City of Mountain View
Emergency Operations Plan

Office of Emergency Services
1000 Villa Street
Mountain View, CA 94041

Executive Summary

The City of Mountain View Emergency Operations Plan (EOP) is an all-hazards document that describes the City's incident management organization, compliance with relevant legal statutes, other relevant guidelines, whole community engagement, and critical components of the incident management structure. The incident management system described herein is modular and can be scaled up with components activated as necessary to reflect the incident/event escalation from routine incident(s) to emergency, disaster, or catastrophe impacting the City of Mountain View.

This EOP is not intended to address specific emergency responses, scenarios, hazards, or threats. Functional and hazard-specific annexes to this EOP will outline specific response activities for response organizations.

This EOP accomplishes the following:

- Establishes a City incident management organization that will coordinate support to on-scene responses including maintenance of situational awareness, facilitation of effective communication between various levels of government, and interaction with public information sources.
- Establishes the overall operational concepts associated with the management of emergencies, crises, disasters, and catastrophes at the City (local) levels.
- Provides a flexible platform for planning and response to all hazards, incidents, events, and emergencies believed to be important to the City. It applies to a wide variety of anticipated incident events including earthquakes, wildland fires, floods, and public health issues.
- Updates the previous City EOP, published in 2005, to incorporate lessons learned from recent disasters, as well as updated concepts, language, and guidance.

This EOP demonstrates the City's compliance with the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the Incident Command System (ICS), the National Response Framework (NRF), and the National Preparedness Goal. This EOP serves as the legal and conceptual framework for emergency management to be utilized by all City departments.

Supporting annexes further describe the hazard-specific or functional response that detail considerations, actions, and responsibilities for identified City departments.

Promulgation

The preservation of life, property, the environment, and the economy are inherent responsibilities of local, state, and federal governments. While no plan can completely prevent death and destruction, reasonable plans carried out by knowledgeable and well-trained personnel can and will minimize losses.

The City of Mountain View Office of Emergency Services (OES) has prepared this SEMS and NIMS compliant EOP to ensure the most effective and efficient allocation of resources for the maximum benefit and protection of the civilian population during times of disaster or emergency. The SEMS is the foundation of the state's emergency management and response system. The EOP includes compatibility with the NIMS staffing and activation levels for Emergency Operations Centers and the emergency management community, including private and public sectors.

This plan considers the effects of climate change on homeland security and emergency management. As witnessed in recent events, climate change has exacerbated floods, drought, wildfires, and other severe weather-related disasters. This EOP will be exercised and reviewed annually and revised as necessary to satisfy the changing needs of the community and changes in conditions.

The Mountain View City Council gives its full support to this EOP and urges all officials, employees, residents, and business partners, collectively and as individuals, to do their share in the whole community emergency effort of the City of Mountain View. This EOP became effective on Month Date, 2022, when approved by the City Council.

_____   _____

Kimbra McCarthy   Date

City Manager

_____   _____

Juan Diaz   Date

Fire Chief

_____   _____

Robert Maitland   Date

Office of Emergency Management

City Council's Adoption

Annual Review

The OES, with input from key stakeholders, is responsible for reviewing, maintaining, and updating this EOP. The OES will review this EOP at a minimum of every year and revise the document as necessary. Updates and revisions will be made in collaboration with planning partners identified throughout the EOP to ensure validity, accuracy, and relevance to contemporary emergency management. The OES will identify an action plan for the review and update of the EOP if an immediate change is learned from an actual incident, exercise, or training. Implementation, training, and exercises will be conducted as necessary to adhere to the changes. All changes will be annotated in the table below.

Record of Change

DATE	NAME/ORGANIZATION	CHANGE DESCRIPTION
March 2022	Office of Emergency Services, City of Mountain View	Whole document review
April 2022	Office of Emergency Services, City of Mountain View	Finish revision and provide draft of EOP
April 2022	City Manager's Office, City of Mountain View	Accessibility check

Record of Distribution

DATE	TITLE	NAME	FACILITY	NUMBER OF COPIES
	City Manager	Kimbra McCarthy	City Hall	1 (Electronically)
	Assistant City Manager	Audrey Ramberg	City Hall	1 (Electronically)
	Fire Chief	Juan Diaz	Police/Fire Administration	1 (Electronically)
	Police Chief	Chris Hsiung	Police/Fire Administration	1 (Electronically)
	Community Development Director	Aarti Shrivastava	City Hall	1 (Electronically)
	Public Works Director	Dawn Cameron	City Hall	1 (Electronically)
	City Attorney	Jennifer Logue	City Hall	1 (Electronically)
	City Clerk	Heather Glaser	City Hall	1 (Electronically)
	Chief Information Officer	Roger Jensen	City Hall	1 (Electronically)
	Finance Director	Jesse Takahashi	City Hall	1 (Electronically)
	Community Services Director	John Marchant	Community Center	1 (Electronically)
	Library Services Director	Tracy Gray	City Library	1 (Electronically)
	HR Director	Sue Rush	City Hall	1 (Electronically)
	City Chief Communications Officer	Lenka Wright	City Hall	1 (Electronically)
	As Assigned	EOC Staff	EOC	1 (Electronically)
	OEM Chief	Dana Reed	Santa Clara County OEM	1 (Electronically)
	American Red Cross	Stephanie Charles	American Red Cross South Bay Headquarters	1 (Electronically)

	MVCoC	Chamber of Commerce	580 Castro Street	1 (Electronically)
	Chief Operating Officer	Stan Edde	Second Harvest Food Bank	1 (Electronically)
	Superintendent	Ayinde Rudolph	Mountain View School District	1 (Electronically)

Table of Contents

Purpose, Scope, Situation, Overview, and Assumptions

Purpose

This EOP provides a single-source, consistent, and comprehensive procedure and guidance resource to direct the City's response to major emergencies associated with natural disasters, technological incidents, and national security emergencies. The City will use the EOP to manage, prepare for, respond to, and mitigate catastrophic or significant human-made or natural incidents, crises, threats, or events that produce conditions requiring a coordinated response. This EOP intends to follow the requirements of the Incident Command System (ICS), SEMS, NIMS, and the State of California EOP for overseeing responses to multi-jurisdiction and multi-agency incidents. This EOP is also intended to be consistent with state and federal guidance documents, lessons learned, and best practices.

The City promotes effective coordination and planning before an emergency using an integrated structure of emergency procedures and emergency plans involving all perceived stakeholders in the emergency planning community. The City promotes effective emergency planning and coordination before an emergency, thus ensuring the most effective response and recovery possible.

Scope

This EOP offers guidance for response activities to the City's most demanding and most likely emergencies. This EOP does not supersede operational policies and procedures for responding to and coping with emergencies involving the fire department, police department, transportation, flood management, medical aid, or other specific disciplines related to emergency response systems.

This document is not intended to provide an overview of the City's Emergency Operations Center (EOC) position-specific operating procedures, functions, or responsibilities. These items are detailed more specifically in the SEMS position-specific manuals which are kept in position-specific binders in the City's EOC.

The Basic Plan outlines the strategies, assumptions, operational priorities, responsibilities, and fundamental systems the City of Mountain View will employ to guide and support emergency management decisions.

Entities

This EOP takes into consideration the diversity of the community to include the needs of the City's departments as well as business, agencies, civic leaders, and organizations to include social, faith-based, educational, humanitarian, professional, and trade. Care was taken to include diverse and vital perspectives of those who have significant roles in executing the plan.

Geographic Areas

The City of Mountain View is located on the San Francisco Peninsula on a low-lying plain situated east of the Santa Cruz Mountains and the San Francisco Bay. The City shares a boundary to the northwest with Palo Alto, to the southwest with Los Altos, to the east with Sunnyvale, to the northeast with Moffett Federal Airfield, and the north with the San Francisco Bay.

Situation

The City of Mountain View covers 12 square miles and is home to approximately 82,000 residents, as well as Fortune 1000 companies Google, Symantec, Microsoft, and Intuit. Forty-three percent of the City's land area is developed with housing; 26 percent with commercial, office, and industrial uses; 20 percent with parks and open space; 9 percent with public / institutional uses and 2 percent with vacant land. Mountain View is served by the Caltrain rail system, which runs from San Francisco to Gilroy. It is also served by the Santa Clara Valley Transportation Authority, including various bus lines and the Mountain View—Winchester light rail line, for which it is the northern terminus. Many large, local employers (including Google, Microsoft, Apple Inc., and NASA Ames Research Center) operate employee shuttles that stop at the Caltrain/Light Rail station.

Moffett Federal Airfield is located just north of Mountain View, but its use is restricted to aeromedical, government, and military users. The nearest major airports are Norman Y. Mineta San Jose International Airport (SJC), located 11 miles to the south, and San Francisco International Airport (SFO), located 25 miles to the north. The nearest general aviation airport is the Palo Alto Airport, located six miles to the north.

One of Mountain View's greatest assets is its people. The daytime population grows to more than 128,600. More than half the population is between 20 and 54 years old, while nearly 25 percent of our population is in the 25- to 34-year age bracket. The median age is 34.9 years old.

Equity

Mirriam-Webster defines equity as justice according to natural law or right; specifically: freedom from bias or favoritism.

The Federal Emergency Management Agency (FEMA) defines equity as the consistent and systematic fair, just, and impartial treatment of all individuals.

Equity recognizes that everyone does not begin in the same place in society. Some people face adverse conditions and circumstances making it more challenging with the same effort to achieve the same goals. Equity advocates for those who may have been historically disadvantaged, making it difficult for them to be successful. What is considered fair as it relates to equity is not a question of what is the same, but rather the point from which a person begins. Equity considers historical and other factors in determining what is fair.

In the figure below provided by Canadian Equality Consulting, the assumptions are that all individuals will benefit from the same treatment to access the soccer game. In the first picture on the left, they are being treated equally. In the second image, individuals are given different treatments to make it possible for them to have equal access to the soccer game. They are being treated equitably. In the third image, all three individuals can see the soccer game without any accommodations because the cause of the inequity was addressed. The systematic barrier has been removed. The goal is to achieve equity by removing barriers.
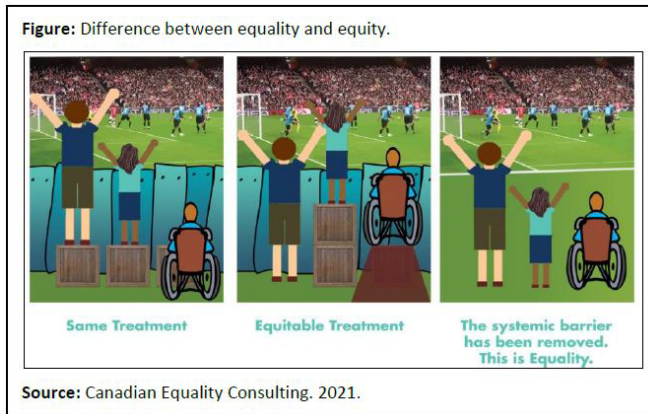
Figure: Difference between equality and equity.

Same Treatment — Equitable Treatment — The systemic barrier has been removed. This is Equality.

Source: Canadian Equality Consulting. 2021.

The OES has adopted FEMA's equity definition of the consistent and systematic fair, just, and impartial treatment of all individuals. In addition, the OES acknowledges that historically underserved communities and individuals are often overburdened by systemic injustices/disparities, and these are amplified during a disaster. Therefore, the goal of the OES is to integrate equity into all aspects of emergency management by:

- Conduct and participate in outreach events that focus on the City's diverse population and most vulnerable community members. For example, those with access and functional needs.
- Adopting communication preparedness measures to reduce disaster vulnerability and risk to the whole community.
- Building, engaging, and sustaining partnerships with groups that have experienced inequities. For example, individuals experiencing communication, health, independence, safety, support services, and transportation barriers during disasters.
- Developing assessments and plans that prioritize assistance to those with the greatest needs and include vulnerable populations in the planning process.
- Identifying needs and assets, as well as pre-existing vulnerability and resilience.

Through these strategies, the City of Mountain View OES will continue to lay the foundation for closing gaps identified through lessons learned from previous EOC activations, drills, and exercises.

Hazard Analysis Overview

The EOP consists of several threat summaries based on a hazard analysis specified in the Local Hazard Mitigation Plan (LHMP). All local jurisdictions collaborated with the Santa Clara County Office of Emergency Management (OEM) to describe the local risk factors and anticipated nature of situations, which are most likely to threaten or occur in the County. These hazards are not mutually exclusive and may occur simultaneously. The hazard analysis identified the following threats most likely to occur:

- Earthquake
- Drought
- Wildfire
- Flood
- Severe weather
- Landslide

Earthquake

Mountain View is near several active faults including the Calaveras, Hayward, and San Andreas Faults. The probability of California experiencing another earthquake as destructive as the magnitude 6.7 1994 Northridge quake has dropped approximately 30 percent. The anticipated frequency for events similar to what occurred in Northridge happening again statewide has gone down from one every 4.8 years to one per 6.3 years. However, the likelihood California will witness a magnitude 8.0 or larger quake in the next 30 years has increased from 4.7 percent to 7.0 percent.

Drought

After several years of phenomenally dry weather, the San Francisco Bay Area is mired in perpetual drought. Major droughts, such as the one the Bay Area is experiencing now, frequently occur in 60-year intervals. Some of these droughts result in billions of dollars of damages including crop losses, increased wildfire hazards, and depleted groundwater basins and reservoirs. Climate change will only increase the likelihood of future droughts leading local leaders to consider ways to reduce water demand levels. Emergency planners must consider the effects of multi-year droughts and how to mitigate the prolonged effects of a major drought disaster.

Wildfire

In recent years, the Bay Area has experienced more than 500 significant wildfires, including the 2017 North Bay fires which destroyed more than 8,000 buildings and killed 31 people. Climate change is leading to higher temperatures as well as longer and dryer fire seasons. In addition to the threat to public safety, property, and the environment, wildfires impact the air quality, impact the water quality, and disrupt the linear logistical systems that serve the Bay Area.

Flood

Models used to predict the state of California's sea-level rise predict that San Francisco Bay's high-tide levels will continue to go up. The models show the bay tides could rise by up to 1.9 feet by the year 2050 and 6.9 feet by the turn of the century. Flooding will only be made worse by several additional feet of water crashing down on cities and towns during a bad storm. Climate change is the culprit identified for rising tides, coastal flooding, and erosion. Sea levels are expected to rise at an astronomical pace and even speed up in the years to come.

The National Weather Service (NWS) issues flash flood watches and warnings. A flash flood watch is issued when flash flooding is possible within the designated watch area but the occurrence location, and/or timing is still uncertain, indicating all persons should be alert. A flash flood warning indicating all persons should take necessary precautions is issued when a flash flood has been reported, is in progress, is imminent, or is highly likely.

Severe Weather

Severe weather refers to any dangerous meteorological phenomena with the potential to cause damage, serious social disruption, or loss of human life. Severe weather can be categorized into two groups: systems that form over wide geographic areas are classified as general severe weather; those with a more limited geographic area are classified as localized severe weather. Severe weather, technically, is not the same as extreme weather, which refers to unusual weather events at the extremes of the historical distribution for a given area. The most common severe weather events that impact the City are heavy rains/atmospheric rivers, extreme temperatures, and high wind.

Heavy Rain/Atmospheric River.

Most severe storms in the area consist of atmospheric rivers, heavy rains, or thunderstorms. Heavy rain refers to events where the amount of rain exceeds normal levels. The amount of precipitation needed to qualify as heavy rain varies with location and season. Heavy rain is distinct from climate change analyses on increasing precipitation. It does not mean that the total amount of precipitation at a location has increased, just that the rain is occurring in a more intense event. More frequent heavy rain events, however, can serve as indicators of changing precipitation levels. Heavy rain is most frequently measured by tracking the frequency of events, analyzing the mean return period, and measuring the amount of precipitation in a certain period (most typically measured as inches of rain within 24 hours).

Extreme Temperatures

Extreme temperatures are unexpected, unusual, or unseasonal temperatures— cold or hot—that can create dangerous situations. Extreme cold temperatures are below normal temperatures that may lead to serious health problems. Exposure to the extreme cold can lead to hypothermia and frostbite in people exposed to the weather without adequate clothing protection. It may result in death if it exacerbates preexisting chronic conditions.

According to FEMA's Ready program, Extreme heat is a period of high heat and humidity with temperatures above 90 degrees for at least two to three days. In extreme heat, the human body

works extra hard to maintain a normal temperature, which can lead to death. Extreme heat is responsible for the highest number of annual deaths among all weather-related hazards.

Alternatively, winter storms create a higher risk of car accidents, hypothermia, frostbite, carbon monoxide poisoning, and heart attacks from overexertion. Winter storms can bring extreme cold, freezing rain, snow, ice, and high winds.

High Winds

High Winds are generally short-duration events involving straight-line winds or gusts of over 50 mph, strong enough to cause property damage. High winds or a windstorm are especially dangerous in areas with significant tree stands and areas with exposed property, poorly constructed buildings, mobile homes (manufactured housing units), major infrastructure, and above-ground utility lines. A windstorm can topple trees and power lines, cause damage to residential, commercial, and critical facilities, and leave tons of debris in its wake. Damaging winds are classified as those exceeding 60 mph. Damage from such winds accounts for half of all severe weather reports in the lower 48 states and is more common than damage from tornadoes. Wind speeds can reach up to 100 mph and can produce a damage path extending for hundreds of miles.

Other Hazards of Interest

Public Health Emergency

A public health emergency involves the occurrence of any situation or event involving the presence and risk of exposure to any hazardous substance, waste, or material; or communicable disease, virus, or contagion that significantly impacts life safety. A public health emergency is proclaimed when a toxic substance or communicable disease is present in such a form as to significantly impact life safety within the population at large. Typical public health emergencies include the following:

- Exposure to a released toxic substance, chemical, or material
- Exposure to fluid or airborne pathogen
- Exposure to high levels of environmental pollution
- Exposure to infectious disease
- Exposure to contaminated food and beverages
- Exposure to untreated liquid and solid waste

Widespread exposure to communicable diseases and released hazards can have devastating effects on unprotected populations. Past epidemics including influenza have claimed millions of lives. New strains of viruses and other communicable diseases are being identified that are resistant to existing vaccinations and medical inoculations.

Public health emergencies can occur or might generate from any of the following locations:

- Locations where hazardous materials are stored, processed, used, or transported
- Hospitals, clinics, and other medical treatment facilities
- Laboratories and research facilities
- Natural environments that are breeding grounds for pathogens

- Areas subject to high concentrations of pollutants

Several public health emergencies have impacted the City in recent years, including:

- Ebola, 2014
- Coronavirus, 2020

Terrorism and Weapons of Mass Destruction

Terrorist activities are intended to intimidate, or coerce, and committed in support of political or social objectives. FEMA defines terrorism as the use of weapons of mass destruction, including but not limited to terrorist activities involving the illegal use of force, are intended to intimidate or coerce, and are committed in support of political or social objectives. FEMA defines terrorism as the use of weapons of mass destruction, including biological, chemical, nuclear, and radiological weapons; arson, incendiary, explosive, and armed attacks; industrial sabotage and intentional hazardous materials releases, agro-terrorism; and cyber-terrorism.

Terrorists often use threats to create fear among the public, to convince community members that their government is powerless to prevent terrorism, or to gain immediate publicity for their causes. Acts of terrorism include threats of assassinations, kidnappings, hijackings, bomb scares and bombings, cyberattacks, and the use of chemical, biological, radiological, nuclear, and explosive weapons.

A terrorist activity emergency has its unique characteristics and must be dealt with in accordance with its magnitude and with an appropriate level of response. Plans and procedures have been created, exercised, and revised for both the most likely and worst-case scenarios. Intentional release of such weapons could cause considerable damage. Early detection and control of biological or chemical attacks are vital to the success of limiting the scope of the damage. Chemical terrorism acts are likely to be identified by first responders because of their immediate and obvious symptoms.

Conversely, attacks with biological agents are liable to be covert, and therefore much more difficult to recognize. Biological agents will not have an immediate impact because of the delay between exposure and the onset of illness (the incubation period), thus compounding the difficulty of early detection. Recognizing that the symptoms are a result of a biological agent will be extremely difficult without prior experience or training, and an awareness of a preceding event. Only a short window of time exists between the identification of the first cases and before a second wave of the populace becomes ill.

Domestic Terrorism.

The FBI defines domestic terrorism (DT) as violent, criminal acts committed by individuals and/or groups to further ideological goals stemming from domestic influences, such as those of a political, religious, social, racial, or environmental nature.

