



EMERGENCY OPERATIONS PLAN

CITY OF HEALDSBURG

Healdsburg Foss Creek



Healdsburg



TABLE OF CONTENTS

1	BASIC PLAN	3
1.1	PURPOSE	4
1.2	SCOPE	6
1.3	SITUATION OVERVIEW	8
1.3.1	DEMOGRAPHICS	10
1.3.2	CAPABILITY ASSESSMENT	20
1.3.3	MITIGATION OVERVIEW	20
1.3.4	PLANNING ASSUMPTIONS	21

2	CONCEPT OF OPERATIONS	22
2.1	EMERGENCY MANAGEMENT PHASES	24
2.2	PREPAREDNESS, TRAINING, EXERCISES	27

3	ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES	28
3.1	STANDARDIZED EMERGENCY MANAGEMENT SYSTEM	30
3.2	NATIONAL INCIDENT MANAGEMENT SYSTEM	31
3.3	RESPONSE: INCIDENT MANAGEMENT	33
3.4	EMERGENCY OPERATIONS CENTER ORGANIZATION	34
3.4.1	MANAGEMENT	36
3.4.2	OPERATIONS	36
3.4.3	PLANNING	36
3.4.4	LOGISTICS	36
3.4.5	FINANCE AND ADMINISTRATION	36
3.4.6	PUBLIC INFORMATION AND JOINT INFORMATION CENTER	37
3.4.7	ESSENTIAL FACILITIES	37

4	DIRECTION, CONTROL, AND COORDINATION	39
4.1	RESPONSE PARTNERS	41
4.2	DEPARTMENT OPERATIONS CENTERS	42
4.3	EMERGENCY PROCLAMATIONS	43

TABLE OF CONTENTS

5	INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION	47
5.1	ALERT AND WARNING	50
5.2	PUBLIC INFORMATION	51
5.2.1	PUBLIC INFORMATION OFFICER	53
5.2.2	JOINT INFORMATION SYSTEM	53
5.2.3	JOINT INFORMATION CENTER	53
5.2.4	PUBLIC INFORMATION HOTLINE	54
5.3	INTELLIGENCE AND COMMUNICATIONS	55
5.4	COMMUNICATIONS	57
5.5	EMERGENCY MANAGEMENT INFORMATION SYSTEM	58
5.6	OPERATIONAL AREA UPDATES	59
5.7	VITAL RECORD RETENTION	60

6	MUTUAL AID	61
6.1	MUTUAL AID SYSTEMS	63
6.2	MUTUAL AID PROCESS	65

7	PLAN DEVELOPMENT AND MAINTENANCE	67
----------	---	-----------

8	AUTHORITIES AND REFERENCE	69
8.1	ANNEXES	71

8.2	ACRONYMS	72
8.3	GLOSSARY	73
8.4	REFERENCES	79

1

BASIC PLAN

PURPOSE, SCOPE, SITUATION OVERVIEW,
AND ASSUMPTIONS



SIX PARTS OF THE NATIONAL PREPAREDNESS SYSTEM

1

Identifying & Assessing Risk

2

Estimating Capability Requirements

3

Building & Sustaining Capabilities

4

Planning to Deliver Capabilities

5

Validating Capabilities

6

Reviewing & Updating

1.1

PURPOSE

This City of Healdsburg Emergency Operations Plan (EOP) provides an overview of the jurisdiction’s approach to emergency operations. The Plan identifies emergency response policies, describes the response and recovery organization, and identifies specific roles and responsibilities for City departments, external government partners, and community partners.

The EOP is intended to facilitate coordination between departments and agencies within the City of Healdsburg while ensuring the protection of life, property, and the environment during disasters. This plan complies with the National Incident Management System (NIMS), the National Response Framework (NRF), the Standardized Emergency Management System (SEMS), the Incident Command System (ICS), and is in alignment with the Sonoma Operational Area Emergency Operations Plan, and the California State Emergency Plan (SEP).

This EOP provides the framework for a coordinated effort between the City and its partners and provides stability and coordination during a disaster. This EOP outlines the specific actions that the City will carry out when an emergency exceeds or has the potential to exceed the capacity of the City to respond. It sets forth the organizational framework and addresses steps needed to safeguard the whole community - especially those who are most at-risk, experience the most vulnerabilities, and/or have been historically underserved. This document also identifies opportunities to ensure that all community members’ needs are understood and met in all phases of the emergency response process.

KEY ACTIVITIES

PREPAREDNESS

Planning
Training
Educational Activities

RESPONSE

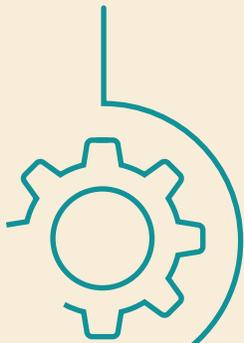
Precautionary Actions
Alerts + Warnings
Evacuation Notifications
Requesting Mutual Aid

RECOVERY

Damage Assessment
Debris Removal
Infrastructure Repairs
Assistance Programs

MITIGATION

Prevent/Reduce Cause
Prevent/Reduce Impact
Act on Lessons Learned



Additionally, this EOP establishes the foundational policies and procedures that define how the City will prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. It provides a description of the emergency management organization and how it is activated. This EOP also:

- Identifies the departments and agencies designated to perform preparedness, response, recovery, and mitigation activities and specifies their roles and responsibilities.
- Sets forth lines of authority and organizational relationships and shows how all actions will be directed and/or coordinated.
- Defines how the City coordinates efforts across all levels of government, the private sector, and nonprofit organizations.
- Demonstrates the City's understanding and adoption of state and federal policies and guidance used to manage emergency operations.
- Specifies the coordination and communications procedures and systems that will be relied upon to alert, notify, recall, and dispatch emergency response personnel; warn the public; and protect residents, property, and the environment.
- Identifies plans and procedures applicable to the EOP as supporting annexes or appendices.
- Describes how the City maintains continuity of government during emergencies that disrupt normal operations.
- Describes how the emergency management response organization transitions to achieve post-disaster recovery objectives.

