- Develop real-time situational awareness to guide public information efforts. Consider deploying an EOC liaison to the Incident Command Post (ICP)
- Establish contact with the San Mateo County Operational Area and allied stakeholder agencies
- Conduct emergency evacuation and traffic management operations as needed
- Identify potential sites for evacuation centers to accommodate displaced populations while emergency shelters are being opened
- Begin public information messaging regarding recommended personal protective actions, evacuation centers, and community assistance needed. Assess the need to activate the Joint Information Center (JIC)
- Develop a consolidated situation assessment and declare a state of emergency. Consider requesting a FMAG declaration⁴.
- Coordinate the receipt and deployment of incoming resources to prioritized missions
- Designate staging areas and begin planning to accommodate support personnel
- Assess the situation at critical facilities and the condition of emergency communications systems
- Implement recall of City staff as needed
- Coordinate with the San Mateo County Health Department to identify and address the threat posed by degraded air quality
- Complete an initial damage assessment of the City, identifying areas affected, major incidents, and operational status of critical services. Begin to develop Essential Elements of Information (EIs) – see Attachment 1
- Assess critical resource shortfalls and begin requesting support through mutual aid and the San Mateo County Operational Area. Consider resources needed for the next 14 days.
- Establish perimeter control around unsafe areas
- Assemble damage assessment information and submit the Cal OES Initial Damage Estimate (IDE)
- Assess conditions at designated emergency shelter sites and begin to supply with beds, water, food, medical support, generators, sanitation, and facility security; and begin to open emergency shelters to residents and DSWS
- Identify people with special support requirements and transfer to appropriate care facilities
- Designate primary traffic routes and implement debris clearance, route recovery, and traffic control

⁴ See [Fire Management Assistance Grant Program Guide](#), 2014 and [CalOES FMAG guidance](#)



- Conduct outreach for situation status and resource needs for affected facilities needing support from City, including transit sites, schools, commercial buildings, and sites of historic/cultural significance
- Initiate social and traditional media briefings to inform residents on City operations, steps they can take, services available to them, ongoing rumor control efforts, and ways in which the community can help
- Establish shelter support coordinator teams and evaluate the shelter sites
- Establish plans for how to provide care for people with special support requirements that cannot be met in congregate care shelters
- Review and enhance security plans to maintain public order
- Review incident status reports to prioritize incident commands that can begin suspending emergency response operations and transition to sustained response and recovery operations
- Ensure that air quality, hazardous materials spills, and other environmental situations are monitored and risks addressed
- Coordinate with the San Mateo County Operational Area to survey all licensed food establishments, including the emergency shelter/evacuation centers, feeding sites, and disaster kitchens to ensure there are no unsafe food handling or other sanitation or safety concerns

3.4 SHORT-TERM RECOVERY OBJECTIVES

- Develop public information to address how to safely clean-up fire damage, deal with insurance companies, dispose of debris, and access potential sources of assistance
- Coordinate with the San Mateo County Operational Area to facilitate the recruitment, training, and deployment of volunteers and donations
- Work with the American Red Cross (ARC) and other organizations to provide information to support their Disaster Welfare Inquiry Program
- Develop a program to integrate the safety of volunteers and volunteer organizations in recovery operations
- Establish a debris management plan and begin to gather and transport debris from critical sites or routes
- Coordinate with the business community regarding business resumption activities
- Produce, regularly update, and distribute a multi-lingual, multi-format, disaster “Fact Sheet” to the media, people in shelters, field response personnel, residents and businesses
- Implement a process to allow limited entry (where safe) for recovery of personal items
- Coordinate with the San Mateo County Operational Area to provide prioritized community behavioral health services (ex. those whose homes have been damaged/lost, shelter residents, children, and individuals who have suffered significant loss)
- Anticipate and support initial damage assessment visits by state and federal officials wanting to confirm the immediate and long-term unmet recovery needs of the City
- Conduct long-term recovery planning to address issues of interim housing, debris management, expedited permitting, environmental safety monitoring, soil stabilization, erosion control, coordination with non-governmental and non-profit organizations, and participation in state/federal disaster assistance programs



4.0 ROLES AND RESPONSIBILITIES

The following lists summarize the primary and significant roles and responsibilities for each City department and stakeholder organization relative to a major wildfire event:

4.1 CITY ADMINISTRATION

- Activate the EOP and EOC as needed
- Establish and communicate policy regarding City staff reporting for assignments
- Lead and manage proclamations of local emergency
- Develop and maintain communication with Mayor and City Councilmembers
- Lead emergency public information
- Assess City operations and provide legal counsel as needed

4.2 FINANCE

- Provide emergency procurement support for life-saving and emergency protective measures
- Provide resource support (facility space, office equipment/supplies, contracting services, etc.)
- Oversee staff time-keeping
- Provide fiscal oversight and track expenses
- Anticipate, obtain, and track resources for City staff, mutual aid resources, and volunteers
- Develop financial mechanisms, procurement vehicles, and contracts to support procurement

4.3 NORTH COUNTY FIRE AUTHORITY

- Prioritize and conduct firefighting and EMS operations
- Advise and coordinate public warning and evacuation functions
- Establish field Incident/Unified Command as needed
- Lead Fire Mutual Aid coordination including hand crews, aviation and incident support
- Provide incident planning and management support as needed
- Coordinate with public works and utilities
- Inspect for potential damage to hazardous materials facilities

4.4 MARINA

- Coordinate and provide emergency assistance
- Support damage assessment efforts
- Support transportation efforts as needed



4.5 HUMAN RESOURCES

- Account for all City staff
- Develop and coordinate human resources including contractors
- Recruit, screen, provide, and track volunteers
- Establish internal City staff communications
- Identify any employee needs (ex. child care, shelter)

4.6 INFORMATION TECHNOLOGY

- Protect, restore, and sustain City information technology resources
- Oversee communications within the incident management and response structures
- Coordinate with telecommunications service providers
- Restore and repair telecommunications infrastructure

4.7 BUILDING & PLANNING

- Manage and conduct post-fire safety assessments for critical City facilities
- Lead damage assessment efforts in coordination with Fire and CAL FIRE

4.8 POLICE

- Activate emergency personal recall procedures
- Prioritize and conduct law enforcement, public warning, evacuation, and security operations
- Develop and maintain perimeter and access control
- Establish field Incident/Unified Command as needed
- Lead Law Enforcement Mutual Aid coordination
- Coordinate traffic safety and road closures
- Establish liaison with Coroner Unit of the San Mateo County Sheriff's Office

4.9 PARKS & RECREATION

- Assess status of critical department facilities and potential evacuation and/or shelter sites
- Coordinate safety assessments of potential shelter sites
- Manage emergency shelter and mass care operations
- Coordinate with the San Mateo County Operational Area for the care of unaccompanied minors

4.10 PUBLIC WORKS

- Conduct post-fire damage surveys/evaluations and report results to dispatch
- Conduct infrastructure protection and emergency repair
- Support evacuation operations including individuals requiring assistance
- Conduct debris clearance and manage debris removal



- Lead Public Works Mutual Aid coordination
- Provide engineering services and construction management
- Support damage assessment efforts
- Manage City facilities and coordinate use of non-City facilities
- Support transportation function
- Conduct enhanced maintenance and dispatch operations
- Activate volunteers in the HAM radio volunteers as needed

4.11 BRISBANE WATER & GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT

- Restore/maintain water and wastewater infrastructure to prioritize water supply for fire suppression
- Provide potable water in support of mass care operations as possible
- Support damage assessment efforts

4.12 CITY COUNCIL / MAYOR

- Support public information efforts as needed
- Lead community engagement
- Review and approve the Proclamation of Local Emergency
- Visit impacted areas, shelters, and other temporary facilities to identify potential issues
- Consider short- and long-term recovery staff recommendations

4.13 LOCAL UTILITY PROVIDER

- Mitigate safety threats to responders and residents
- Coordinate with utility provider the prioritization with the City for the restoration of electrical and gas utility services



ATTACHMENT 1: ESSENTIAL ELEMENTS OF INFORMATION (EEIs)

Essential information that must be collected during the first 24-hour period:

- Weather and fire forecasts including areas threatened and rate of spread
- Locations or boundaries of areas burned – are these SRA or MTZ?
- Location and number of associated deaths or injuries
- Requirements for evacuations and estimated number of people displaced
- Significant fire, law enforcement, and EMS incidents
- Status of communication systems, including:
 - City and community voice and data networks
 - City emergency radio systems
 - 911 dispatch systems
- Damage to critical public buildings and other infrastructure, including:
 - Police and fire facilities
 - Hospitals and skilled nursing facilities
 - Schools
- Status (open, partial closure, or full closure) of roads, bridges, major surface streets, and public transportation systems
- Status of and damage to major utility systems, including:
 - Water
 - Telecommunications
 - Electrical
 - Wastewater
 - Natural gas
- Location and status of evacuation centers or shelters
- Status and forecast for air quality and potential public health impacts
- Critical resource shortfalls impacting public safety
- Status of City staff



ATTACHMENT 2: SAMPLE PUBLIC INFORMATION MESSAGES FOR WILDFIRE

1. Before the Fire:

- a. Find out if your home is located in or adjacent to an area with wildfire risk. Go to myhazards.caloes.gov and see if your home is located in a moderate, high or very high fire severity area.
- b. If you live in an area at risk for wildfire, develop a wildfire action or evacuation plan. The plan should identify an emergency meeting location, identify several escape routes, list how to handle any large animals, and identify how family members can communicate including an out-of-area friend or family member that can relay messages⁵.
- c. Make sure your family knows where the gas, electric, and water main shut-off controls are located and how to safely shut them down in an emergency.
- d. Assemble an emergency kit—keep a portable radio and flashlights in working order. Include a list of emergency contact numbers. Add a kit for pets.
- e. Consider which items you would want to pack and take with you. This could include the 6 “P’s”:
 - People and pets
 - Papers, phone numbers, and important documents (insurance, identification, legal)
 - Prescriptions, vitamins, and eyeglasses
 - Pictures and irreplaceable memorabilia, heirlooms, inventory of home contents (video)
 - Personal computer hard drive and disks, cell phone/charger
 - “Plastic” (credit, ATM cards) and cash
- f. Keep your automobile fueled.
- g. For more information, see the Homeowner’s Guide at Fire Safe San Mateo County <https://www.firesafesanteo.org/>

2. When you Receive an Evacuation Warning:

- a. If you are physically unable to evacuate on your own, ask a neighbor to help or call 911.
- b. Check on your neighbors to make sure that they have received the warning information.
- c. Back your car into your driveway, pack all items into your car but do not overload your car. Close the car doors and windows. Carry your keys with you.
- d. Cover up by wearing long pants, long sleeve shirt, heavy shoes/boots, cap, dry bandana for face cover, goggles or glasses.
- e. Shut all windows and doors, leaving them unlocked.
- f. Remove flammable window shades and lightweight curtains. Close metal shutters.
- g. Shut off gas at the meter, turn off pilot lights.
- h. Leave your lights on so firefighters can see your house under smoky conditions.
- i. Shut off air conditioning.
- j. Outside, gather up flammable materials (patio furniture, toys, door mats, trash cans and bring them inside or place them in your pool.

⁵ [CAL FIRE Get Ready, Get Set, Go!](#)



- k. Turn off propane tanks.
- l. Move propane BBQs away from the house.
- m. Don't leave sprinklers on or water running as they can reduce critical water pressure.
- n. Locate your pets and keep them nearby—prepare to transport them.
- o. Have a ladder available and place it at the corner of the house for firefighters.
- p. Seal attic and ground vents with plywood or commercial seals.
- q. Patrol your property and monitor the situation. Don't wait for an evacuation order if you feel threatened.

3. During the Evacuation:

- a. Leave as soon as evacuation is recommended to avoid be caught in fire, smoke or traffic. Don't wait to be ordered to leave. Don't hesitate.
- b. Do not attempt to drive through flames. You can be stranded and trapped.
- c. If you have children in school in the area, do not drive to the school to get them; they will be cared for by school staff.
- d. When outside the house, try to avoid burning areas and do not attempt to run or drive through flames.

4. When You Return Home:

- a. Be alert for downed power lines and other hazards.
- b. Check your residence carefully for hidden embers or smoldering fires.
- c. Check propane tanks, regulators, and lines before turning propane gas on. Contact PG&E (800-743-5000) to restore natural gas service if it was turned off.