Domestic Violent Extremists can be divided into several threat categories:

- Racially or ethnically motivated violent extremist – those with ideological agendas derived from bias, often related to race or ethnicity, held by the actor against others, including a given population group.

- Anti-government/Anti-authority violent extremists – those with ideological agendas derived from anti-government or anti-authority sentiment, including opposition to perceived economic, social, or racial hierarchies; or perceived government overreach, negligence, or illegitimacy.
- Animal rights/environmental violent extremist – those seeking to end or mitigate perceived cruelty, harm, or exploitation of animals or perceived exploitation or destruction of natural resources and the environment.
- Abortion-related violent extremist – those with ideological agendas in support of pro-life or pro-choice beliefs.
- All other domestic terrorism threats – those with ideological agendas that are not otherwise defined under one of the other domestic terrorism threat categories, including a combination of personal grievances and beliefs with potential bias related to religion, gender, or sexual orientation.

Complex and Coordinated Attack.

A complex attack is conducted by multiple hostile elements which employ at least two distinct classes of weapon systems (i.e. indirect fire, direct fire, homemade explosives) against one or more targets. A coordinated attack exhibits deliberate planning conducted by multiple hostile elements, against one or more targets from multiple locations. A coordinated attack may involve any number of weapon systems. The key difference between a complex attack and a coordinated attack is that a coordinated attack requires the indication of long-term planning.

Civil Unrest.

A civil unrest activity such as a demonstration, riot, or strike disrupts a community and requires intervention to maintain public safety. A civil unrest activity may disrupt many areas of the community, and possibly include interruption of daily operations of essential services, such as law enforcement, and healthcare systems.

Cyber-Attack.

A cyber incident involves either the theft or modification of information on a computer system or a system compromise with the potential to disrupt essential services. A system compromise can impact one or more government agencies, a private utility, or specific Critical Infrastructure/Key Resources (CIKR) such as the power grid, public transportation systems, and wireless networks.

A cyber incident can affect a system's:

- Confidentiality: protecting users' private information
- Integrity: ensuring that data is protected and cannot be altered by unauthorized parties
- Availability: keeping services running and giving administration access to key networks and controls

Cyber-attacks differ by motive, attack type and vector, and perpetrator profile. Motives for cyber-attacks can vary tremendously, ranging from the pursuit of financial gain—the primary motivation for what is commonly referred to as cyber-crimes — to political or social purposes.

Hacktivism is the act of hacking or breaking into a computer system for a political or social purpose. Cyber espionage is the act of obtaining secrets without permission of the holder of the information, using methods on the Internet, networks, or individual computers.

A cyber-attack has the potential to compromise the digital infrastructure and security of any individual or organization. Such attacks vary in nature and are perpetrated using digital mediums and social engineering. Generally, the impact of cyber-attacks is felt for a few minutes or up to a few days; however, large-scale cyber incidents can create longer-term impacts. Cyber-attacks may be carried out by a variety of perpetrators, which may be external, internal, and partners to the organization, agency, institution, or business.

Hazardous Material Incident

The release of hazardous materials has the potential for adverse impacts upon human health, the environment, and property, depending upon the type, location, and quantity of material released. Jurisdictions near roadways that are frequently used for transporting hazardous materials and jurisdictions with industrial facilities that use, store, or dispose of such materials all have increased potential for major hazardous material incidents.

There are two major highways in the City that carry large quantities of hazardous materials: U.S. 101 and I-280. U.S. 101 is the most heavily traveled in terms of truck traffic and is the most frequent location of hazardous materials spills occurring on major roads. The Santa Fe railroad right of way parallels U.S. 101 through the heavily populated center of the City. Natural gas pipelines also run south to north along U.S. 101. Truck, rail, and pipeline transfer facilities are concentrated in this region and are involved in the considerable handling of hazardous materials.

Local industries use and produce large amounts of hazardous materials that require on-site management and off-site disposal. These materials could be released during disasters such as earthquakes or terrorist attacks. Large amounts of the hazardous waste generated in Santa Clara County and transported off-site to pre-approved treatment and disposal sites throughout the state. The balance is disposed of on-site through methods including evaporation ponds, incineration, pre-treatment of sewage discharge, and recycling.

Emergency response actions associated with hazardous materials are presented in the County of Santa Clara Hazardous Materials Area Plan which is maintained by the Department of Environmental Health Hazardous Material Compliance Division.

Threat/Hazard Identification and Risk Assessment (THIRA)

The THIRA is a three-step risk assessment completed every three years on a regional level through the Bay Area Urban Areas Security Initiative (UASI). The THIRA helps communities understand their risks and determine the level of capability needed to address those risks. The outputs from the process lay the foundation for determining a community's capability gaps during the stakeholder preparedness review.

The THIRA addresses the following questions:

- What threats and hazards can affect our community?

- If they occurred, what impacts would those threats and hazards have on our community?
- Based on those impacts, what capabilities should our community have?

Figure: THIRA 3-Step Process.

Source: FEMA. Comprehensive Preparedness Guide
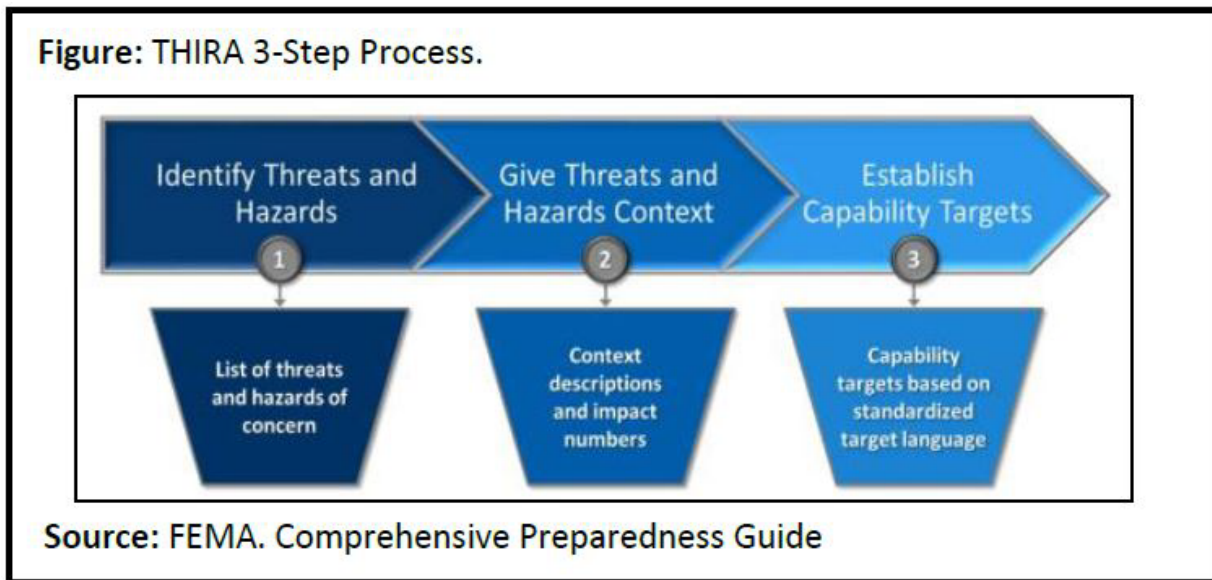
Step 1: Identify Threats and Hazards.

Based on a combination of experience, forecasting, subject matter expertise, and other available resources, the Bay Area UASI developed a list of threats and hazards that could affect the region.

Step 2: Give Threats and Hazards Context.

Then regional stakeholders described the threats and hazards identified in Step 1, showing how they may affect the region and create challenges in performing the core capabilities. In other words, the group identified the impacts each threat or hazard may have on a community.

Step 3: Establish Capability Targets.

Using the impacts described in Step 2, stakeholders determined the level of capability that plans should achieve to manage the threats and hazards it faces. The Bay Area UASI used standardized language to create capability targets for impacts, objectives, and timeframe metrics. A core capability is comprised of several functional areas in which a community may have a gap. Each required standardized target addresses one or more functional areas. The most recent Bay Area UASI THIRA, published in 2021, included the following:

- Added a pandemic influenza scenario
- Added improvised nuclear device scenario
- Updated radiological dispersal device scenario

Geographic Areas Likely to be Affected

Mountain View is 12 square miles in size. Any one of these disasters has the possibility of affecting the entire city and its entire day or nighttime population. There is no portion of Mountain View immune to or impervious from any of the predicted threats or hazards.

Vulnerable Critical Facilities

Critical facilities are defined by FEMA as an infrastructure that is essential to the health and welfare of the population. These buildings are especially important after a disaster or hazard event. Critical facilities include El Camino Health Hospital, all five fire stations, Police and Fire Headquarters, City Hall, the Municipal Operations Center, the Senior Center, and the Community Center.

Population Distribution

One of Mountain View's greatest assets is its people. The daytime population grows to more than 128,600. More than half the population ranges between 20 and 54 years old, and nearly one-quarter of the population falls into the 25- to 34-year age category. The median age of Mountain View residents is 34.6 years old. The resident population includes races and ethnicities of Native Hawaiian (0.3%), Native American (0.4%), Black (1.6%), Hispanic (18.3%), Asian (31.8%), and White (54.5%). Males make up 52.4% of the population compared to 47.6% of females.

Capabilities and Limitations to Prepare for and Respond to the Defined Hazards

National preparedness efforts are informed by the Presidential Policy Directive (PPD) 8 and revolve around the five mission areas of Prevention, Protection, Mitigation, Response, and Recovery. Prevention refers to the actions taken to deter, avoid, or stop an imminent disaster or emergency incident from occurring. Protection is the capability of the City to secure its interests from natural disasters or acts of violence. Mitigation is the capability to reduce or eliminate the loss of life or damage to property by reducing the impact of an emergency or disaster. Response refers to the necessary actions to stabilize a disaster once it has already taken place or is certain to be prevented from happening. Recovery refers to the capability to assist City assets affected by a disaster or emergency in restoring their environment to a pre-event condition.

The span of control refers to limitations of the number of personnel that can be effectively supervised or directed at one time is between three to seven personnel. Exceeding the span of control will negatively impact the management of the incident and must be considered as the response grows.

Recommended Actions

Producing and publishing the EOP is not the end of the emergency planning process. If anything, this is the first step in the process of several years of minimizing the impacts of future incidents. Familiarizing the EOP with agency stakeholders includes the short- and long-term strategies of ongoing training and EOC activation drills, exercises, and disaster response scenarios.

Assumptions

The City of Mountain View will be made aware of emergency conditions as they develop throughout the disaster response. The City's response will be consistent with the roles and responsibilities defined by legal, policy, and Council frameworks. The City will be limited in

response by the readiness activities and level of training performed before the emergency or disaster takes place. The planning assumptions are as follows:

- All incidents are local
- The citizens of Mountain View are expected to provide for their immediate needs for several days following a disaster, or for at least one day following an incident isolated to one area of the city.
- The general public will have to be self-sufficient and rely on their resources for several days, if not longer. This includes public, private, and volunteer organizations.
- A large segment of the City has access or functional needs that will need to be addressed to ensure equitable treatment. The City's planning, policies, strategies, operations, and tactics will make every effort to integrate the needs of the whole population including the needs of individuals with Access and Functional Needs (AFN). AFN includes:
  o Individuals who have limited English proficiency, or have limited ability to speak, see, hear, or understand
  o Individuals who may require specific medications, supplies, services, durable medical equipment, electricity for life maintaining equipment, breastfeeding and infant/childcare, or nutrition.
  o Individuals who function independently with assistance from mobility devices or assistive technology, vision and communication aids, or service animals.
  o Individuals who may need support and safety
  o Individuals who lack access to personal transportation are unable to drive due to decreased or impaired mobility that may come with age and/or disability, temporary conditions, injury, or legal restriction.
- The City's government response capabilities could be adversely impacted by a catastrophic disaster.
- A major incident may interrupt critical facilities including water, natural gas, electrical, sewer, communications, and fuel delivery.
- An evacuation or damage to a large number of residences may require shelter provided to a considerable percentage of the City's population.
- Emergency transportation may be necessary to transport medically fragile evacuees
- Only the material on hand may be available if transportation corridors are unavailable to replenish food, bottled water, emergency equipment, and other supplies.
- Damage to the transportation infrastructure may delay out-of-region mutual aid from state and federal resources for several operational periods.
- Only the emergency response personnel on duty at the time of the incident may be available for the first several operational periods following a significant disaster.
- It may take well over one operational period to realize the clear extent of damage, injuries, and loss of life following a complex incident
- There will be competing requests for the same operational and logistical needs for the same resources from numerous agencies following a significant event.
- The City's disaster response goals and objectives will make every effort to consider the needs of the whole community including children, individuals with disabilities,

those with access and functional needs, and other members of the general population.

- The Community Services Department Director will ensure the American Red Cross established shelters meet the requirements of the Americans with Disabilities Act (ADA) of 1990.
- Essential services will be continued as long as conditions permit
- Emergency programs, services, and activities must be provided at locations that all people, including those with disabilities, can access.
- All EOC personnel have been made aware of their DSW obligation and trained to operate using SEMS, NIMS, and ICS protocols and procedures.
- Control over City resources will remain at the City level unless legal authority demands control is relinquished to another party.
- More multiagency coordination will be required in alignment with the complexity, impact, and geographic scope of a disaster.
- Public, private, and volunteer organizations will offer support and services when feasible following a disaster.
- The federal government will offer emergency assistance to the state when requested and in alignment with the National Response Framework (NRF).
- Control over resources will remain at the County level even though the Governor has the legal authority to assume control in a State Proclamation of Emergency.
- The Department of Homeland Security will provide threat conditions and identify possible targets through the regional intelligence collection and dissemination structures, such as the Northern California Regional Intelligence Center.
- During or following a powerful earthquake or other catastrophic disasters:
  - Parts of the entire City may be affected by environmental and technological emergencies.
  - A clear picture regarding the extent of damage, loss of life, and injuries may not be known for several operational periods.
  - City EOC capabilities may be limited for several operational periods if communication links to other agencies and City departments are impacted.
  - Essential government services will be maintained as long as conditions permit.
  - Many individuals may have transportation needs because of lack of access to personal transportation, need for accessible vehicles/transport due to mobility disabilities, age, and temporary conditions and injuries; and driving restrictions
  - It may be necessary to shelter a substantial number of the population due to either evacuation or damage to residences.
  - Infrastructure damage may lead to staff shortages. Consequently, impacting the number of response personnel available to staff the City's EOC or other incident management organization functions for at least the first couple operational periods.
  - Because of damage to the transportation infrastructure, out-of-region mutual aid, State and Federal resources, and resources from other states may not begin to arrive for several days.

- o Prompt and effective response and recovery operations by the entire Operational Area incident management organization, to include emergency management, mutual aid resources, disaster relief and volunteer organizations (including VOAD), the private sector, the elected, executive, strategic, operational, and tactical incident responders, and the whole community is needed.
- o Only the emergency response personnel on duty will be available for the first operational period.
- o Local government and response capabilities may impact multiple jurisdictions. Consequently, several local emergencies may be proclaimed.
- o Communications, electrical power, water lines, natural gas lines, sewer lines, and fuel stations could be impaired for up to 30 days.
- o Transportation corridors could be severely impacted so only equipment, foodstuffs, supplies, and materials on hand may be available for use during the first several days or more of emergency operations.

Necessary Adjustments

Experience has proven conditions during and after a disaster continually develop throughout the incident. This EOP should not be viewed as a hindrance to initiative, ingenuity, and the experience City staff have in overcoming the adversity present during an actual disaster or emergency.

Concept of Operations

The Concept of Operations (CONOPS) section of the EOP describes the essential components of the plan, which are put into action during an emergency response, including:

- Establish strategies, priorities, and goals to protect life and minimize the impacts to property and the environment during a response;
- Establish control, coordination, and direction;
- Communicate alert and early warning messages to the public;
- Stand-up the Joint Information System (JIS) and Joint Information Center (JIC);
- Provide situation analysis using gathered intelligence; and
- Coordinate mutual aid via established agreements for law enforcement (LE), fire, and public health.

Emergency Proclamations

Definition of Local Emergency

According to Section 8558(c), Chapter 7 of Division 1 of Title 2 of the Government of the State of California Code, a local emergency is defined as:

> 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 conditions such as air pollution, fire, flood, storm, epidemic, riot, drought, cyberterrorism, sudden and severe energy shortage, deenergization event, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, other than conditions resulting from a labor controversy, which are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and require the combined forces of other political subdivisions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage or deenergization event that requires extraordinary measures beyond the authority vested in the California Public Utilities Commission.

Issuance

- Governing body of city, county, or city and county.
- An official designated by an adopted local ordinance (Director of Emergency Services).

Purpose

- Authorizes the undertaking of extraordinary police powers.
- Provides limited immunity for emergency actions of public employees and governing bodies.

- Authorizes the issuance of orders and regulations to protect life and property (e.g., curfews)
- Activates pre-established local emergency provisions such as special purchasing and contracting
- Prerequisite for requesting a Governor's Proclamation of a state of emergency and/or a Presidential Declaration of an Emergency or Major Disaster.

Deadlines

- Issuance: Within 10 days of the occurrence of a disaster if assistance will be requested through the California Disaster Assistance Act (CDAA).
- Ratification: If issued by an official designated by ordinance, must be ratified by governing body within seven days.
- Renewal: Reviewed at regularly scheduled board/council meetings until terminated. Reviewed every 14 days for governing bodies that meet weekly until terminated. No review to exceed 21 days from the last review.
- Termination: When conditions warranting proclamation have ended.

Notification Process

- Local governments should notify the County OEM and provide a copy of the local emergency proclamation (see Attachment 4: Sample Emergency Proclamation). Counties that proclaim an emergency should notify their Cal OES representative and provide a copy of the local emergency proclamation.
- OA shall notify their state Cal OES Region and provide a copy of the proclamation as soon as possible.
- The City and County OEM should engage Cal OES for updates on any requests for assistance. Cal OES Director will respond in writing to the local government concerning the status of any requests for assistance included within the local proclamation or accompanying letter.
- The City should notify the County OEM when emergency conditions have been eliminated in the jurisdiction.
- The City should notify the County OEM when terminating their emergency proclamation once emergency conditions have been eliminated in the jurisdiction.
- County OEM will notify Cal OES of any change to the City or County's emergency proclamation status.

Note: A local emergency proclamation and/or Governor's Proclamation is not a prerequisite for mutual aid assistance, Red Cross assistance, the Federal Fire Management Assistance Grant Program, or disaster loan programs designated by the Small Business Administration, or the U.S. Department of Agriculture.

NIMS

NIMS provides a comprehensive, whole government, whole community approach to incident management. NIMS provides a nationwide platform for domestic incident management that applies to all jurisdictional levels, for all hazards, and integrates existing best practices. Government and private organizations can work together, regardless of their size, complexity, or location through using NIMS.

SEMS Organizational Levels

SEMS designates five organizational levels—Field Response level, Local Government level, Operational Area (OA) level, Regional level, and State level with each level being activated in a modular component network-style as needed.

Field Response – SEMS Level

The field response level is where emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activations in direct response to an incident, multiple incidents, or threat. This is the incident level—where the emergency response begins. SEMS regulations require the use of ICS at this level of an incident. Field response agencies are most often represented by fire, law enforcement, EMS, and public health, although roads and parks may also be early responders in the field.

Local Government – SEMS Level

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

Figure: SEMS Organizational Levels

Source: CalOES. SEMS Regulations. 2015.

Operational Area – SEMS Level

The OA is conceptual and incorporates the effective incident management collaboration of the various jurisdictions within the boundaries of Santa Clara County. The County of Santa Clara, as a jurisdiction and organization is charged with taking the lead coordination and arbitration role within the OA and with being the primary point of contact for the region and state. In an OA lead entity capacity, the County manages and/or coordinates information, resources, and priorities
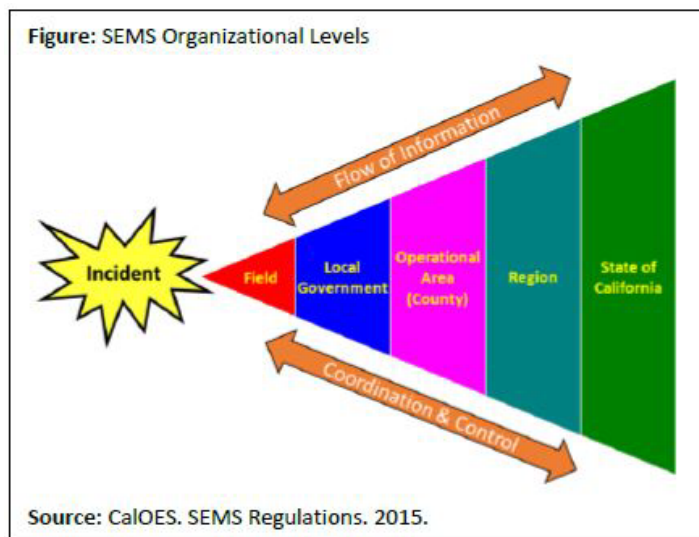
among local governments, and serves as the link between the local government level and the regional level.

Region – SEMS Level

Because of its size and geography, the state has been divided into three administrative regions each with an EOC, including the Southern, Coastal, and Inland regions. Mountain View is in the Coastal Region. Additionally, the state has been divided into six mutual aid regions. Mountain View resides in Mutual Aid Region Two, which is based out of Alameda County. The Regional Emergency Operations Center (REOC) prioritizes requests and provides support to the OAs in their region. This is to provide for more effective application and coordination of mutual aid and other related activities.

State – SEMS Level

The State Operations Center (SOC) level is located in Sacramento at the Cal OES headquarters. Cal OES manages state resources in response to the emergency needs of the other levels. The state also serves as the coordination and communication link between the state and the federal disaster response system.

Integrating Federal, State, and Local Systems

Taken together with the National Recover Framework (NRF), California's Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the Incident Command System (ICS), and this EOP integrate the capabilities and resources of various governmental jurisdictions, incident management, and emergency response disciplines, non-governmental organizations (NGOs), and the private sector into a cohesive, coordinated, and seamless national framework for domestic incident management. It should be understood that field-level emergency responders, Department Operations Center (DOC) staff, EOC staff, department executives, elected officials, and public information officers all have a vital role in successful comprehensive incident management and make up the Incident Management Enterprise.

Emergency Management Mission Areas

The National Preparedness Goal defines what it means for the whole community to be prepared for all types of disasters and emergencies. The goal itself succinctly identifies 5 mission areas and 32 core capabilities intended to assist personnel with a role in achieving all of the goal's elements. While useful for targeting efforts and resources, the emergency management mission areas are not mutually exclusive – activities in each mission area often overlap with other areas. For example, recovery projects often include elements of mitigation (i.e., rebuilding structures using current building codes), and response often includes recovery measures (i.e., immediate debris removal). Mission areas are also cyclical, meaning lessons learned from an incident are applied in preparedness efforts for future emergencies and major disasters. The following sections provide examples of the types of activities that take place in each mission area.

Prevention – Mission Area

Prevent, avoid, or stop an imminent, threatened, or actual act of terrorism. Disaster prevention is the outright avoidance of adverse impacts of hazards. Disaster prevention expresses the concept and intention to completely avoid potential adverse impacts through action taken in advance. Examples include dams or embankments that eliminate flood risks, land-use regulations that do not permit any settlement in high-risk zones, and seismic engineering designs that ensure the survival and function of a critical building in any likely earthquake. Often the complete avoidance of losses is not feasible, and the task transforms to that of mitigation. Partly for this reason, the terms prevention and mitigation are sometimes used interchangeably in casual use.

Mitigation – Mission Area

Mitigation activities occur before, during, and after incidents. Post-disaster mitigation is part of the recovery process. Eliminating or reducing the impact of hazards that exist within the city and are a threat to life and property is part of the mitigation efforts.

Mitigation tools include:

- Detailed plans to mitigate future hazards
- Land use planning
- Local ordinances and statutes (zoning ordinances, building codes, etc.)
- Structural measures
- Tax levies or abatements
- Public information and community relations

For detailed hazard mitigation action plans and strategies, refer to the Local Hazard Mitigation Plan (LHMP).

Protection – Mission Area

The protection mission area is a key component of preparedness. The structures and capabilities needed to achieve the protection mission area end-state build in large part upon existing doctrine, plans, and activities. The protection mission area includes action to deter threats, reduce vulnerabilities, or minimize the consequences associated with an incident. Effective protection relies upon the close coordination and alignment of practices across the whole community, as well as with international partners and organizations.

Response Goals and Priorities

During the response phase, the DES will establish and outline the goals, actions, and operational strategies. The operational goals will focus on meeting basic human needs, addressing the needs of individuals with Access and Functional Needs (AFN), addressing the needs of the disabled, mitigating hazards, restoring crucial services, and supporting economic recovery.

Response – Mission Area

The response mission area can be further broken down into three types of response—pre-emergency, immediate, and ongoing emergency responses.

Pre-Emergency Response (or Crisis Response). If warning mechanisms exist for a particular hazard, then response actions to emphasize protection of life, property, and environment can be anticipated.

Typical pre-emergency and crisis response actions may include:

- Alerting necessary agencies, placing critical resources on standby
- Warning threatened populations of the emergency and apprising them of safety measures to be implemented.
- Evacuation of threatened populations to safe areas
- Identifying the need for mutual aid
- Proclaiming a Local Emergency by city officials

Immediate Emergency Response. During this phase, emphasis is placed on saving lives and property, attempting to establish and maintain control of the situation, and minimizing the effects of the disaster. Immediate response is accomplished within the affected area by local government agencies and segments of the private sector. The primary activities are on-scene by first or early responders.

On-Going (or Sustained) Emergency Response. In addition to continuing preservation of life and property operations, mass care, relocation, public information, situation analysis, status, and damage assessment operations may be initiated. An ongoing response usually involves many organizations and the activation of the City's EOC.

Recovery – Mission Area

At the onset of an emergency, actions are taken to enhance the effectiveness of recovery operations. Recovery includes short-term activities intended to return vital life-support systems to operation and long-term activities designed to return infrastructure systems to pre-disaster conditions. The recovery phase may also include cost recovery activities.

The major objectives of the recovery period include:

- Reinstatement of family and community integrity
- Provision of essential public services
- Restoration of private and public property
- Identification of residual hazards
- Preliminary plans to mitigate future hazards
- Recovery of costs associated with response and recovery efforts
- Coordination of state and federal public and individual assistance

Core Capability Overview

In the National Preparedness Goal, the Federal Emergency Management Agency (FEMA) describes 32 core capabilities that address the greatest risks to the nation. As a community, the City contributes to the goal and strengthens our local and national preparedness by preparing for the risks that are most relevant and urgent for the City.

The 32 core capabilities are:

- **Planning** – conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.
- **Public Information and Warning** – deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.
- **Operational Coordination** – establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
- **Forensics and Attribution** – conduct forensic analysis and attribute terrorist acts (including the means and methods of terrorism) to their source, to include forensic analysis as well as attribution for an attack and for the preparation for an attack to prevent initial or follow-on acts and/or swiftly develop counter-options.
- **Intelligence and Information Sharing** – provide timely, accurate, and actionable information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation, and feedback of available information concerning physical and cyber threats to the City, its people, property, or interests. Information sharing is the ability to exchange intelligence, information, data, or knowledge among government or private sector entities, as appropriate.
- **Interdiction and Disruption** – delay, divert, intercept, halt, apprehend, or secure threats and/or hazards.
- **Screening, Search, and Detection** – identify, discover, or locate threats and/or hazards through active and passive surveillance and search procedures. This may include using systematic examinations and assessments, bio-surveillance, sensor technologies, or physical investigation and intelligence.
- **Access Control and Identity Verification** – apply and support necessary physical, technological, and cyber measures to control admittance to critical locations and systems.
- **Cybersecurity** – protect (and if needed, restore) electronic communications systems, information, and services from damage, unauthorized use, and exploitation.
- **Physical Protective Measures** – implement and maintain risk-informed countermeasures and policies protecting people, borders, structures, materials, products, and systems associated with key operational activities and critical infrastructure sectors.

- **Risk Management for Protection Programs and Activities –** identify, assess, and prioritize risks to inform Protection activities, countermeasures, and investments.
- **Supply Chain Integrity and Security –** strengthen the security and resilience of the supply chain.
- **Community Resilience –** enable the recognition, understanding, communication of, and planning for risk and empower individuals and communities to make informed risk management decisions necessary to adapt to, withstand, and quickly recover from future incidents.
- **Long-term Vulnerability Reduction –** build and sustain resilient systems, communities, and critical infrastructure and key resources lifelines to reduce their vulnerability to natural, technological, and human-caused threats and hazards by lessening the likelihood, severity, and duration of the adverse consequences.
- **Risk and Disaster Resilience Assessment –** assess risk and disaster resilience so that decision-makers, responders, and community members can take informed action to reduce their entity's risk and increase their resilience.
- **Threats and Hazards Identification –** identify the threats and hazards that occur in the geographic area; determine the frequency and magnitude; and incorporate this into analysis and planning processes to clearly understand the needs of a community or entity.
- **Critical Transportation –** provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services into the affected areas.
- **Environmental Response/Health and Safety –** conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all hazards in support of responder operations and the affected communities.
- **Fatality Management Services –** provide fatality management services, including decedent remains recovery and victim identification, working with local, state, tribal, territorial, insular area, and federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services to reunify family members and caregivers with missing persons/remains, and providing counseling to the bereaved.
- **Fire Management and Suppression –** provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and the environment in the affected area.
- **Infrastructure Systems –** stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
- **Logistics and Supply Management –** deliver essential commodities, equipment, and services in support of impacted communities and survivors, including emergency power and fuel support, as well as the coordination of access to community staples.

Synchronize logistics capabilities and enable the restoration of impacted supply chains.

- **Mass Care Services –** provide life-sustaining and human services to the affected population, including hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies.
- **Mass Search and Rescue Operations –** deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, to save the greatest number of endangered lives in the shortest time possible.
- **On-scene Security, Protection, and Law Enforcement –** ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations.
- **Operational Communications –** ensure the capacity for timely communications in support of security, situational awareness, and operations by any means available, among and between affected communities in the impact area and all response forces.
- **Public Health, Healthcare, and Emergency Medical Services –** provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support, and products to all affected populations.
- **Situational Assessment –** provide all decision-makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.
- **Economic Recovery –** return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
- **Health and Social Services –** restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.
- **Housing –** Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
- **Natural and Cultural Resources –** protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.

Mission Areas and Core Capabilities

The 32 core capabilities have been grouped into five mission areas to serve as an aid in organizing our preparedness activities. Some capabilities fall into only one mission area, while others apply to several mission areas.

Prevention

Prevention includes those capabilities necessary to avoid, prevent or stop a threatened or actual act of terrorism. It is focused on ensuring we are optimally prepared to prevent an imminent terrorist attack within the community.

The core capabilities that support the Prevention mission include:

- Planning
- Public Information and Warning
- Operational Coordination
- Forensics and Attribution
- Intelligence and Information Sharing
- Interdiction and Disruption
- Screening, Search, and Detection

Mitigation

Mitigation includes the capabilities necessary to reduce the loss of life and property by lessening the impact of disasters. It is focused on the premise that individuals, the private sector, communities, critical infrastructure, and the community as a whole are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

The core capabilities that support the Mitigation mission include:

- Planning
- Public Information and Warning
- Operational Coordination
- Community Resilience
- Long-Term Vulnerability Reduction
- Risk and Disaster Resilience Assessment
- Threats and Hazards Identification

Protection

Protection includes the capabilities necessary to secure the homeland against acts of terrorism and manmade or natural disasters. It is focused on actions to protect the individuals, residents, visitors, and critical assets, systems, and networks against our greatest risks to our community in a manner that allows our interests, aspirations, and way of life to thrive.

The core capabilities that support the Protection mission include:

- Planning
- Public Information and Warning
- Operational Coordination
- Access Control and Identity Verification

- Cybersecurity
- Intelligence and Information Sharing
- Interdiction and Disruption
- Physical Protective Measures
- Risk Management for Protection Programs and Activities
- Screening, Search, and Detection
- Supply Chain Integrity and Security

Response

Response includes the capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the community can effectively respond to any threat or hazard, including those with cascading effects, with an emphasis on saving and sustaining lives and stabilizing the incident, as well as rapidly meeting basic human needs, restoring basic services and community functionality, establishing a safe and secure environment, and supporting the transition to recovery.

The core capabilities that support the Response mission include:

- Planning
- Public Information and Warning
- Operational Coordination
- Critical Transportation
- Environmental Response/Health and Safety
- Fatality Management Services
- Fire Management and Suppression
- Logistics and Supply Chain Management
- Infrastructure Systems
- Mass Care Services
- Mass Search and Rescue Operations
- On-Scene Security, Protection, and Law Enforcement
- Operational Communications
- Public Health, Healthcare, and Medical Services
- Situational Assessment

Recovery

Recovery includes the core capabilities necessary to assist communities affected by an incident to recover effectively. It is focused on a timely restoration, strengthening, and revitalization of the infrastructure, housing, a sustainable economy, and the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

The core capabilities that support the Recovery mission are:

- Planning
- Public Information and Warning

- Operational Coordination
- Economic Recovery
- Health and Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Local Government Organization – City of Mountain View

The Local government level includes cities, towns, special districts, and counties. The overall recovery and emergency response activities between emergency agencies and operations centers are coordinated and managed by the local governments. This includes Emergency Operations Centers and Department Operations Centers (EOCs and DOCs). The local government is the first coordination level above field response. SEMS is required to be used by local governments when a local emergency is proclaimed or when the EOC is activated.

Disaster Council

The City Code, Chapter 11, Article I, Section 11.3 and Section 11.4 (Ordinance numbers 175.129 and 30.71) establishes, appoints by title, and empowers the Disaster Council to develop and maintain emergency plans necessary to protect the City during a time of disaster. The Disaster Council consists of the mayor, the fire chief, and the office of emergency services coordinator. Other persons may be appointed to the Disaster Council by the mayor with the advice and consent of the city council.

The City's Disaster Council authorizes the mandate of the Emergency Plan requirements, along with ordinances and other such resolutions necessary to implement such emergency preparedness plans into action.

Director of Emergency Services

According to Mountain View City Code, Chapter 11, Article I, Section 11.5 (Ordinance numbers 175.129 and 30.71), the City Manager serves as the Director of Emergency Services (DES). The Assistant City Manager shall be the Assistant DES. In the absence or incapacity of the director, the assistant director shall exercise all powers vested by this chapter in the director. The OES Coordinator is responsible for the day-to-day responsibilities for mitigation, prevention, and preparedness on behalf of the DES. The OES Coordinator serves as an advisor to the DES during response and recovery operations.

Per the City Code, Chapter 11, Article I, Section 11.6 (Ordinance numbers 175.129 and 30.71), the DES is empowered to:

- 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 a 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 days thereafter or the proclamation shall have no further force or effect.
- Request the Governor to proclaim a state of emergency when, in the opinion of the DES, the locally available resources are inadequate to cope with the emergency.

- Develop emergency plans with the assistance of emergency service chiefs for consideration by the disaster council and manage the emergency programs of this City.
- Control and direct the effort of the emergency organization of this City for the accomplishment of the purposes of this chapter.
- Direct cooperation between and coordination of services and staff of the emergency organization of this City; and resolve questions of authority and responsibility that may arise between them.
- Represent this City in all dealings with public or private agencies on matters about emergencies as defined herein.
- In the event of the proclamation of a local emergency as herein provided, the proclamation of a state of emergency by the governor or the director of the state office of emergency services, or the existence of a state of war emergency, the director is hereby empowered to:
  o Make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency; provided such rules and regulations must be confirmed at the earliest practicable time by the City Council;
  o 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;
  o Require emergency services of any City officer or employee and, in the event of the proclamation of a state of emergency in the Santa Clara County, in which Mountain View 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 [their] duties; such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered disaster service workers (DSWs);
  o Requisition necessary personnel or material of any City department or agency; and
  o Execute all their ordinary powers as City manager, all of the special powers conferred upon them by this chapter or by resolution or emergency plan pursuant hereto adopted by the City Council, all powers conferred upon them by any statutes, by an agreement approved by the City Council, and by any other lawful authority.

The Office of Emergency Services

The OES coordinates the City's indirect and direct service providers in a collaborative and coordinated fashion to ensure those providers have the resources needed to provide their services to those who need them, especially in times of emergency. The OES is also responsible for maintenance and testing of the primary and alternate EOC as well as overseeing the NIMS, SEMS, and ICS training of the assigned EOC staff.

Disaster Service Workers (Public Employees)

According to Section 3100-3109 of the California Government Code:

> It is hereby declared that the protection of the health and safety and preservation of the lives and property of the people of the state from the effects of natural, manmade, or war-caused emergencies which result in conditions of disaster or extreme peril to life, property, and resources is of paramount state importance…in protection of its citizens and resources, all public employees are hereby declared to be disaster service workers (California Legislation, 1971, p. 1).

This legislation means the City can use its entire paid staff (to include part-time, full-time, limited period, exempt-, and non-exempt) to support the mitigation, response, and recovery operations, as needed, during a catastrophic event, disaster, or emergency. Numerous Mountain View City employees have been assigned specific roles during a disaster or emergency. City employees pre-assigned to specific disaster response roles have been provided additional training from the Federal Emergency Management Agency and California State Training Institute. The training ensures they have the knowledge, abilities, skills, and confidence to be prepared and successful operating in these critical duties, as assigned.

Examples of pre-assigned roles include:

- Department Representative to the City's EOC
- Member of a DOC
- Member of Departmental COOP Team
- Medical Point of Dispensing staff
- Commodity Points of Distribution staff
- Shelter Managers and staff
- Crisis Intervention Team
- Functional Assessment Service Team
- Safety Assessment Program
- Damage Assessment Team

City employees may be tasked with assisting disaster response activities with little or no notice. Employees without pre-assigned DSW roles should be prepared to perform positions outside of normal hours of operations and perform positions remotely from safe locations. City employees will be needed to work outside of the typical scope of their day-to-day responsibilities. However, employees will not be asked to perform any duties they do not feel comfortable performing or have not received appropriate training to do so. Examples of these types of duties include:

- Clerical support
- Staffing a shelter
- Driving a vehicle
- Preparing and serving food
- Language interpretation
- Sorting, packing, loading, and distributing material resources.

Disaster Service Workers (Volunteers)

The Disaster Service Worker Volunteer (DSW-V) program was created as the result of legislation to provide workers' compensation benefits to registered DSW-Vs who are injured while participating in authorized disaster-related activities, including pre-approved training. Disaster service, as defined for the program, is designed to aid in the response and recovery phases in a disaster or emergency. It does not include the day-to-day emergency response activities typically associated with, for example, law enforcement, fire services, or emergency medical services. The program also provides limited immunity from liability.

A DSW-V is "any natural person who is registered with an accredited disaster council…for the purpose of engaging in disaster service…without pay or other consideration." (Lab. Code, § 3211.92(a).) Registered DSW volunteers are persons who chose to volunteer their time to assist a disaster or emergency services agency in carrying out the responsibilities of that agency.

The person must:

- Be officially registered with the City as a DSW-V
- Receive no pay or compensation, monetary or otherwise, for the service being provided

Food and lodging provided, or expenses reimbursed, for these items to DSW volunteers during their activation does not constitute other consideration and does not prevent them from receiving DSW Program benefits.

Disaster Service.

Eligible disaster service means all activities authorized by and carried on according to the California Emergency Services Act (ESA) while assisting any unit of the emergency organization during a proclaimed emergency or during a search and rescue mission, including approved, documented, and supervised:

- Activities performed to mitigate an imminent threat of extreme peril to life, property, and resources
- Training necessary to engage in such activities
  - Includes out-of-state training which meets specific criteria pre-authorized by Cal OES
- Official deployments (including out-of-state pre-authorized by Cal OES)
- Official mutual aid

Eligible Activities.

Eligible DSW activities must be approved, documented, and supervised by the authorized registering entity (i.e. Human Resources, City Clerk's Office, and OES).

These activities include:

- Proclaimed emergencies
- Official deployments
  - In-state

- o Out-of-state
- Activities when mitigating an imminent threat of extreme peril to life, property, and resources*
  - o Flyer distribution during a tsunami alert
  - o Filling sandbags during high rising flood conditions that threaten an entire community
  - o Traffic control during an evacuation

*Imminent threat of extreme peril refers to a public calamity that presents a threat to public safety.

- Vaccination clinics during a pandemic event
- Search and rescue (SAR) missions
- Evidence searches conducted by SAR
- Travel directly to and from the incident site. May include:
  - o Stopping for gas on the way to an incident site
  - o Picking up equipment located at a remote or different site that is required to perform disaster service duties
- Training, which must be authorized in advance:
  - o Commensurate with DSW classification
  - o All levels: basic, intermediate, advanced, refresher
  - o Exercises, drills
  - o Classroom instruction
  - o Vehicle operational training
    - Behind-the-wheel emergency response vehicle instruction
  - o Equipment training
  - o Planned events which present a unique opportunity to learn a specific skill that otherwise cannot be exercised. Example:
    - Operation of radio devices and satellite equipment to test communication capabilities across disciplines and among agencies
  - o Out-of-state training when conducted in a manner geographically and functionally specific to cross-border emergency response.
    - Requires Cal OES Executive Office preauthorization
  - o Physical fitness testing when conducted as part of a pre-approved training activity AND not when conducted solely as part of a license or certification requirement.

Not all duties volunteers are activated or tasked to perform by the registering government entity are eligible under the program including the day-to-day emergency response activities typically associated with, for example, law enforcement, fire services, or emergency medical services.

Other ineligible activities include but are not limited to:

- Unapproved training
- Out-of-state training not conducted in a manner geographically and functionally specific to cross-border emergency response.
- Meetings
- Equipment/supply maintenance

- Educational fairs
- Physical fitness testing when conducted solely as part of a license or certification requirement.
- First aid booths at concerts, races, etc.
- Vaccination clinics in a non-imminent threat environment
- Parades (except as described in Eligible Activities)
- Celebrations, ceremonies, community events
- Fire safety events
- Traffic control in a non-imminent threat environment
- Travel to and from training
- Self-deployment

Classifications.

DSW-Vs perform a wide variety of disaster service duties, which are categorized into classifications to comply with one of the registration requirements. Classifications also assist the registering entity in identifying potential gaps in its volunteer resources and help track the different disaster service duties its volunteers are performing. The approved DSW-V classifications are listed below.

- Animal Rescue, Care, and Shelter
- Communications
- Community Emergency Response Team Member
- Emergency Operations Center/Incident Command
- Human Services
- Laborer
- Law Enforcement
- Logistics
- Medical & Environmental Health
- Safety Assessment Program Evaluator
- Search & Rescue
- Utilities

The City of Mountain View OES maintains and utilizes the following DSW Volunteer groups:

- CERT
- ARES/RACES

Registration.

All DSW-Vs must be registered before engaging in official DSW activities. To be properly registered, the required information below must be on file with Cal OES, if Cal OES registered the volunteer, or the appropriate authority as stated in the File Retention and Record Keeping section. (Cal. Code Regs., § 2573.2.)

- Name of registrant
- Address of registrant
- Date enrolled (established as date loyalty oath is administered)

- Name of registering government agency including
  - Signature
  - Title of an authorized person
- Classification (scope of disaster service duties)
  - More than one may be listed on a single registration
- A signed statement that the loyalty oath or affirmation was subscribed to or taken

An individual does not have to be a United States citizen to become a DSW-V; however, one of the registration requirements is to take and subscribe to the loyalty oath. It is recommended the individual considers if subscribing to another country's oath has any impact on their own country's allegiance.

A minor may become a DSW volunteer by providing the required registration information including loyalty oath subscription by the minor, not the parent or legal guardian. The parent or legal guardian must also provide written consent for participation. A designated section on the DSW-V registration form may be signed for this purpose or a similar document may be used.

NOTE: One may not retroactively register a volunteer as a DSW. For example, if a person has been active with a volunteer organization, but is not registered, and is injured, it is not permissible to register them after the injury to seek workers' compensation coverage through the DSW-V program. Doing so may lead to civil or criminal penalties.

DSW volunteers must have certain data registered with the City Clerk's Office and execute a signed loyalty oath or affirmation subscribed by an officer authorized to administer oaths. The City Clerk (or designee) is authorized to administer the loyalty oath to DSW volunteers.

Spontaneous Volunteers

Community members may offer their services to the City during emergencies. Although appreciated the coordination of spontaneous volunteers is crucial and must be coordinated through the EOC or OES. The key to successful volunteer engagement is to identify individuals' skills and utilize the volunteers in a safe, supervised manner to the extent of their capabilities. These volunteers must register as DSW-Vs before serving the City and fall under the control of a designated team/project leader who will supervise their work efforts.

Emergency Operations Center (Local Government)

Locations – Emergency Operations Center.

Primary EOC. The City's EOC is located in the basement of the Police/Fire Administration Headquarters at 1000 Villa Street. Work areas for City EOC functions are wheelchair accessible.

Alternate EOC. The alternate City EOC, which would be activated should the primary facility be determined by the DES as inoperable or otherwise inaccessible, is located in the Municipal Operations Center at 231 N Whisman Road.

Activation/De-Activation – Emergency Operations Center.

Activation. According to the California Code of Regulations, Title 19, Division 2, Chapter 1, Article 4 — Standardized Emergency Management System, the City EOC shall be activated, and SEMS used when any of the following conditions exist:

- The City has proclaimed a local emergency.
- The Director of Emergency Services determines that conditions warrant activation of the EOC.
- The City has requested a Governor's Proclamation of a state of emergency.
- A state of emergency is proclaimed by the Governor for Santa Clara County
- The City is requesting resources from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing mutual aid agreements.
- The City has received resource requests from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing mutual aid agreements.

Deactivation. Deactivation of the City's EOC occurs upon order of the DES, based on incident status. Deactivation may occur through a gradual decrease in staffing or all at once. City EOC responders must follow applicable deactivation procedures as directed by the EOC Director and stipulated in the EOC position-specific checklists. City OES will notify County OEM upon deactivation of the City's EOC.

Notification – Emergency Operations Center. City OES maintains a roster of preidentified/appointed City EOC staff and will notify those personnel to report to the City EOC by either text, email, or phone call. The City uses the Intergraph Computer-Aided Dispatch (I/CAD) software to send EOC notifications. The EOC staff roster includes City department representatives and agency representatives who are part of each SEMS EOC Section – Management, Operations, Planning/Intelligence, Logistics, and Finance / Administration.

The roster is utilized when the DES or designee (i.e., the Alternate DES) directs activation of the EOC. Only positions necessary for that particular event, as determined by the DES, will be activated and recalled to the EOC.

Activation Levels – Emergency Operations Center.

The four EOC activation levels are scalable based on the changing needs of an event. An activation level is defined as an organization's readiness to carry out its mission during an emergency.

Activation Level	Staffing	Description
Level Four Normal Operations Lowest Level	OES Coordinator Only	Perform day-to-day OES activities or functions. OES Coordinator monitors potential hazards
Level Three Minor Event Remote Coordination	OES Coordinator Public Information Officer Liaison Officer	OES identifies the appropriate organizations and jurisdictions as determined by the emergency or disaster and conducts a conference call via Zoom (or a similar platform). The conference call is conducted with an agenda that provides an opportunity to share key information and to synchronize efforts and operations. Emergency Proclamation is not necessary. County/state/federal assistance is not needed.
Level Two Moderate Event Partial Activation	Most or all EOC Management Staff Most or all General Staff Select EOC positions	An emergency or disaster has occurred that requires rapid coordination and decision-making with little information and/or damages/operations may be reimbursable via state/federal program(s). Emergency Proclamation may be necessary. County/state/federal assistance is likely needed.
Level One Major Event Full Activation Highest Level	All Management Staff All General Staff Most or all EOC positions	An emergency or disaster has occurred that requires all the capabilities detailed in a Level 2 – Partial Activation, as well as: • Extended operational timeline • Large population impacts • Wide disruption of governmental services • High complexity, wide scope • Reimbursement eligibility • Coordinate County/state/federal response and relief efforts

Initial (Standing) Objectives – Emergency Operations Center.

The overall objective of emergency management is to ensure effective government preparedness, mitigation, response, and recovery for situations associated with natural disasters, terrorist attacks, technological incidents, and national security emergencies.

To carry out its responsibilities, the City's EOC will accomplish the following objectives during a disaster/emergency:

- Support and coordinate emergency response and recovery operations
- Provide an active presence of the City Manager, or designee, in setting objectives, establishing priorities, and making decisions that affect City government and the general public
- Coordinate and work with appropriate federal, state, and other local government agencies, as well as applicable segments of private sector entities and Voluntary Organizations Active in Disasters (VOADs) to assess situation status, monitor resource needs, and coordinate requests for resources from outside agencies and jurisdictions
- Establish priorities and resolve conflicting demands for support or scarce resources
- Ensure continuity of government priorities, objectives, and actions are taken
- Prepare and disseminate information to alert, warn, and inform the public
- Collect and disseminate damage and other essential data about the situation
- Fulfill obligations for intelligence gathering and information flow as described in SEMS and other guidelines
- Provide logistical support for the emergency response where appropriate and requested
- Oversee and manage activities incurring costs and expenditures
- Collect records needed for successful cost recovery

The following is a tabular matrix of organizations and areas of responsibility, to include functions to summarize the most likely primary and supporting roles.

Organization	Area of Responsibility	Functions
City Council	• Provide clear expectations to the DES. • Ensure plans exist to assist AFN	• Monitor compliance. • Be ambassadors for preparedness.
Management Section	• DES/Deputy DES • EOC Coordinator • Liaison Officer • Public Information Officer • Legal Officer • Focus on strategy, not tactics	• Overall responsibility for the City's disaster response. • Ensure all EOC positions are staffed • Ensure all EOC staff are assigned proper training • Establish objectives • Make decisions • Focus on legal concerns • Communicate with the public • Approves Incident Action Plans and/or EOC Action Plans
Operations Section	• Management and coordination of the branches in the Operations Section • Law Enforcement • Fire • Public Works • Community Services	• Maintain a list of City resources • Support the mutual aid process • Support shelters • Construction and engineering • Firefighting • Law enforcement • Search and rescue • Public health • Utilities • Animal Services
Planning/Intelligence Section	• Management and coordination of the branches in the Plans Section • Situational Analysis • Advanced Planning • Documentation	• Management and coordination of the branches in the Operations Section • Gather, track, and display verified information • Compile the status of roads, bridges, schools, shelters, utilities, and damaged or destroyed buildings. • Maintain documentation for legal and historical records. • Make projections • Make plans based on projections • Compile Incident Action Plans and/or EOC Action Plans • Share information with the County EOC

Organization	Area of Responsibility	Functions
Logistics Section	• Management and coordination of the branches in the Logistics Section • Personnel Resources • Material Resources • Transportation • Communications	• Provide needed resources to support the incident • Maintain records of the disposition of resources • Provides specialized equipment, contractor services, sanitation services, transportation, food services, housing, technology support, and communications. • Oversight of unassigned DSWs, DSW-Vs, and spontaneous volunteers.
Finance/Administration Section	• Management and coordination of the branches in the Finance Section • Time • Cost • Claims	• Responsible for the administration and procurement of vendors. • Process travel requests • Process compensation claims • Process workers' compensation claims
Community Emergency Response Team (CERT) & Amateur Radio Emergency Services (ARES)	• Registered throughout the city	• Initial damage assessment following an incident
Pre-Registered Volunteers	• Pre-Assigned specific duties before a disaster • Community Services • Shelter	• Pre-Assigned specific duties before a disaster • Assigned by the EOC • Report Directly to the Incident Commander • Must be activated to be eligible for workers' compensation coverage

Organizational Structure – Emergency Operations Center
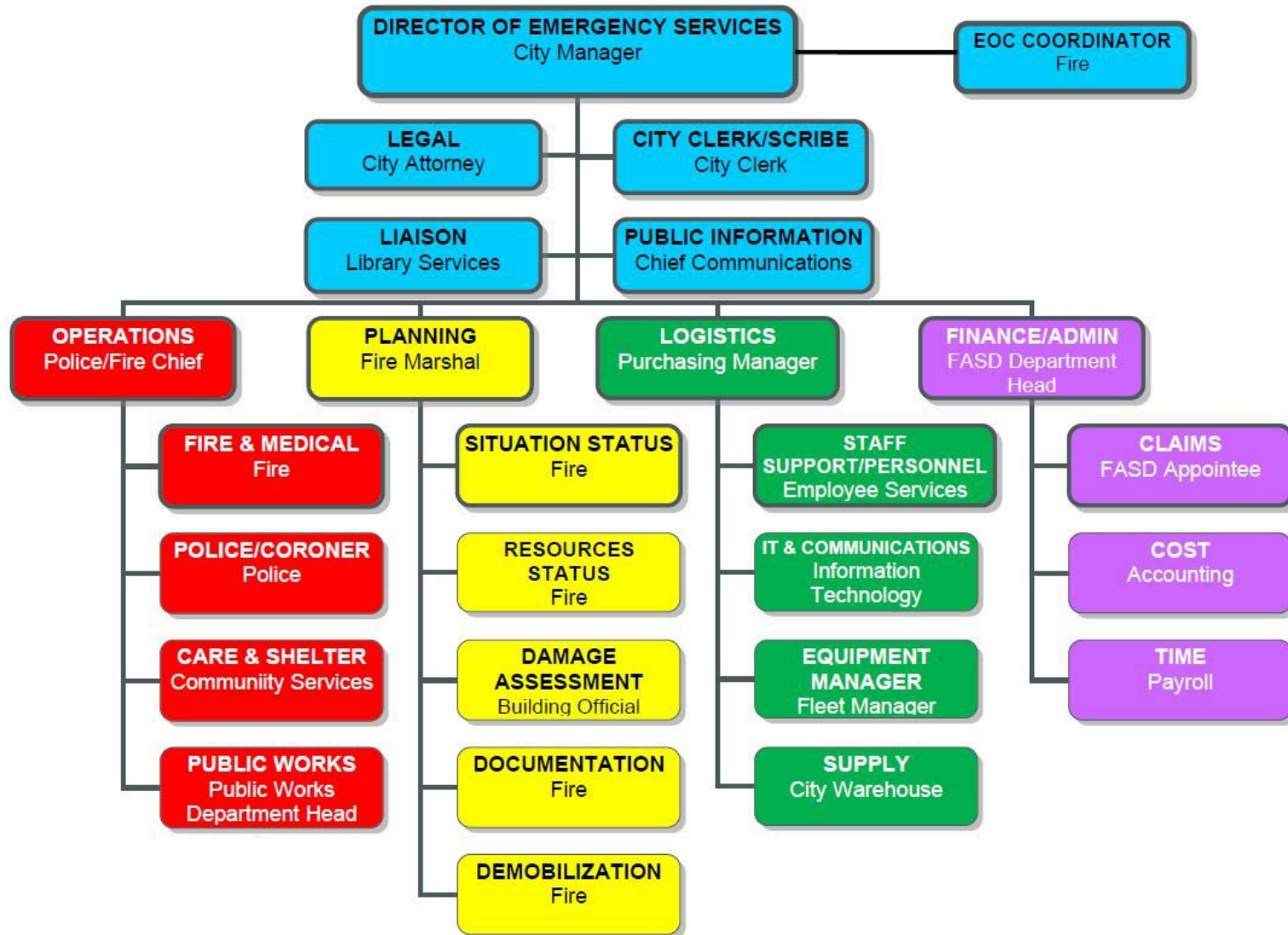
Community Emergency Response Team (CERT)

Mountain View has trained Community Emergency Response Team (CERT) volunteers throughout the city. CERT volunteers provide an initial source of damage assessment reporting from significant incidents, disasters, or emergencies. CERT volunteers may be activated after an incident to report a damage assessment summary of their local neighborhood to the radio operators assigned to their CERT Command Post.

Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services (ARES/RACES)

Mountain View has trained amateur radio operators registered with the City's ARES/RACES organization. Local ARES/RACES radio operators are a primary source of reporting initial damage assessment resulting from a significant incident. Amateur radio operators may be activated by the City after an incident to transmit a damage assessment summary of their local neighborhood to the amateur radio operators assigned to the City's Radio Room located at 1000 Villa Street for compilation into a City-wide damage assessment (DA) summary. The DA summary is presented to the DES for their consideration.

Operational Area Organization – Santa Clara County Operational Area

The OA is defined by the Emergency Services Act as an intermediate level of the state emergency services organization consisting of a county and all political subdivisions within the county area. Political subdivisions include cities, counties, districts, other local governmental agencies, or public agencies authorized by law.

The Operational Area Concept

The concept of an OA was included in the Emergency Services Act in 1970. It was required by that act to be used during a state of war emergency, but its use was optional during a state of emergency or a local emergency. The OA level has been used by established discipline-specific mutual aid systems including fire and law enforcement.

California Government Code, Title 2, Division 1, Chapter 7, Article 9—California Emergency Services Act— defines an operational area as:

> Each County is designated as an operational area. In a state of war emergency each operational area shall serve as a link in the system of communications and coordination between the state's emergency operating centers and the operating centers of the political subdivision comprising the operational area. The governing bodies of County and of the political subdivisions in the County may organize and structure their operational area. An operational area may be used by the County and the political subdivisions comprising the operational area for the coordination of emergency activities and to serve as a link in the communications system during a state of emergency or a local emergency. (Government Code § 8605)

Additionally, under the California Code of Regulations, Title 19, Division 2, Chapter 1, Article 4—Standardized Emergency Management System — "The County government shall serve as the lead agency of the operational area unless another member agency of the operational area assumes

that responsibility by written agreement with County government." (19 California Code of Regulations § 2409)

The Standardized Emergency Management System (SEMS) regulations establish the OA as one of the five SEMS levels for use in all emergencies and disasters involving multiple agencies or multiple jurisdictions.

The OA is used by the County and the political subdivisions comprising the operational area:

- For coordination of emergency activities within the geographic area of the County.
- To serve as a link in the system of communications and coordination between the Cal OES regional EOC (REOC) and the EOCs of the political subdivisions within the operational area.

All local governments within the geographic area of a county are part of the same OA. The OA may establish zones or other subdivisions to improve coordination and communications within the operational area. SEMS Regulations specify that all local governments within a county geographic area be organized into a single operational area and that the county board of supervisors is responsible for its establishment.

The county government serves as the lead agency of the OA unless another member agency assumes that responsibility by written agreement with the County government. All local governments should cooperate in organizing an effective operational area, but the operational area authority and responsibility are not affected by the non-participation of any local government.

The Santa Clara County OA consists of:

- County of Santa Clara (Lead Agency)
- Campbell, City of
- Cupertino, City of
- Gilroy, City of
- Los Altos, City of
- Los Altos Hills, Town of
- Los Gatos, Town of
- Milpitas, City of
- Monte Sereno, City of
- Morgan Hill, City of
- Mountain View, City of
- Palo Alto, City of
- San José, City of

Image: Santa Clara County Operational Area.

Source: Emergency Operational Area Council (EOAC). 2021.

- Santa Clara, City of
- Saratoga, City of
- Sunnyvale, City of
- Special Districts
- Governmental subdivisions

Operational Area Lead Agency Responsibilities

In its capacity as the OA lead, the County manages and/or coordinates information, resources, and priorities among local governments and serves as the link between the local government level and the regional level. At this level, the governing bodies are required in SEMS to reach a consensus on how resources will be allocated before, during, and after a major disaster affecting multiple jurisdictions or agencies.

As the lead agency of the OA, the County is responsible for:

- Coordinating information, resources, and priorities among the local governments within the OA.
- Coordinating information, resources, and priorities between the regional level and the local government level.
- Using multi-agency or inter-agency coordination to facilitate decisions for overall OA level emergency response activities. The role of the OA lead agency does not change the coordination of discipline-specific resources, such as fire, law, and medical, through their established mutual aid systems.
- Management and coordination of the Emergency Operational Area Council for the allocation of preparedness funds via the Emergency Operational Area.
- Communicating information within the OA on SEMS and NIMS requirements and guidelines.
- Coordinating SEMS and NIMS training and development among County OA partners.
- Reporting NIMS compliance to Cal OES and the Department of Homeland Security through NIMSCAST.
- Incorporating NIMS requirements into this EOP and County of Santa Clara Ordinance Code with adoption by the County Board of Supervisors.
- Identification of all County departments and agencies involved in a field-level response.
- Coordinating with local jurisdictions, non-profit organizations, and the business community on the development and implementation of SEMS and NIMS.
- Identification of Special Districts that operate or provide services within the OA.
- Determining the emergency role of the OA Special Districts and making provisions for coordination during emergencies.
- Adjudicate the allocation of scarce resources, which are non-mutual aid in nature, between multiple incidents or multiple impacted jurisdictions through the County's EOC Action Planning Process.
- Manage an Operational Area-wide Recovery Team to prioritize recovery actions if multiple jurisdictions have been impacted.
- Identification of local voluntary organizations active in disasters (VOADs) and private agencies that have an emergency response role.
- Determining the emergency role of the OA volunteer organizations and private agencies and making provisions for coordination during emergencies.

Emergency Operations Center (Operational Area)

The County's EOC serves as the OA EOC when an emergency or disaster has impacted two or more local jurisdictions or special districts. It provides a focal point for communication between the OA and the State, as well as between the OA and local jurisdictions within the County (e.g., Cities/towns and special districts).

The following activities are performed in the County's EOC as the OA Lead Agency:

- Engage in information-sharing between County agencies, local jurisdictions, and special districts.
- Engage in information-sharing between state and/or federal agencies and OA jurisdictions and agencies.
- Manage limited resources.
- Support local jurisdictions.
- Receive and disseminate warning information.
- Prepare and distribute intelligence/information summaries, situation reports, operational reports, and other reports as needed.
- Maintain general and specific maps, information display boards, and other data pertaining to OA emergency operations and situational awareness.
- Ensure continuity of government priorities, objectives, and actions are taken.
- Analyze and evaluate all data pertaining to OA emergency operations.
- Maintain contact and coordination with County DOCs, other local jurisdiction EOCs, and the State.
- Provide emergency information and instructions to the public, via the joint information system, making official releases to the news media and scheduling press conferences, as necessary.
- Develop emergency policies and procedures in collaboration with senior policy advisory executives.

Emergency Operational Area Council

Per Santa Clara County Ordinance Code § A8-19, the Santa Clara County Emergency Operational Area Council (EOAC) is charged to enhance planning and preparedness for large-scale emergencies; to create effective partnerships in emergency planning, preparedness, training, and exercise; to consolidate activities of the various cities, towns, and special districts to more efficiently plan for future emergencies and/or disasters; to provide public-private partners access to participate in emergency planning and preparedness; and to develop broad-based emergency preparedness via funding prioritization and selection.

Emergency Operational Area Signatories

The OA Signatories (OAS) is an advisory body to the EOAC made of emergency management representatives from the various jurisdictions and special districts within the OA. The OAS collaborates on emergency and incident management planning, logistics, training, and exercise

priorities to ensure greater OA consistency and interoperability, as well as ensuring periodic information sharing and situational awareness. Additionally, OAS makes recommendations to the EOAC for Emergency Management Performance Grant (EMPG) proposals and funding.

Operational Area Advisory Groups

The Operational Area Advisory Group is the mechanism by which the OAS ensures and captures whole community engagement, as recommended by FEMA, in its planning priorities, processes, and development; its training and exercise priorities, curriculums, and schedules; and its operations center (EOCs & DOCs) capability, interoperability, and functionality. Various core teams, working groups, and sub-working groups are established in topic-specific areas to develop products; training and exercises; prioritize projects; and advise and report to the OAS on progress and status.

Santa Clara County Emergency Managers Association

The purpose of the Emergency Managers Association (EMA) is to support the professional advancement and development of emergency management in the Santa Clara County OA and to serve the interests of professional emergency managers (practitioners), full and part-time, working in both the public and private sectors.

To serve this purpose, the EMA shall:

- Serve as a platform for networking and collaboration between emergency managers and other key community stakeholders that provide support and/or coordinate disaster-related services to people and animals affected by emergencies and disasters.
- Improve coordination and communication in the emergency management and preparedness community, provide training and professional development opportunities, encourage emergency planning and preparedness, and share best practices and lessons learned.
- Have a role in the Santa Clara County Emergency Operational Area Council, providing guidance, representing, and advocating for emergency management initiatives in Santa Clara County.

The mission of the EMA is to:

- Serve as a clearinghouse for emergency management best practices, ideas, suggestions, and courses of action; provide input and recommendations for administrative and operational plans, courses of action, and procedures.
- Evaluate, develop, and make recommendations for emergency management and disaster-related public policy and legislation.
- Convey an EMA position on appropriate matters and provide expertise and information to the public and private sectors and the communities served.
- Encourage planning and preparedness for emergencies.

Membership is open to any individual who is professionally engaged and currently employed in the emergency management field in the County of Santa Clara in local government, special districts, private (non-profit) sector, business and industry, public health, and higher education, and/or has retired after serving in the emergency management profession.

Special Districts, Private, and Other Organizations

Many special districts, utilities, private companies, and institutes of higher learning, such as the Valley Transportation Authority (VTA), the Santa Clara Valley Water District (SCVWD), and the San Jose Water Company, also have their own incident management organizations for continuity of operations and to provide resources in support of an emergency in the OA. Community-based organizations (CBOs), non-governmental organizations (NGOs), and private sector organizations provide a range of services to address needs that are wholly or partly unmet by governmental sources during disaster response and recovery operations.

CADRE

CADRE (Collaborating Agencies' Disaster Relief Effort) is the official Voluntary Agencies Active in Disaster (VOAD) for Santa Clara County under Northern California's State VOAD. CADRE serves to coordinate a network of organizations providing community services that are essential in times of disaster. CADRE's purpose is to facilitate coordinated disaster responses, of non-profit and faith-based organizations, to support local government and the community.

CADRE also coordinates organizational preparedness planning in non-disaster times through training and exercise and activates to respond and provide essential services during and after a disaster. CADRE works closely with Santa Clara County's emergency management community to build disaster resilience among service organizations through communication, coordination, and preparedness training.

Business Operations Center

During an emergency or disaster, the mission of the Business Operations Center (BOC) is to facilitate communication and coordination with the private sector and an EOC. A BOC can take on many forms, some of which may be more or less suitable for a given incident, including:

- A virtual center where multiple private sector representatives can assist the government EOC staff remotely. This is the preferred model and was used to coordinate with the business community during the COVID-19 pandemic.
- A single desk in or near the EOC where a volunteer or staff private sector representative can assist EOC staff. This position is frequently referred to as the Private Sector Liaison.
- A separate center where multiple private sector representatives can assist the government EOC staff remotely.
- Conference room in or near the EOC where multiple private sector representatives can assist EOC staff. This model is not recommended unless necessary.

DIRECTION, CONTROL, AND COORDINATION

Emergency responses coordinated under SEMS are provided with a flexible, adaptable, and expandable response organization to address all hazards of varying magnitude and complexity.

An EOC is activated to:

- Support field operations.
- Ensure continuity of government when an incident threatens government services.
- Support and coordinate resource needs for responding agencies that are beyond their internal capability or when resource needs exceed that which is available from the whole jurisdiction.

Field/EOC Interface

Most emergencies are the responsibility of the individual first responder units in the field (i.e., Law Enforcement, Fire, and EMS). However, large emergencies or disasters require additional coordination and resources. This may be due to the complexity of the disaster, an extended timeline, or coordination requirements with neighboring, state, or federal jurisdictions or agencies.

Field Operations – Field/EOC Interface

Coordination functions are generally completed in the field. Usually, routine incidents require little or no policy decisions and coordination, so the EOC is not activated. Incident coordination is handled on-scene by the Incident Commander and their staff. The Incident Commander also oversees on-scene command and tactical operations.

Department Operations Center – Field/EOC Interface

Some organizations utilize department operations centers (DOCs) as a coordination hub for agency resources and facilities during major incidents and planned events. The existence of a DOC may preempt the need to activate the City EOC. A Department with a DOC includes Public Works (Fleet, Facilities, and Roads).

Field/EOC Interface

As an incident expands in size or increases in complexity, central coordination is needed and provided by the City's EOC. The EOC provides for centralized coordination, information sharing, and decision-making in support of field operations during a disaster or emergency. The EOC is not responsible for tactical decision making; rather tactical control of on-scene assets is maintained by the Incident Commander (IC).

The EOC provides government coordination to respond and recover from a major disaster. This may include activities outside the scope of direct support to field operations, such as cost recovery, continuity of operations/government, as well as management of the emergency proclamation process and the subsequent delivery of County, State, and/or federal relief.

Operational Area Coordination and Communication

Coordination and communication will be established between the City's activated EOC and County OEM or the County EOC. Common communication modalities available to the City include but are not limited to landline telephones, email, text, runner, fax, cell phone, satellite phone, computer networks, amateur radio, and low-band EOC-to-EOC radio.

Coordination with Non-Profit and Volunteer Organizations

The City recognizes the valuable assistance and resources provided by non-profit partnerships and the importance of organizations that perform voluntary services in the community regularly. As a result, the City continually develops relationships with not-for-profit organizations, including faith-based and community-based groups. Some private not-for-profit organizations that have a key response role may have representation in the City's disaster response. For example, American Red Cross personnel will staff the City's shelters during an activation.

Access and Functional Needs and Cultural Competency Working Group

The need to formally engage representatives from all cultural groups and people with access and functional needs has been starkly demonstrated as the nature and scope of disasters recently impacting the City, Santa Clara County, and the State of California, have grown in intensity and severity year after year. For the City to be effective in addressing future disasters, it must integrate the needs of all of the city's diverse population to avoid disproportionate impacts to some of our most vulnerable communities. This EOP intends to incorporate mechanisms and processes that account for the City's diverse population and access and functional needs in a meaningful and inclusive manner to ensure all community members are disaster-ready and resilient, regardless of their circumstances.

Efforts are taken during the phases of emergency management to focus on the City's diverse population and most vulnerable community members including those with access and functional needs. Needs of the community considered include, but are not limited to cultural competency in emergency communications, evacuation, shelter, mitigation, prevention, planning, and preparedness.

Multi-Agency Coordination System

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

MAC groups allow subject matter experts and agency representatives to evaluate complex situations and problem sets and make actionable recommendations to the MAC group activating body (IC, DOC, EOC, etc.). Activating a MAC group helps ensure operational tempo is not hindered

for the MAC group parent organization/operations center. Objectives may still be set, and progress made while still tackling difficult or complex problems or issues.

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

The EOC Action Planning Process

The EOC action planning process and Incident Action Plans (IAPs) are central to managing EOC activations. EOC action planning is more than the production of an IAP and completion of the required forms. EOC action planning provides a consistent rhythm and structure to EOC management. Management personnel develop an IAP for each operational period. A concise IAP template is essential to guide the initial EOC management decision-making process and the continued collective planning activities. The IAP is the vehicle by which EOC leaders communicate their expectations and provide clear guidance to those assigned to the EOC.

Figure: EOC Action "Planning P".

Source: City of Mountain View Office of Emergency Services. 2022

The IAP:

- Informs EOC staff of the EOC objectives for the operational period, the specific resources that will be applied, actions taken during the operational period to achieve the objectives, and other operational information (e.g., meeting schedule, constraints, limitations, etc.).
- Informs partners and EOC staff about the objectives and operational activities planned for the coming operational period.
- Identifies work assignments and provides a roadmap of operations during the operational period to help individuals understand how their efforts affect the success of the operation.
- Shows how specific supervisory personnel and various operational elements fit into the organization.
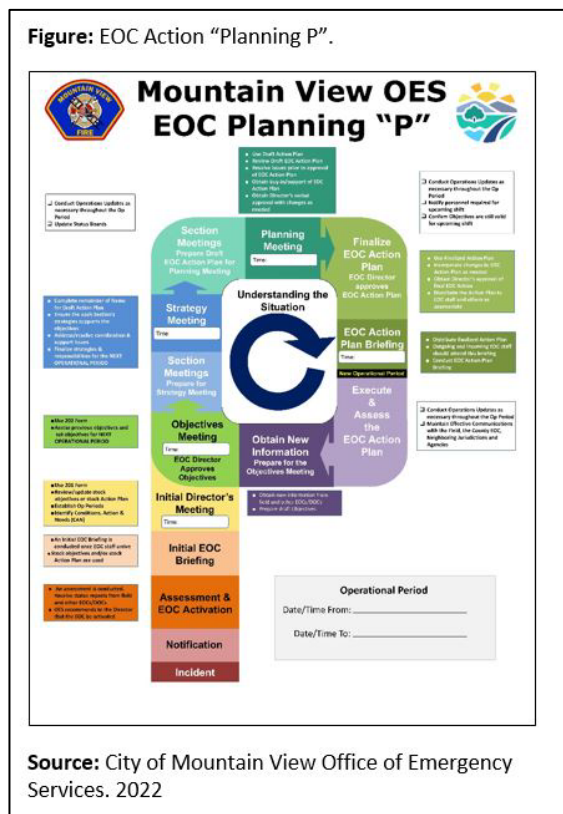
The IAP provides clear direction and includes a comprehensive listing of strategies, activities, and support needed to accomplish the objectives. The various steps in the process, executed in sequence, help ensure a comprehensive IAP. These steps support the accomplishment of objectives within a specified time. Developing IAPs is a cyclical process, and personnel repeat the planning steps every operational period. EOC personnel develop the IAP with information available at the time of the Planning Meeting. EOC personnel should not delay the planning meeting in anticipation of future information. It is important to understand that EOC action planning is conducted for the benefit of the next Operational Period.

The Leg of the "P"

The Leg of the "P" refers to the initial period immediately after an emergency, disaster, or incident first occurs. During this period, information, resources, and coordination may be limited or hard to come by. The DES should collect and analyze all available information to set initial objectives and to determine the operational period timeframe, as well as the necessary staffing levels to achieve the set objectives.

The Objectives Meeting

The purpose of the Objectives Meeting is to assess the status of established objectives, communicate new objectives, identify carryover actions, and obtain support from the Management Staff and General Staff for the stated objectives. The Planning/Intelligence Section Chief has been assigned the task of facilitation for all EOC action planning meetings. The Planning/Intelligence Section Chief will need to display strong leadership to conduct this meeting, and all EOC action planning meetings, efficiently.

The conversation should be focused on the objectives and not meander on any single topic that is not pertinent to the entire group. It is advisable to keep this meeting to a 30-minute limit, as the personnel in this meeting are in high demand elsewhere in the operation. Attendance should be limited to Management Staff, General Staff, Situation Analysis Unit, agency representatives with critical assets, infrastructure, or other resources involved with the City's response. The Objectives Meeting is associated with the completion of the left side of the Incident Objectives (ICS 202) form.

Figure: Leg of the "Planning P" and Objectives Meeting
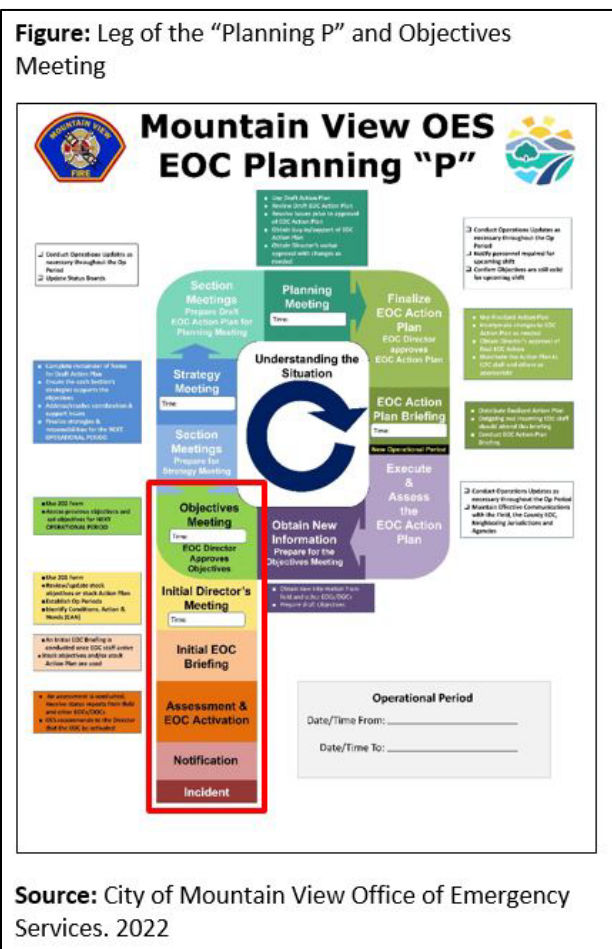
Source: City of Mountain View Office of Emergency Services. 2022

SMART Objectives

An efficient EOC requires strong objectives to monitor progress toward achieving goals and outcomes. It can be difficult to create objectives that accurately measure progress toward a goal and are meaningful to other EOC members or stakeholders. Devoting time and resources early on to intentionally writing SMART objectives is an investment in the future outcome of an EOC activation. The EOC can systematically and meaningfully measure progress, show achievements, and identify opportunities for improvement by starting the emergency response with SMART objectives.

A SMART objective is:

- **S** – Specific
- **M** – Measurable
- **A** – Achievable
- **R** – Realistic/Relevant
- **T** – Time-bound

The Strategy Meeting

The purpose of the Strategy Meeting is to coordinate logistics, and any other support needed to accomplish the SMART objectives established during the Objectives Meeting. Additionally, the Strategy Meeting is utilized to update other EOC Action Plan documents, such as:

- Organization Assignment List (ICS 203)
- Communications List (ICS 205A)
- Medical Plan (ICS 206)
- Incident Organization Chart (ICS 207)
- Incident Status Summary (ICS 209)
- EOC Schedule

The Planning Meeting

The purpose of the Planning Meeting is to review the draft Incident Action Plan (IAP), discuss and resolve any final issues, obtain buy-in from all stakeholders, and gain the EOC Director's approval. The ideal outcome from the Planning Meeting is a

Figure: Strategy Meeting, Planning Meeting, and IAP Briefing
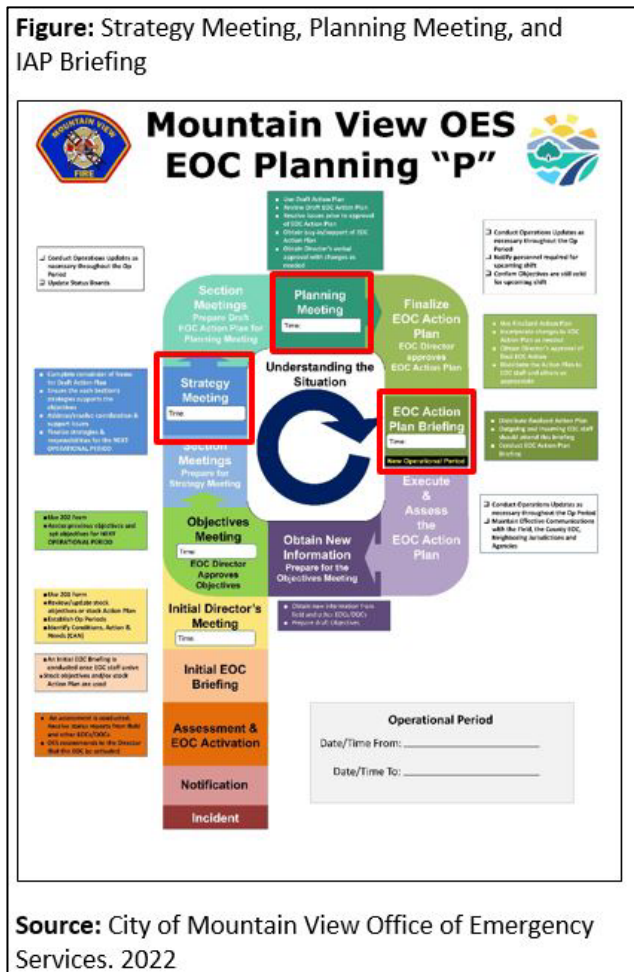
Source: City of Mountain View Office of Emergency Services. 2022

signed/approved IAP that is well understood and communicated between all participating stakeholders.

The specific needs of each event will dictate the final composition of the IAP; however, the typical IAP has many of the component documents, or IAP forms, listed below:

- Schedule of Events
- Incident Objectives (ICS 202)
- Organization Assignment List (ICS 203)
- Branch Assignment Lists (ICS 204)
- Communication Plan (ICS 205A)
- Medical Plan (ICS 206)
- Incident Organization Chart (ICS 207)
- Safety Message (ICS 208)
- Incident Status Summary (ICS 209)
- Weather Forecast
- Individual Activity Log – BLANK (ICS 214)

The EOC Action Plan Briefing

The purpose of the Action Plan Briefing is to ensure that all members of the EOC understand the current situation, incident status, and the EOC and Section objectives for the on-coming operational period. The briefing should be facilitated by the Planning/Intelligence Section Chief with all personnel from both shifts (i.e., on-coming and departing) in attendance.

A brief overview of each document in the IAP is presented by the Management or General Staff member responsible for the specific documents produced. For example, the Operations Section Chief should brief the Incident Objectives (ICS 202), the Safety Officer should brief the Medical Plan (ICS 206) and Safety Message (ICS 208), etc. The next operational period begins after the Action Plan Briefing.

INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

A primary objective of the City's EOC is the timely collection of accurate, accessible, and consistent information during an EOC activation and the sharing of vetted intelligence to ensure a coordinated and effective emergency response. Situation reports (Incident Status Summary — ICS 209) create a common operating picture and will be used to inform the operational objectives, priorities, and strategies. To ensure effective intelligence flow, emergency agencies at all levels must establish communication systems and protocols to organize, integrate, and coordinate intelligence among the responding agencies.

The flow of situation reports among the levels of government should occur as:

- Field level reports provided to local DOCs/EOCs.
- The City EOC will provide a jurisdictional situation report to the County EOC based on field reports, DOC reports, and EOC activities.
- The County EOC will provide an OA-wide situation report to the State based on County department reports, DOC reports, County activities, and other jurisdictional reports.

Community Lifelines

A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security. Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function. FEMA has developed a construct for an objectives-based response that prioritizes the rapid stabilization of Community Lifelines after a disaster. The integrated network of assets, services, and capabilities that provide lifeline services are used day-to-day to support the recurring needs of the community and enable all other aspects of society to function. When disrupted, decisive intervention (e.g., rapid re-establishment or employment of contingency response solutions) is required to stabilize the incident.

FEMA's Seven Community Lifelines:

- **Safety and Security** – law enforcement/security, fire services, search and rescue, government services, community safety
- **Food, Water, Shelter** – food, water, shelter, agriculture
- **Health and Medical** – medical care, public health, patient movement, medical supply chain, fatality management
- **Energy** – the power grid and fuel
- **Communications** – infrastructure, responder communications, alerts warnings and messages, finance, 911/dispatch
- **Transportation** – highways, roadway, motor vehicle, mass transit, railway, aviation, maritime
- **Hazardous Materials** – facilities, HAZMAT, pollutants, contaminants

Figure: FEMA's Community Lifelines
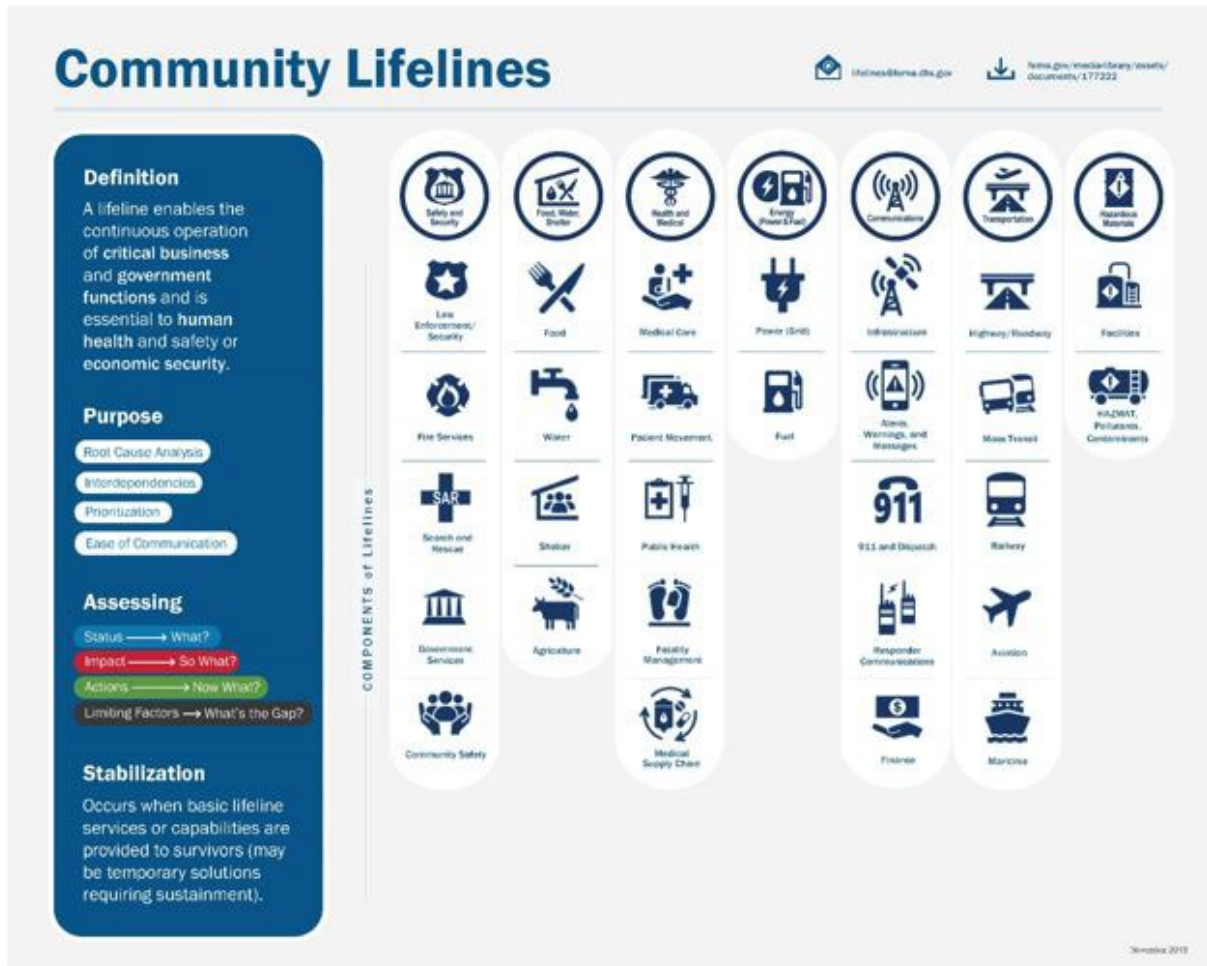
Source: Community Lifelines Poster, FEMA. 2019

FEMA created Community Lifelines to reframe incident information, understand and communicate incident impacts using plain language, and promote the unity of effort across the whole community to prioritize efforts to stabilize the lifelines during incident response.

While lifelines were developed to support response planning and operations, the concept can be applied across the entire preparedness cycle. Efforts to protect lifelines, prevent and mitigate potential impacts to them, and build back stronger and smarter during recovery will drive the overall resilience of the nation.

Community lifelines were tested and validated by federal, state, local, tribal, and territorial partners in the aftermath of Hurricanes Michael (Oct. 2018), Florence (Sept. 2018) and Dorian (Aug. 2019), Super Typhoon Yutu (Oct. 2018), the Alaska earthquake (Dec. 2018) and the Coronavirus (COVID-19) pandemic (2020).

They were formalized in the National Response Framework, 4th Edition.

Daily Situational Awareness Updates

Santa Clara County OEM prepares and distributes a hazards-based, daily situational awareness update each business day (Monday – Friday) to provide OA stakeholders with a quick understanding of the current situation for the day that the report was issued. The Mountain View OES is included in the County OES distribution list of the daily update. Typically, the Daily Situation Awareness Update will contain information related to:

- Current weather forecast
- Any weather alerts, warnings, watches, or advisories, if applicable
- Drought monitor, if applicable
- Reservoir capacity
- Fire potential
- Public Safety Power Shutoff (PSPS) forecast
- Air quality
- Public health emergencies, if applicable

WebEOC

The City of Mountain View EOC utilizes WebEOC, a web-based emergency management information system, as a resource ordering and tracking tool and information sharing with Santa Clara County OA partners, local jurisdictions, and the State. The platform's purpose is to provide the OA stakeholders with a real-time common operating picture, situation awareness, and information coordination throughout the county during an EOC activation. WebEOC status boards track emergency activities and the status of resources.

CRISIS COMMUNICATIONS AND PUBLIC INFORMATION

Per NIMS, public information is coordinated and integrated across jurisdictions and functional agencies among Federal, State, local, tribal partners, private-sector entities, and non-governmental organizations at all levels. To effectively ensure timely and accurate public information and alert and warning messages are disseminated systems, structures, plans, policies, and equipment must be developed and identified to accomplish these tasks.

Joint Information System

The Joint Information System (JIS) provides the mechanism to organize, integrate, and coordinate information to ensure timely, accurate, accessible, and consistent messaging across multiple jurisdictions and/or disciplines with nongovernmental organizations and the private sector. It includes the plans, protocols, procedures, and structures used to provide public information.

The JIS structure is used for ensuring that:

- Public Information Officer (PIO) functions are coordinated and integrated.
- A structure and system for developing and delivering coordinated interagency messages are provided.
- Public information plans and strategies on behalf of the incident management leadership can be developed, recommended, and executed.
- Leadership is effectively advised on public affairs issues that could affect a response effort.
- Address and manage rumors and inaccurate information that could undermine public confidence and interfere with the emergency response or incident operations.

Federal, State, tribal, territorial, regional, or local Public Information Officers and established Joint Information Centers (JICs) are critical supporting elements of the JIS. A robust and competent JIS is integral to an effective and comprehensive incident management capability.

Examples of JIC tasks during the Activation Phase:

- Gain situational awareness
- Provide language access for the most commonly spoken languages
- Send alert and warning messages
- Determine PIO staffing needs
- Establish the JIC
- Engage the JIS
- Establish media line
- Issue press release or holding statement
- Establish an inbound call center
- Create emergency website

Examples of JIC tasks during the Response Phase:

- Maintain situational awareness
- Determine target audiences

- Ensure accessibility of all emergency communications, including the commonly spoken languages
- Institute communications planning using FEMA model
- Develop key messages
- Disseminate public information via multiple channels

Examples of JIC tasks during the Recovery Phase:

- Maintain situational awareness
- Maintain communications processes for target audiences
- Provide language access for the most commonly spoken languages
- Continue to develop key messages
- Continue to disseminate key messages
- Deactivate EOC/PIO Function/Joint Information Center

Joint Information Center

The JIC is:

- A central location that facilitates the operation of the Joint Information System.
- A location where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions.

JICs may be established at various levels of government or incident sites or can be components of Multiagency Coordination (MAC) Systems (e.g., MAC Groups or EOCs). A single JIC location is preferable, but the system is flexible and adaptable enough to accommodate virtual or multiple JIC locations, as required.

Language Access

According to the U.S. Census Bureau (2015-2019), 54% of persons aged 5 years and over living in Santa Clara County speak a language other than English at home. City OES recognizes emergency messages and notifications sent in a person's first language are more likely to spur action than a message sent in a non-native language. The most common languages spoken in the county, other than English, are Spanish (32.5%), Chinese including Mandarin and Cantonese (17.9%) Vietnamese (12.4%), and Tagalog (6.16%).

Communication Systems

The City EOC is equipped with multiple redundant communication modalities allowing the sharing of situational awareness, resource status, raw intelligence and data, and alert and warning. The communication capabilities are routinely reviewed and updated as technology advances.

Current communication resources in the City's EOC include, but are not limited to:

- Land-line based phones

- Email
- Cell phones
- Satellite phones
- Fax machine
- Internet-enabled computers
- Radio systems
- ARES/RACES amateur radio
- Government frequencies (department/agency radios)
- Low band frequencies (EOC to EOC radios)

Public Alerting and Notifications

During an emergency, local jurisdictions are responsible for the dissemination of critical information to the public within that local jurisdiction's boundaries. This includes public safety messages, notifications, alerts, warnings, and/or orders related to evacuation, shelter-in-place, or any other protective action or directive.

Public Information Officers (PIOs) disseminate emergency instruction and critical information to affected audiences – including governments, media, and the public – to provide messages that are accessible to all sectors of the community in the most commonly spoken languages in the city. Several City departments share the responsibility for disseminating complete, coordinated, and correct information to the public. The City has various systems in place for disseminating warnings and emergency information to the public, which are described below.

Zonehaven

Zonehaven is a software company that develops tools to help communities and first responders more effectively plan, communicate, and execute evacuations through the use of pre-established Zones. Pre-established evacuation Zones help fire, law, and emergency service agencies prepare for, streamline, and reduce confusion around the evacuation process so that roads are clear for those who need to evacuate quickly. By evacuating the most at-risk Zones first, emergency personnel are able to manage the traffic flow and more easily prevent the traffic jams that occur when an entire town or city tries to evacuate all at the same time. It also provides a common reference system for all first responders and the community. During an emergency, first responders will alert you to the threat through AlertSCC (via text, call, or email) and may also post updates on social media.

AlertSCC

AlertSCC is the City's public alert and notification system made available for use via a contract with the County's OEM. AlertSCC uses the 9-1-1 database to deliver messages to the public via landline-based telephones. Additionally, the public can register through a web portal to directly receive AlertSCC alerts and notifications on cell phones and via email and SMS. Representatives from several departments have been trained and authorized to create and send public alerts and

notifications. Staff from County Communications are available 24/7 to assist the City in creating and sending public messages, as needed.

Emergency Alert System

The Emergency Alert System (EAS) is a national public warning system that may be used by local authorities to deliver important emergency information to the public via local broadcast media. The primary station is KCBS (740 AM) and KSJO (92.3 FM) serves as the backup station. County OEM and County Communications possess the credentials to access EAS and script emergency messages to inform the public of a threat, the steps to be taken by them, and where additional information can be obtained.

Integrated Public Alert and Warning System (IPAWS)

The Integrated Public Alert and Warning System (IPAWS) is an internet-based capability Federal, State, and local authorities can use to issue critical public alerts and notifications. Several City employees have been credentialed on behalf of the County OEM to access IPAWS through the City's AlertSCC and WebEOC software systems. IPAWS delivers alerts simultaneously through multiple communications devices reaching as many people as possible to save lives and protect property. These communication pathways include EAS (described above) and Wireless Emergency Alerts (WEA). The WEA system is capable of delivering alerts and notifications to cell phones within a geographic area without the cell phone being registered with the local alerting system. County OEM staff is available to assist the City in creating and sending public messages, as needed.

Evacuation and Shelter-in-Place

California's Emergency Plan (2017) defines evacuation as the organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas. Depending on the hazard, an evacuation order may derive from several agencies and/or authorities. However, evacuation operations are conducted and supervised by each jurisdiction's law enforcement agency.

Evacuation and shelter-in-place operations occur in five phases: mobilization, evacuation and shelter-in-place, impact, displacement/mas care, and re-entry.

- **Mobilization:** Begins with the identification of a threat or hazard that could lead to an evacuation or shelter-in-place order. The first activity is the initial notification of people, systems, and resources to establish incident command (field) and management (EOC) structures. Small-scale evacuations that are limited in scope and timeline (e.g., house fire) are typically conducted in the field by law enforcement or fire personnel in coordination with their respective Public Safety Answering Point (PSAP). However, large-scale evacuations that have an expansive scope and timeline (e.g., large wildfire) may require coordination with the County EOC, if activated, to make decisions for protective actions, priorities, dissemination of messages to the public.

- **Evacuation and Shelter-in-Place:** Begins when a threat requires evacuation or shelter-in-place operations, either following or concurrent with mobilization phase activities, depending on incident notice. This phase includes the implementation of the protective actions of evacuation and shelter-in-place orders, which will vary depending on the size and scope of the incident. This phase may be used in advance of the impact phase for notice events (e.g., severe weather) or after the impact phase of no-notice or low-notice events (e.g., earthquakes, wildfires) to meet incident objectives and protect life and property.
- **Impact:** This phase begins when jurisdictions start to see an adverse impact on operations. During this phase, for notice events, jurisdictions work to secure facilities, people, and equipment, as well as clear/close public transit to minimize the impact of the hazard. Within the impact phase, the zero hour marks the time needed to ensure the safety of first responders as the hazard makes an impact, and it is the designated point in time when it is no longer safe for responders to continue operations.
- **Displacement/Mass Care:** Mass care is mobilized and conducted throughout an incident to establish shelters and provide other services, but greater emphasis is placed on these activities during the mass care phase. During this phase, the evacuating jurisdiction should communicate with neighboring jurisdictions to coordinate the numbers and types of evacuees, shelters for them, and the potential length of the evacuation. Not every evacuation necessitates a robust mass care operation; it is most commonly conducted during long-lasting events. During shelter-in-place operations, mass care may consist of mobile commodity distribution or the establishment of hubs for evacuations to obtain food, water, and information during evacuations that last hours instead of days. See reference to Temporary Evacuation Points (TEP) below.
- **Re-entry:** Incorporates the coordinated movement of evacuees back into a community once the threat or hazard dissipates and the event causing the evacuation ends. In instances where residents may not be able to return to their communities for an extended period, this population is re-located to host areas and returned when it is safe. Re-entry typically marks the transition to recovery activities.

Temporary Evacuation Point (TEP)

A temporary evacuation point allows the government to provide impacted community members with a location to go outside the hazard area, while the decision to activate an overnight shelter is determined. A TEP can also provide impacted community members with limited access to health services and emotional support before finding overnight accommodations – i.e., overnight shelter, hotel, etc.

Public Awareness and Education

The public's response to any emergency is based on their understanding of the nature of the emergency, the potential hazards, the likely response of emergency services, and knowledge of what individuals and groups with or without access and functional needs should do to increase their chances of survival and recovery. Individuals caring for the elderly, children, or pets also

need an increased understanding of their specific situation as it pertains to disaster preparedness.

The OES will make emergency preparedness information from County, State, and Federal sources available to the City departments to disseminate outreach materials through the participation of community events. Further, OES will provide special emphasis on specific hazards (earthquake, wildfire, and PSPS) throughout the calendar year, aiding in the disaster preparation and education of the communities within the City.

The OES provides incident management and preparedness information in the form of brochures, flyers, and booklets at various public education kiosks located in City facilities. OES also utilizes social media to disseminate preparedness information to the public and stakeholders.

Social Media Channels

For a detailed list of the City's Fire Department social media platforms, refer to the list below:

- **Website:** https://www.mountainview.gov/depts/fire/welcome.asp
- **Facebook:** https://www.facebook.com/mtnviewfire
- **Twitter:** https://twitter.com/MtnViewFire
- **Nextdoor:** https://nextdoor.com/agency-detail/ca/mountain-view/mountain-view-fire-department/
- **Instagram:** https://www.instagram.com/mountainviewfiredept/

FINANCE/ADMINISTRATION AND LOGISTICS

Finance/Administration Considerations

To enhance the capability of the City of Mountain View to respond to incidents by providing financial support and coordination to incident management operations and coordinating the recovery of costs as allowed by Federal and State law, the financial priorities during incident management operations are:

- Preserve life, property, and the environment.
- Provide continuity of financial support to the City.
- Cooperate with the other sections of the EOC.
- Document the City's costs and recovery of those costs as allowable.

The Finance/Administration function will operate under the following policies during a qualifying incident/event as the situation dictates:

- The Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) will be followed.
- All existing City and departmental fiscal operating procedures will be adhered to unless modified by City Council or the DES.
- For incidents/events that render the accounting systems either inaccessible or unusable for any amount of time, appropriate personnel will be on an operational period, as determined by the EOC Director. This may 12 hours.

The Finance/Administration function's primary responsibility is to maintain to the greatest extent possible the financial systems necessary to keep the City functioning during an incident or crisis of any size or type. These systems include but are not limited to:

- Payroll
- Payments
- Revenue collection
- Claim processing
- Cost recovery documentation

The function also supervises the negotiation and administration of vendor and supply contracts and procedures in collaboration with the incident management procurement functions.

The extent and complexity of the incident or crisis will determine the extent to which the Finance/Administration function will mobilize. For some incidents/events, only part of the section may need to be engaged. In larger, more complex incidents, the entire function will likely engage.

The Finance/Administration function acts in a support role in all incidents/events to ensure that all required records are preserved for future use and Cal OES and FEMA filing requirements through maintenance of proper and accurate documentation of all actions taken.

To carry out its responsibilities, the Finance/Administration function will accomplish the activities listed below during a disaster/emergency.

For incidents/events where the City's computer systems and bank are accessible and usable:

- Notify the other parts of the incident management organization and City departments that incident management accounting procedures will be initiated and used for the event.
- Determine (in collaboration with IT staff) the extent to which the City's computer systems are accessible and/or usable.
- Determine if the City's banking institutions can continue processing financial transactions.
- Inform the incident management organization and City departments that the payroll and payments processing will be handled on a business-as-usual basis except for incident management accounting procedures will be used for incident/event-related costs.
- Disseminate information about the incident management accounting procedures to other sections and departments as necessary.
- Upon proclamation or declaration of a disaster by the County, State, and/or Federal Governments, coordinate with those agencies to initiate the recovery process of the City's costs.
- Coordinate with the other sections and departments on the collection and documentation of costs pertaining to the incident/event.
- Coordinate with the County, State, and Federal disaster assistance agencies for the required inspections, documentation, audits, and other necessary work to recover costs.

For incidents/events where the City's computer systems and/or banking institutions are either inaccessible or unusable:

- Notify the other parts of the incident management organization and City departments that incident management accounting procedures will be initiated and used for the event.
- Determine (in collaboration with IT staff) the extent to which the City's computer systems are accessible and/or usable.
- Determine if the City's banking institutions can continue processing financial transactions.
- Inform the incident management organization and City departments that payroll and payments will be on hold for a short time and that processing will continue on a normal basis as of a specified date.
- Activate other Finance/Administration functions as necessary.
- Maintain, as best possible, the financial continuity of the City (payroll, payments, and revenue collection).
- Disseminate information about the incident management accounting procedures to other sections and departments as necessary.

- Upon proclamation or declaration of a disaster by the County, State, and/or Federal Governments, coordinate with those agencies to initiate the recovery process of the City's costs.
- Coordinate with the other sections and departments on the collection and documentation of costs pertaining to the incident/event.
- Coordinate with the County, State, and Federal disaster assistance agencies for the required inspections, documentation, audits, and other necessary work to recover costs.

Records Retention Policy

The Finance/Administration function acts in a support role in all incidents/events to ensure that all required records are preserved for future use and Cal OES and FEMA filing requirements through maintenance of proper and accurate documentation of all actions taken.

NOTE: FEMA is the primary point-of-contact for state and local governments to engage with federal agencies regarding disaster-related issues, including cost recovery. Follow-on coordination may be made directly between a specific federal agency and a local agency once contact has been established. However, it is recommended that any City department working with a federal agency on a disaster-related issue include City OES, the assigned Cal OES representative(s), and the assigned FEMA representative(s) on any correspondence to ensure continuity.

Mutual Aid

The foundation of California's emergency planning and response is a statewide mutual aid system that is designed to ensure adequate resources, facilities, and other support is provided to jurisdictions whenever their own resources prove to be inadequate to cope with a catastrophic disaster/emergency. The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA).

The MMAA was developed in 1950 and has been adopted by the state, all 58 counties, and most incorporated cities in California. The agreement creates a formal structure wherein each jurisdiction retains control of its facilities, personnel, and resources but may also receive or render assistance to other jurisdictions within the state. The State government is obligated to provide available resources to assist local jurisdictions in emergencies. It is the responsibility of the local jurisdiction to negotiate, coordinate, and prepare mutual-aid agreements.

Mutual-aid agreements exist for:

- Law Enforcement
- Fire Services
- Emergency Medical Services
- Public Health
- Emergency Management
- Public Utilities
- Building Inspectors

- Coroner
- Transit Operators

Mutual Aid Systems.

A statewide mutual aid system, operating within the framework of the MMAA allows for the progressive mobilization of resources to and from emergency response agencies, local governments, OAs, and state regions with the intent of providing requesting agencies with adequate resources. Emergency mutual-aid response and recovery activities are generally conducted at the request and under the direction of the affected local government.

The statewide mutual aid system includes several discipline-specific mutual aid systems, such as fire rescue and law. The adoption of SEMS/NIMS does not alter existing mutual-aid systems. These systems work through local government, OAs, regional, and state levels consistent with SEMS/NIMS guidelines.

Fire agencies in Santa Clara County have signed a countywide mutual aid agreement to ensure that firefighting resources and personnel will be available to combat wildland/urban interface fires. If these resources are not enough to meet the threat, fire resources from throughout the state can be requested under the MMAA. Requested mutual aid resources will be provided and utilized in accordance with the MMAA. During a proclaimed emergency, mutual aid will be coordinated at the local government, OA, or mutual aid regional level. The cities/towns and special districts will make mutual aid requests through the OA EOC for resources not covered under the MMAA.

During and following an incident, the coordination of resources is critical when there are multiple requests for similar resources or when resources are scarce. It is anticipated that a Mutual Aid MAC Group will be established to coordinate mutual aid resources. The 2013 California Statewide MACS Guide provides the architecture to support coordination for incident prioritization, scarce resource allocation, communications systems integration, and information coordination.

Emergency Management Mutual Aid.

The purpose of Emergency Management Mutual Aid (EMMA) is to provide emergency management personnel and technical specialists to support the disaster operations of affected jurisdictions during an emergency.

California's EMMA program:

- Provides emergency management personnel and technical specialists (collectively, EMMA resources) from unaffected areas to support local jurisdictions, OAs, and regional emergency operations during emergencies in other parts of the state.
- Provides a system, including an organization, information, and forms necessary to coordinate the formal request, reception, assignment, training, and demobilization of assigned personnel.
- Provides for the coordination of training for EMMA resources, including SEMS training, emergency management course work, exercises, and disaster response procedures.
- Promotes professionalism in emergency management and EMMA response.

The EMMA program is based on the following assumptions:

- The main tenet of mutual aid operations is that the requesting jurisdiction has fully committed its resources or has a unique need before the initiation of a mutual aid request. This does not require actual exhaustion of all resources, but it does anticipate full mobilization and commitment to the emergency.
- Mutual aid is requested and provided because it is needed to support the response to a credible threat or actual emergency, not because it is anticipated that local government will be reimbursed by state or federal disaster funds.
- All personnel deployed as EMMA resources are qualified in the job for which they are being deployed.
- When emergency management mutual aid is requested, the Cal OES Regional Administrator, or designee, will assign an EMMA Coordinator at the regional level. Each SEMS level of government participating in EMMA will also designate an EMMA Coordinator. The EMMA Coordinator at each SEMS level will facilitate the assignment, reception, and demobilization of EMMA resources.
- The local government must use SEMS to be eligible for possible state funding of response-related personnel costs pursuant to activities identified in the California Code of Regulations.
- The mutual aid extended under this agreement shall be without reimbursement unless otherwise expressly provided for by the parties to this agreement. This agreement shall not supplant existing agreements between the parties hereto providing for the furnishing of certain types of facilities and services on a reimbursable, exchange, or other bases.
- The State may use the EMMA Plan to deploy EMMA resources from any level of government (State and Local) as a State coordinated resource.
- All resources deployed under this Plan are public employees. The EMMA Plan and Annexes do not apply to fire and law enforcement agencies that maintain their own mutual aid systems.
- EMMA does not supersede any government agency's internal deployment policies or procedures but should be used when deploying personnel outside of their organization.

Emergency Management Assistance Compact.

The Emergency Management Assistance Compact (EMAC) is the first national disaster–relief compact since the Civil Defense and Disaster Compact of 1950 to be ratified by the U.S. Congress. Since ratification and signing into law in 1996 (Public Law 104-321), 50 states, the District of Columbia, Puerto Rico, Guam, U.S. Virgin Islands, and the Northern Mariana Islands have enacted legislation to become EMAC members.

EMAC offers assistance during governor-declared states of emergency or disaster through a responsive, straightforward system that allows states to send personnel, equipment, and commodities to assist with response and recovery efforts in other states. Through EMAC states can also transfer services (such as shipping newborn blood from a disaster-impacted lab to a lab in another state) and conduct virtual missions (such as GIS mapping).

The strength of EMAC and the quality that distinguishes it from other plans and compacts is found in its governance structure; its relationship with federal agencies, national organizations, states, counties, territories, and regions; the willingness of state and response and recovery personnel to deploy; and the ability to move any resource one state wishes to utilize to assist another state. The National Guard deploys through EMAC in both State Active Duty and Title 32 to assist the Member States.

EMAC establishes a firm legal foundation for sharing resources between states. Once the conditions for assisting a requesting state have been set, the terms constitute a legally binding agreement. The EMAC legislation solves the problems of liability and responsibilities of cost and allows for credentials, licenses, and certifications to be honored across state lines. EMAC is implemented within the State Emergency Management Agency [Cal OES] on behalf of the Governor of the State. This provides a consistent and coordinated response across the nation.

Benefits of the EMAC program:

- Fast, scalable assistance
- All hazards - all disciplines
- Resources deploy through the state emergency management agencies of their respective states allowing for a coordinated deployment

Volunteer and Private Sector Agencies in Mutual Aid.

Volunteer, non-profit, and private sector agencies may participate in the mutual aid system along with governmental agencies. The local VOAD (CADRE) should mobilize volunteers and other resources through internal systems. They should identify resource needs that are not met within their own systems that would be requested through the mutual aid system.

Some private-sector agencies have established mutual aid arrangements to assist other private-sector agencies within their functional area. For example, electric and gas utilities have mutual aid agreements within their industry and established procedures for coordinating with a governmental EOC. In some functional areas, services are provided by a mix of the special district, municipal, and private sector agencies.

Mutual aid agreements may include both governmental and private sector agencies. Liaisons should be established between the City EOC and private sector agencies involved in a response. Wherever there is a need for extensive coordination and information exchange, private sector agencies should be represented in an activated EOC at the appropriate SEMS level.

Special Mutual Aid Considerations for Terrorism Incidents.

Terrorism incidents require a response by law enforcement at many levels and require crime scene management. As such, the information flow, command structure, and mutual aid processes can be different from those in the management of other emergency activations. A terrorist activity emergency has its own unique threat and crisis characteristics and must be dealt with in accordance with its magnitude and with an appropriate level of response.

Mutual Aid Authorities, Plans, and Guidance Documents.

Mutual aid assistance may be provided under one or more of the following authorities:

- California Emergency Management Mutual Aid (EMMA) Plan
- California Fire Service and Rescue Mutual Aid Plan
- California Law Enforcement Mutual Aid Plan
- California Master Mutual Aid Agreement (MMAA)
- California Medical Mutual Aid Plan
- California Statewide Multi-Agency Coordination System Guide
- Coroner Mutual Aid Plan
- Emergency Managers Mutual Aid Plan
- San Francisco Bay Area Transit Operators Mutual Aid Agreement
- Santa Clara County Law Enforcement Mutual Aid Protocol

Integration of Mutual Aid Resources.

The discipline-specific OA Mutual Aid Coordinators will be in charge of tracking requests for equipment, resources, and manpower under existing mutual aid protocols. The requesting agencies are responsible to report to Cal OES the number and status of resources deployed on a mission on a daily basis.

Logistics Considerations

The Logistics Section is responsible for providing facilities, services, people, and material in support of the incident. At the OA level, this means that the Section provides logistical support to:

- City EOC
- Incident(s) in the field
- Activated shelter(s)

Major responsibilities of the Logistics Section are:

- Participate in the planning process
- Determine and supply immediate EOC resource and facility needs
- Coordinate and process requests for additional resources
- Advise all incident stakeholders of the resource request process, the resource approval process, and the use of the City's Resource Request form (ICS 213RR)
- Review plan for the upcoming operational period to ensure the ability to provide resources and logistical support
- Advise management and other Section Chiefs on resource availability to support EOC and incident needs
- Identify long-term service and support requirements for planned and expected operations
- Oversee development of Personnel Roster, Communications Plan (ICS 205A), and Transportation Plan, as required
- Provide input for all other Incident Action Plan forms
- Process logistical resource needs to be received from the field or a local jurisdiction
- Track and monitor the status of all deployed resources

- Advise Section Chiefs on resource limitations
- Implement the demobilization process for de-activated resources, including facilities, equipment, vehicles, and personnel

Resource Management

It is State policy that resource requests for emergency response and disaster repair and restoration be entered into by the lowest level of government. When local resources are exhausted and additional resources are required, resource requests will follow an established process for ordering, tracking, mobilizing, and demobilizing.

Maintenance of resources is important throughout all aspects of resource management. Maintenance prior to deployment ensures their availability and capability. Maintenance during the deployment phase ensures continued capabilities (e.g., ensuring adequate fuel supplies during use). Post-operational inspection and maintenance ensures future availability.

Resource Ordering and Tracking.

Depending on the scale of the emergency, limited resources may need to be coordinated through the City's EOC. In accordance with the Standardized Emergency Management System (SEMS), all disasters are managed at the local or field level. When field Incident Commanders (ICs) need resources that fall outside the purview of their discipline-specific mutual-aid channel(s), they should request assistance from their local/city government EOC.

The Logistics Section in the City's EOC is responsible for tracking all resource requests starting with the original request, including procurement, staging, deployment, and demobilization.

If resources cannot be obtained through the City's processes, a Resource Request must be submitted via an ICS 213RR form to the County EOC or OEM. The County EOC assumes local government EOCs will attempt to fill resource requests within their own jurisdiction before requesting resources through the County.

County (OA) EOC activated vs. County (OA) Duty Officer Status.

If the County EOC is activated all resource requests will first be routed to the County EOC Logistics Section Resource Tracking Unit. The Resource Tracking unit will provide updates on request status as appropriate.

Upon receipt of a request, the Resource Tracking Unit will enter and assign the request into WebEOC and a tracking number will be generated. The requestor will receive an email with the tracking number for reference.

If the County EOC is not activated, the County OEM Duty Officer will serve as Resource Tracking Unit Leader in the process above, until the request is complete or until the EOC is activated. If the County EOC is not activated, submit resource requests to dutyofficer@oem.sccgov.org. If the County EOC activates before the completion of the resource request, the Resource Tracking Unit will take responsibility for the request from the County OEM Duty Officer, unless otherwise notified.

Plan Development and Maintenance

Emergency Management Planning Process

This locally developed planning process incorporates various nationally recognized emergency management planning best practices and concepts (i.e., whole community concept, span of control, core capabilities, etc.) with standard program management principles that can be easily integrated into the City's existing governmental structure.

Annexes to the Emergency Operations Plan

This EOP has a number of additional plans, or annexes, associated with it that further describe the operational or functional response envisioned by emergency managers and public safety officials when contemplating a particular threat or hazard. These annexes typically include the basic considerations, actions, and responsibilities of specific emergency response disciplines or functions.

Regardless of the specified maintenance schedule detailed in each annex, EOP annexes are reviewed every three years and revised every five years. City OES may choose to review and/or revise any annex to the EOP earlier than the listed review/revision date in the table below. All plans, including the annexes below, should be reviewed and revised, if needed, following any exercise or real-world event that demonstrates a program deficiency via the after-action and improvement planning processes.

Plan Maintenance

This EOP and its associated annexes are reviewed, updated, and republished on an annual review, five-year revision cycle. This EOP may be modified as a result of post-incident analyses and/or post-exercise critiques. It may also be modified if any component, stated responsibilities, procedures, laws, rules, or regulations pertaining to emergency or incident management and operations change.

Those departments having assigned responsibilities under this EOP are obligated to inform OES when changes are needed to reflect the current process. OES will maintain records of revision to this EOP and each of the annexes as they are reviewed and updated. All changes will be noted in the Record of Change table at the beginning of this document.

Training and Exercise

The City of Mountain View OES provides emergency management training, exercises, and education opportunities to all applicable stakeholders in the city with the intent of enhancing core capabilities among City departments responsible for disaster/emergency response and/or recovery. The goal of the City's emergency management training and exercise program is to improve the City's emergency preparedness and resiliency.

City employees pre-identified to EOC roles will receive a welcome letter from the City OES formally prescribing FEMA Independent Study sessions and a tentative completion date. Completing the prescribed training satisfies the planning assumption from earlier in the EOP that all personnel assigned to the EOC are trained to operate using SEMS, NIMS, and ICS protocols and procedures.

The City of Mountain View OES offers emergency management training on the first Monday of every month in the City's primary EOC. First Monday EOC training is available without an appointment from 9 to 11 a.m. Additional emergency management training can be offered as needed.

Additional training opportunities from the County, State, and Federal governments will be provided to the EOC Section Chiefs to disseminate to their staff. The OES is not responsible for costs associated with attending training to include, but are not limited to staff time, non-budgeted overtime, course registration fees, travel, room, and board.

After Action Reports and Improvement Planning

The After-Action Report/Improvement Plan (AAR/IP) is a document that generally includes a summary of events (for a real-world event) or an exercise overview, analysis of capabilities, and a list of corrective actions. The length, format, and development timeframe of the AAR/IP depends on the type and scope of the real-world event or exercise. These parameters should be determined by the after-action team or exercise planning team, based on the expectations of senior leaders. The AAR/IP should include an overview of performance related to each objective and associated capabilities.

The observations developed for the AAR/IP should be categorized as either strengths or areas for improvement. Observations do not have to be lengthy to be impactful. A strongly written observation includes a clear and direct statement of the issue identified, a brief description of the analysis, and the impact or result of the issue. A brief summary of the analysis completed can be included to help stakeholders understand how the after-action or evaluation team arrived at the conclusion.

After Action Meetings

The purpose of the After-Action Meeting is to serve as a forum to review the revised draft AAR/IP. Participants should seek to reach a final consensus on strengths, areas for improvement, draft corrective actions, concrete deadlines, and owners/assignees for implementation of corrective actions.

Improvement Plan

The Improvement Plan (IP) includes all consolidated corrective actions. The IP may be an appendix to the AAR. The AAR/IP is then final and distributed to exercise planners, participants, and other preparedness stakeholders, as appropriate.

Attachment 1: Authorities and References

Emergency response, like all governmental action, is based on legal authority. The City of Mountain View EOP follows local, state, and federal regulations and guidelines. Additionally, best practices and lessons learned have also been integrated into this plan where possible. These were identified in the review of after-action reports from recent national large-scale disasters, incidents, and events (to include Robert T. Stafford Relief and Emergency Assistance Act, non-Stafford Act, terrorist non-Stafford Act, and offshore non-Stafford Act incidents and events).

Local References

- City of Mountain View Ordinance Code, Chapter 11: Civil Defense and Disaster
- County of Santa Clara Ordinance Code, Division A8: Civil Protection and Emergency Services
- After-Action Report – SCU Lightning Complex Fire
- After-Action Report – Yellow Command Exercise 2018
- After-Action Report – Alternate County EOC Exercise 2018
- After-Action Report – MTV EOC Exercise 2019
- Interim After-Action Report v1 – COVID (March – May 2020)
- Interim After-Action Report v2 – COVID (June – December 2020)

State References

- California Emergency Services Act (Title 2, Division 1, Chapter 7 of the Government Code)
- California Disaster Assistance Act (Title 19, Division 2, Chapter 6 of the California Code of Regulations)
- Standardized Emergency Management System (Title 19, Division 2, Chapter 1 of the California Code of Regulations
- Standardized Emergency Management System Guidelines
- State of California Emergency Plan
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Law Enforcement Mutual Aid Plan
- California Coroners' Mutual Aid Plan
- California Fire Service and Rescue Emergency Mutual Aid Plan
- California Constitution (Article XI: Local Government)
- Disaster Service Worker Program Authorities (Title 1, Division 4, Chapter 8 of the Government Code and Section 3211.92 of the Labor Code)
- California Assembly Bill 2311. Emergency Services: Access and Functional Needs. (2016)
- California Senate Bill 833. Emergencies: Office of Emergency Services: Guidelines: Alert and Warning Systems. (2018)
- California Senate Bill 160. Emergency Services: Cultural Competence. (2019)

Federal References

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288) as amended
- Homeland Security Act of 2002 (PL 107-296)
- Presidential Policy Directive / PPD-8: National Preparedness
- Homeland Security Presidential Directive / HSPD-5: Management of Domestic Incidents
- Post-Katrina Emergency Management Reform Act of 2006 (PL 109-295)
- Pets Evacuation and Transportation Standards Act of 2006 (PL 109-308)
- Improving Access to Services for Persons with Limited English Proficiency (Executive Order 13166)
- Individuals with Disabilities in Emergency Preparedness (Executive Order 13347)
- Americans with Disabilities Act of 1990 (PL 101-336) as amended
- Rehabilitation Act of 1973 (PL 93-112, Section 504) as amended
- Civil Rights Act of 1964 (PL 88-352, Section VI)
- Federal Civil Defense Act of 1950 (PL 920)
- National Incident Management System (2017)
- National Response Framework (2019)
- Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans (2021)

Attachment 2: Acronyms and Abbreviations

Acronyms and Abbreviations	
ADA	Americans with Disabilities Act
ALERTSCC	County of Santa Clara's official emergency alert and warning system
ARES	Amateur Radio Emergency Services
CADRE	Collaborating Agencies Disaster Relief Effort
CAL FIRE	California Department of Forestry and Fire Protection
Cal OES	California Governor's Office of Emergency Services
CBO	Community-Based Organization
CERT	Community Emergency Response Team
DOC	Department Operations Center
DPEC	Disaster Preparedness Executive Committee
DSW	Disaster Service Worker
EMS	Emergency Medical Services
EAS	Emergency Alert System
EOAC	Santa Clara County Emergency Operational Area Council
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FSE	Full-Scale Exercise
HSPD	Homeland Security Presidential Directive
HSEEP	Homeland Security Exercise and Evaluation Program
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IPAWS	Integrated Public Alert and Warning System
JIC	Joint Information Center
JIS	Joint Information System
LE	Law Enforcement

MAC	Multi-Agency Coordination
MACS	Multi-Agency Coordination System
MMAA	California Master Mutual Aid Agreement
MSEL	Master Scenario Events List
NRF	National Response Framework
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NWS	National Weather Service
OA	Operational Area
OAS	Operational Area Signatories
OEM	Office of Emergency Management
OES	Office of Emergency Services
PG&E	Pacific Gas and Electric Company
PIO	Public Information Officer
PL	Public Law
PNP	Private Non-Profit
PPD	Presidential Policy Directive
RACES	Radio Amateur Civil Emergency Services
REOC	Regional Emergency Operations Center
SCVWD	Santa Clara Valley Water District
SEMS	Standardized Emergency Management System
SimCell	Simulation Cell
SMS	Short Message Service
SOC	State Operations Center
SOP	Standard Operating Procedures
SVIRA	Silicon Valley Interoperability Radio Authority
TTX	Tabletop Exercise
VOAD	Voluntary Organizations Active in Disasters
VTA	Santa Clara Valley Transportation Authority
WEA	Wireless Emergency Alert

Attachment 3: Glossary

Action Plan (AP): See EOC Action Plan and Incident Action Plan.

Activation: 1) Initial activation of an EOC may be accomplished by a designated official of the emergency response agency that implements SEMS as appropriate to accomplish the agency's role in response to the emergency. 2) An event in the sequence of events normally experienced during most emergencies.

After Action Report (AAR): A report that examines response actions, application of SEMS, modifications to plans and procedures, training needs, and recovery activities. AARs are required under SEMS after any emergency that requires a gubernatorial state of emergency proclamation. Local government AARs must be submitted to Cal OES within 90 days.

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command System (ICS), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private sector organizations may be included. Additionally, Non-Governmental Organizations (NGO) may be included to provide support.

All-Hazards: Any incident, natural or human-caused, that warrants action to protect life, property, environment, public health, or safety, and minimize disruptions of government, social, or economic activities.

California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA): An agreement entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and public agencies of the State of California to assist each other by providing resources during an emergency. Mutual aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other in response to any type of disaster or emergency.

California Emergency Support Functions (CA-ESF): The CA-ESFs are a grouping of State agencies, departments, and other stakeholders with similar functional activities/responsibilities whose responsibilities lend to improving the state's ability to collaboratively prepare for, effectively mitigate, cohesively respond to, and rapidly recover from any emergency. CA-ESFs unify a broad spectrum of stakeholders with various capabilities, resources, and authorities to improve collaboration and coordination for a particular discipline. They also provide a framework for the state government to support regional and community stakeholder collaboration and coordination at all levels of government and across overlapping jurisdictional boundaries.

California Emergency Services Act (ESA): An Act within the California Government Code to ensure preparations within the state will be adequate to deal with natural, human-caused, or war-caused emergencies which result in conditions of disaster or extreme peril to life, property, and the natural resources of the state, and generally to protect the health and safety and preserve the lives and property of the people of the state.

Catastrophe: Any natural or human-caused incident, including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

Command: The act of directing, ordering, or controlling by explicit statutory, regulatory, or delegated authority.

Command/Management: Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the SEMS EOC levels.

Command Post: See Incident Command Post.

Command Staff: The Command Staff at the SEMS Field Level consists of the Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. These officers are also found at the EOC levels in SEMS and they report directly to the EOC Director and comprise the Management Staff. They may have an assistant or assistants, as needed.

Common Terminology: Normally used words and phrases to establish consistency - avoids the use of different words/phrases for the same concepts. Allows diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

Communications: Process of the transmission of information through verbal, written, or symbolic means.

Continuity of Government (COG): Activities that address the continuance of constitutional governance. COG planning aims to preserve and/or reconstitute the institution of government and ensure that a department or agency's constitutional, legislative, and/or administrative responsibilities are maintained. This is accomplished through a succession of leadership, the pre-delegation of emergency authority, and active command and control during response and recovery operations.

Continuity of Operations (COOP): Planning should be instituted, including all levels of governments, across the private sector and non-governmental organizations as appropriate, to ensure the continued performance of core capabilities and/or critical government operations during any potential incident.

Coordination: The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority of viable alternatives for the selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra- or inter-agency) does not involve dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within the limits established by specific agency delegations, procedures, legal authority, etc. Multiagency or interagency coordination is found at all SEMS levels.

Coordination Center: Term used to describe any facility used for the coordination of agency or jurisdictional resources in support of one or more incidents.

Corrective Actions: Implementing procedures based on lessons learned from actual incidents or from training and exercises.

Cost Unit: Functional unit within the Finance/Administration Section responsible for tracking costs, analyzing cost data, making cost estimates, and recommending cost-saving measures.

Critical Infrastructure: Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Cyber Threat: An act or threat that poses potentially devastating disruptions to critical infrastructure, including essential communications such as voice, email, and Internet connectivity

Cybersecurity: The protection of data and systems in networks that are connected to the Internet, including measures to protect critical infrastructure services. These services may include essential communications such as voice, email, and Internet connectivity.

Demobilization: The orderly, safe, and efficient return of an incident resource to its original location and status.

Department Operations Center (DOC): An Emergency Operations Center (EOC), specific to a single department or agency where the focus is on internal agency incident management and response. They are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

Disaster: A sudden calamitous emergency event bringing great damage, loss, or destruction.

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Section Chief. A Division is located within the ICS organization between the Branch and resources in the Operations Section.

Documentation Unit: Functional unit within the Planning/Intelligence Section responsible for collecting, distributing, recording, and safeguarding all documents relevant to an incident or within an EOC.

Emergency: Any incident(s), whether natural or human-caused, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives, protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Management Assistance Compact (EMAC): A congressionally-ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

Emergency Management Community: The stakeholders in emergency response in California include the residents of California, the private sector, and federal, state, local, and tribal governments.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOC may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or some combination thereof.

Emergency Operations Plan (EOP): The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

Emergency Resource Directory (ERD): A directory containing information on agency or organization personnel emergency certifications and qualifications, and vendor and support organization supplies, equipment, etc. that may be needed during an emergency. Supplies and equipment can include such items as potable water tenders, portable toilets, heavy equipment, prepared meals, bulk foodstuffs, cots, rental office trailers, etc. To the extent possible and when appropriate, equipment should be typed by capability according to a common and accepted typing schematic. Emergency resource directories should only include those items likely to be needed by the preparing agency or organization in the performance of their duties and should not attempt to include everything that may be needed in an emergency.

Emergency Response Agency: Any organization responding to an emergency, or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center.

Emergency Response Personnel: Personnel affiliated with or sponsored by emergency response agencies.

EOC Action Plan: The plan developed at SEMS EOC levels, contains objectives, actions to be taken, assignments, and supporting information for the next operational period.

Essential Facilities: May include facilities such as law enforcement, fire, emergency operations centers, schools, medical facilities, and other resources that have a role in an effective and coordinated emergency response.

Evacuation: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

Federal: Of or pertaining to the federal government of the United States of America.

Finance/Administration Section: The section responsible for all administrative and financial considerations surrounding an incident or EOC activation.

Function: Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The same five functions are also found at all SEMS EOC Levels. At the EOC, the term Management replaces Command. The term function is also used

when describing the activity involved, (e.g., the planning function). A sixth function, Intelligence/Investigations, may be established, if required, to meet emergency management needs.

Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. See Division.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

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

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for the management of the incident during one or more operational periods.

Incident Base: The location at which primary Logistics functions for an incident are coordinated and administered. The Incident Command Post may be co-located with the base. (Incident name or another designator will be added to the term base.)

Incident Command: Responsible for the overall management of the incident and consists of the Incident Commander, either single or unified command, and any assigned supporting staff.

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

Incident Command Post (ICP): The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Information: Pieces of raw, unanalyzed data that identifies persons, evidence, events; or illustrates processes that specify the occurrence of an event. May be objective or subjective, and

is intended for both internal analysis and external (news media) application. Information is the medium that produces intelligence.

Intelligence: Product of an analytical process that evaluates information collected from diverse sources, integrates the relevant information into a cohesive package and produces a conclusion or estimate. The information must be real, accurate, and verified before it becomes intelligence for planning purposes. Intelligence relates to the specific details involving the activities of an incident or EOC, current and expected conditions, and how they affect the actions taken to achieve operational period objectives. Intelligence is primarily intended for internal use and not for public dissemination.

Intelligence/Investigations: Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities (or the individual(s) involved) including terrorist incidents or information that leads to the determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

Interoperability: Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real-time, when needed and when authorized.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction over an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., federal, state, tribal, and local boundary lines) or functional (e.g., law enforcement, public health).

Key Resources: Any publicly or privately controlled resources essential to the minimal operations of the economy and government.

Liaison: A form of communication for establishing and maintaining mutual understanding and cooperation.

Liaison Officer: A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for coordinating with representatives from cooperating and assisting agencies or organizations. At SEMS EOC Levels, reports directly to the EOC Director and coordinates the initial

entry of Agency Representatives into the Operations Center and also provides guidance and support for them as required.

Local Government: According to Federal Code (Homeland Security Act of 2002, Pub. L. 107–296, 116 Stat. 2135.) county, municipality, city, town, township, local public authority, school district, special district, intrastate district, a council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity.

Logistics: Providing resources and other services to support incident management.

Logistics Section: The section responsible for providing facilities, services, and material support for an incident or EOC activation.

Management Staff: See Command Staff.

Mitigation: Provide a critical foundation in the effort to reduce the loss of life and property from natural and/or human-caused disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

Mobilization: The process and procedures used by all organizations - federal, state, tribal, and local - for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Mobilization Center: An off-emergency location where emergency services personnel and equipment may be temporarily located, pending assignment to emergencies, released, or reassigned.

Multiagency or Inter-Agency Coordination: The participation of agencies and disciplines involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

Multiagency Coordination Group (MAC Group): Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multi-agency committees, emergency management committees, or as otherwise defined. It can provide coordinated decision-making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination System(s) (MACS): Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures, and

communications. Two of the most commonly used elements are EOC and MAC Groups. These systems assist agencies and organizations in responding to an incident.

Mutual Aid Agreements and/or Assistance Agreements: Written or oral agreements between and among agencies/organizations and/or jurisdictions that provide a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

Mutual Aid Coordinator: An individual at the local government, Operational Area, Region, or State Level that is responsible to coordinate the process of requesting, obtaining, processing, and using mutual aid resources. Mutual Aid Coordinator duties will vary depending upon the mutual aid system.

Mutual Aid Region: A mutual aid region is a subdivision of Cal OES established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more Operational Areas.

National: Of a nationwide character, including the federal, state, tribal, and local aspects of governance and policy.

National Incident Management System (NIMS): Provides a systematic, proactive approach guiding government agencies at all levels, the private sector, and non-governmental organizations to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

National Response Framework (NRF): A guide to how the nation conducts all-hazards incident management.

Non-governmental Organization (NGO): An entity with an association based on the interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with the government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Officer: 1) The ICS title for the personnel responsible for the Command Staff (Management Staff at EOC) positions of Safety, Liaison, and Public Information. 2) One who holds an office or post; especially one elected or appointed to a position of authority or trust in a corporation, government, institution, etc.

Operational Area (OA): An intermediate level of the state emergency organization, consisting of a county and all other political subdivisions within the geographical boundaries of the county.

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually last 12-24 hours.

Operations Section: The section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, it normally includes subordinate branches, divisions, and/or groups. At the SEMS EOC levels, the section is responsible for the coordination

of operational activities. The Operations Section at an EOC contains branches, groups, or units necessary to maintain an appropriate span of control.

Organization: Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, the private sector, and/or non-governmental organizations.

Planning Section: The section responsible for the collection, evaluation, and dissemination of operational information related to the incident or EOC activities and for the preparation and documentation of the IAP or EOC action plan respectively. This section also maintains information on the current and forecasted situation and the status of resources assigned to the incident or EOC activation.

Political Subdivisions: Includes any city, city and county, county, tax or assessment district, or other legally authorized local governmental entity with jurisdictional boundaries.

Preparedness: A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within NIMS, preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting or disrupting illegal activity, and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

Protocols: Sets of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

Public Information: Processes, procedures, and systems for communicating timely, accurate, and accessible information on the incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

Public Information Officer (PIO): A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

Recovery: The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private–sector, non-governmental, and public assistance programs to provide housing and to promote restoration;

long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Recovery Plan: A plan developed to restore the affected area or community.

Regional Emergency Operations Center (REOC): Facilities found at Cal OES Administrative Regions. REOC provides centralized coordination of resources among OA s within their respective regions and between the OA s and the State Level.

Reimbursement: Provide a mechanism to recoup funds expended for incident-specific activities.

Resource Management: Efficient emergency management and incident response require a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid agreements and assistance agreements; the use of special federal, state, tribal, and local teams; and resource mobilization protocols.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or an EOC.

Response: Activities that address the short-term, direct effects of an incident. The response includes immediate actions to save lives, protect property, and meet basic human needs. The response also includes the execution of EOP and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Response Personnel: Includes federal, state, territorial, tribal, sub-state regional and local governments, private sector organizations, critical infrastructure owners, and operators, NGO and all other organizations and individuals who assume an emergency management role. Also known as an Emergency Responder.

Safety Officer: A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for monitoring incident operations and advising the IC on all matters relating to operational safety, including the health and safety of emergency responder personnel. The Safety Officer may have assistants.

Section: The organizational level having responsibility for a major functional area of incident or EOC Management, (e.g., Operations, Planning, Logistics, Finance/Administration) and Intelligence/Investigations (if established). The section is organizationally situated between the branch and the Incident Command.

Situation Report: Often contains confirmed or verified information regarding the specific details relating to the incident.

Span of Control: The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals (Under NIMS, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.).

Special District: A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate, and maintain systems, programs, services, or projects [as defined in California Code of Regulations (CCR) Section 2900(s)] for purposes of natural disaster assistance. This may include joint powers authority established under Section 6500 et. seq. of the California Code of Regulations.

Stafford Act: The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) establishes the programs and processes for the federal government to provide disaster and emergency assistance to states, local governments, tribal nations, individuals, and qualified private nonprofit organizations. The provisions of the Stafford Act cover all hazards including natural disasters and terrorist events. Relevant provisions of the Stafford Act include a process for Governors to request federal disaster and emergency assistance from the President. The President may declare a major disaster or emergency.

Staging Area: Established on an incident for the temporary location of available resources. A Staging Area can be any location on an incident in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

Standard Operating Procedure (SOP): Complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or several interrelated functions uniformly.

Standardized Emergency Management System (SEMS): A system required by California Government Code and established by regulations for managing a response to multiagency and multijurisdictional emergencies in California. SEMS consists of five organizational levels, which are activated as necessary: Field Response, Local Government, OA, Region, and State.

Standardized Emergency Management System (SEMS) Guidelines: The SEMS guidelines are intended to assist those responsible for planning, implementing, and participating in SEMS.

Standardized Emergency Management System (SEMS) Regulations: Regulations establishing the Standardized Emergency Management System (SEMS) based upon the Incident Command System (ICS) adapted from the system originally developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program including those currently in use by State agencies, the Multiagency Coordination System (MACS) as developed by FIRESCOPE program, the OA concept, and the Master Mutual Aid Agreement and related mutual aid systems. Regulations are found at Title XIX. Division 2. Chapter 1, Section 2400 et. seq.

State: When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Public Law 107−296, 116 Stat. 2135 (2002).

State Operations Center (SOC): The SOC is operated by the California Governor's Office of Emergency Services at the State Level in SEMS. It is responsible for centralized coordination of state resources in support of the three Regional Emergency Operations Centers (REOC). It is also responsible for providing updated situation reports to the Governor and Legislature.

Strategy: The general plan or direction selected to accomplish incident objectives.

System: An integrated combination of people, equipment, and processes that work in a coordinated manner to achieve a specific desired output under specific conditions.

Technical Assistance: Support provided to state, tribal, and local jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design or hazardous material assessments).

Technical Specialists: Personnel with special skills that can be used anywhere within the SEMS organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs and they are typically certified in their fields or professions.

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Public Law 107–296, 116 Stat. 2135 (2002).

Threat: An indication of possible violence, harm, or danger.

Tools: Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

Tribal: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.].

Type: 1) An ICS resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of incident management teams) experience and qualifications. 2) A class, kind, or group sharing one or more characteristics; category. 3) A variety or style of a particular class or kind of things.

Unified Command: An ICS application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

Unit: The organizational element with functional responsibility for a specific incident planning, logistics, or finance/administration activity.

Vital Records: The essential agency records needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the Government and those affected by Government activities (legal and financial rights records).

Volunteer: For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.101.

Attachment 4: Sample Emergency Proclamation

PROCLAMATION OF THE EXISTENCE OF A LOCAL EMERGENCY

(By the Director of Emergency Services)

WHEREAS, Section 11.6, Article 1, Chapter 11, of the Municipal Code of the City of Mountain View 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, subject to ratification by the City Council within seven (7) days; and

WHEREAS, the Centers for Disease Control and Prevention (CDC) considers the novel coronavirus (COVID-19) to be a very serious public health threat with outcomes ranging from mild sickness to severe illness and death; and

WHEREAS, COVID-19 is easily transmissible from person to person and has spread globally to over 118 countries, infected more than 125,000, and killed more than 4,000 individuals as of March 11, 2020 per the World Health Organization; and

WHEREAS, on January 31, 2020, the United States Department of Public Health and Human Services Secretary Alex Azar declared a public emergency for COVID-19 beginning on January 27, 2020; and

WHEREAS, on January 31, 2020, the first case of COVID-19 was confirmed in the County of Santa Clara ("County"); and

WHEREAS, on February 10, 2020, the Board of Supervisors of the County ratified and extended the County's Director of Emergency Services' declaration and proclamation of a local health emergency; and

WHEREAS, on March 4, 2020, Governor Gavin Newsom declared a state of emergency in the State of California due to the number of confirmed cases of COVID-19 in the State; and

WHEREAS, on March 9, 2020, the County Public Health Department announced the first death from COVID-19 and the Public Health Officer issued a mandatory order requiring the cancelation of mass gatherings of 1,000 or more people in the County, taking effect at 12:00 a.m. on March 11, 2020; and

WHEREAS, on March 11, 2020, the World Health Organization made the assessment that COVID-19 can be characterized as a pandemic; and

WHEREAS, on March 11, 2020, the CDC issued recommendations for 30-day mitigation strategies for the County based on the current situation with COVID-19 transmission and affected health-care facilities, including the recommendation to cancel large gatherings (e.g., greater than 250 people) or move to smaller groupings; and

WHEREAS, on March 11, 2020, the Governor of the State of California announced that California public health officials have determined that gatherings of more than 250 people should be postponed or canceled across the State until at least the end of March; and
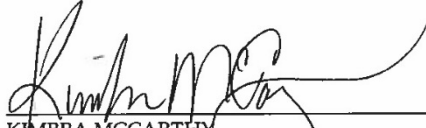
WHEREAS, the health, safety, and welfare of Mountain View residents, businesses, visitors, and staff is of utmost importance to the City, and additional future measures may be needed to protect the community; and

-1-

WHEREAS, the Director of Emergency Services of the City of Mountain View does hereby find:

- The efforts required to prepare for, respond to, mitigate, and recover from the increasing spread of COVID-19 have imposed, and will continue to impose, extraordinary requirements and expenses on the City, requiring diversion of resources from day-to-day operations;

- In addition to the above facts, conditions or threatened conditions caused by COVID-19, including, but not limited to, potential isolation and quarantines of residents, employees, businesses, and public safety workers, give rise to conditions of extreme peril to the safety of persons and property within said City;

- These conditions are, or are likely to be, beyond the control of the services, personnel, equipment, and facilities of the City of Mountain View; and

- The City Council of the City of Mountain View is not in session and cannot immediately be called into session.

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a LOCAL EMERGENCY now exists throughout said City.

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of the local emergency, the powers, functions, and duties of the Director of Emergency Services and the emergency organization of this City shall be those prescribed by State law, the Charter, ordinances, and resolutions of this City; and that the local emergency shall expire unless ratified by the City Council within seven (7) days of this proclamation.

KIMBRA MCCARTHY
DIRECTOR OF EMERGENCY SERVICES

3/12/2020
Date

-2-