THIS PLAN IS COMPOSED OF EIGHT SECTIONS



Purpose, Scope, Situation Overview, and Assumptions describes the role of the EOP plus information about the Planning Area.



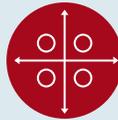
Concept of Operations describes the goals and phases of emergency management.



Organization and Assignment of Responsibilities outlines the systems and roles of individual partners in this plan.



Direction, Control, and Coordination explains the structures in place for coordination of partners.



Information Collection, Analysis, and Dissemination includes alert and warning, public information, and other communications within the Planning Area.



Mutual Aid describes the processes in place to get assistance from outside agencies or jurisdictions, when needed.



Plan Development and Maintenance outlines the process used in developing this EOP and the procedures for updating it in the future.



Authorities and Reference details the various documents and regulations that serve as a basis for this document.

1.2

SCOPE

This Plan is a statement of City policy regarding emergency management. It assigns tasks and responsibilities to City departments and other agencies and organizations specifying their roles before, during, and after an emergency or disaster situation. It was developed pursuant to the California Emergency Services Act and conforms to SEMS.

The level of detail and focus of a plan is defined by its scope. The scope of a plan can be broad or narrow in its applicability. The scope of an emergency plan can be defined by various factors to include, but not limited to geographic or jurisdictional boundaries, organizational authorities, roles, and responsibilities, demographics, specific threats, hazards, or functions, and phases of time. Depending on the scope, emergency plans fall within three broad categories: Strategic, Operational, or Tactical. This EOP is a strategic plan with some operational elements, designed to encompass the capabilities of the City, the whole community, external partners, and the entire spectrum of hazards addressed in the City's Local Hazard Mitigation Plan (LHMP).

An EOP is often referred to as the Base Plan, because it has the flexibility to be applicable for any anticipated or unanticipated emergency or planned event and provides the framework necessary to support response to and recovery from these incidents. The EOP is the centerpiece of the City's emergency planning effort, but it is not meant to define narrowly applicable operational or tactical procedures, and it is not the only plan that addresses emergency management functions. As a framework, it is supported by operational and tactical level plans which are applications of the concepts defined in the EOP.

Once adopted by the City Council, this EOP is in effect and can be activated in whole or in part to respond to:

1

Incidents in or affecting the incorporated areas of the City

2

Public/environmental health emergencies in or affecting the City

3

Non-routine life-safety issues in or affecting the City

The City of Healdsburg may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. An emergency proclamation is not required in order to implement the EOP nor to activate the EOC. EOC deactivation typically occurs when the incident no longer needs the support and coordination provided by the City. This can happen with the resolution of the event or the local jurisdiction being able to meet the needs of the continued response, per SEMS. There may be multiple steps to deactivation, such as having the EOC activated at a lower level, before full deactivation. Depending on the severity of the incident, transition into long-term recovery efforts may continue beyond deactivation. City staff, including the EOC, if activated, will ensure that demobilization and the transfer of authority and support are completed before deactivating.



CITY OF HEALDSBURG

LEVELS OF EMERGENCY PLANNING

<p>Strategic Planning</p>	<p>Sets policy</p>	<ul style="list-style-type: none"> • City of Healdsburg Emergency Operations Plan (Base Plan) • City of Healdsburg Local Hazard Mitigation Plan
<p>Operational Planning</p>	<p>Defines objectives, desired outcomes, and provides direction</p>	<ul style="list-style-type: none"> • Emergency Operations Center Guide • Incident- and Function-Specific Emergency Action Plans • EOC Action Plans
<p>Tactical Planning</p>	<p>Executes directives to achieve objectives</p>	<ul style="list-style-type: none"> • Departmental Emergency Action Plans • Department Continuity of Operations Plans • Standard Operating Procedures • Incident Action Plans

1.3

WHO WE ARE AND WHERE WE LIVE, A SITUATION OVERVIEW



Healdsburg is in Sonoma County, situated at the convergence of inland valleys, defined principally by US Highway 101, the Russian River, surrounding agricultural lands, and mountains to the east and west.

US Highway 101 is the principal coastal route between San Francisco and the Oregon border. The Russian River flows through Healdsburg on its way to the Pacific Ocean, approximately 20 miles to the west. The city lies at the intersection of three rich agricultural valleys—Russian River Valley, Dry Creek Valley, and Alexander Valley—and is at an elevation of between 100 and 430 feet above sea level. East and west beyond the agricultural lands rise subsystems of the Coastal Mountain Range. The Healdsburg city limits contain 4.42 square miles. The city typically experiences a mild climate and is known as a wine and culinary epicenter.

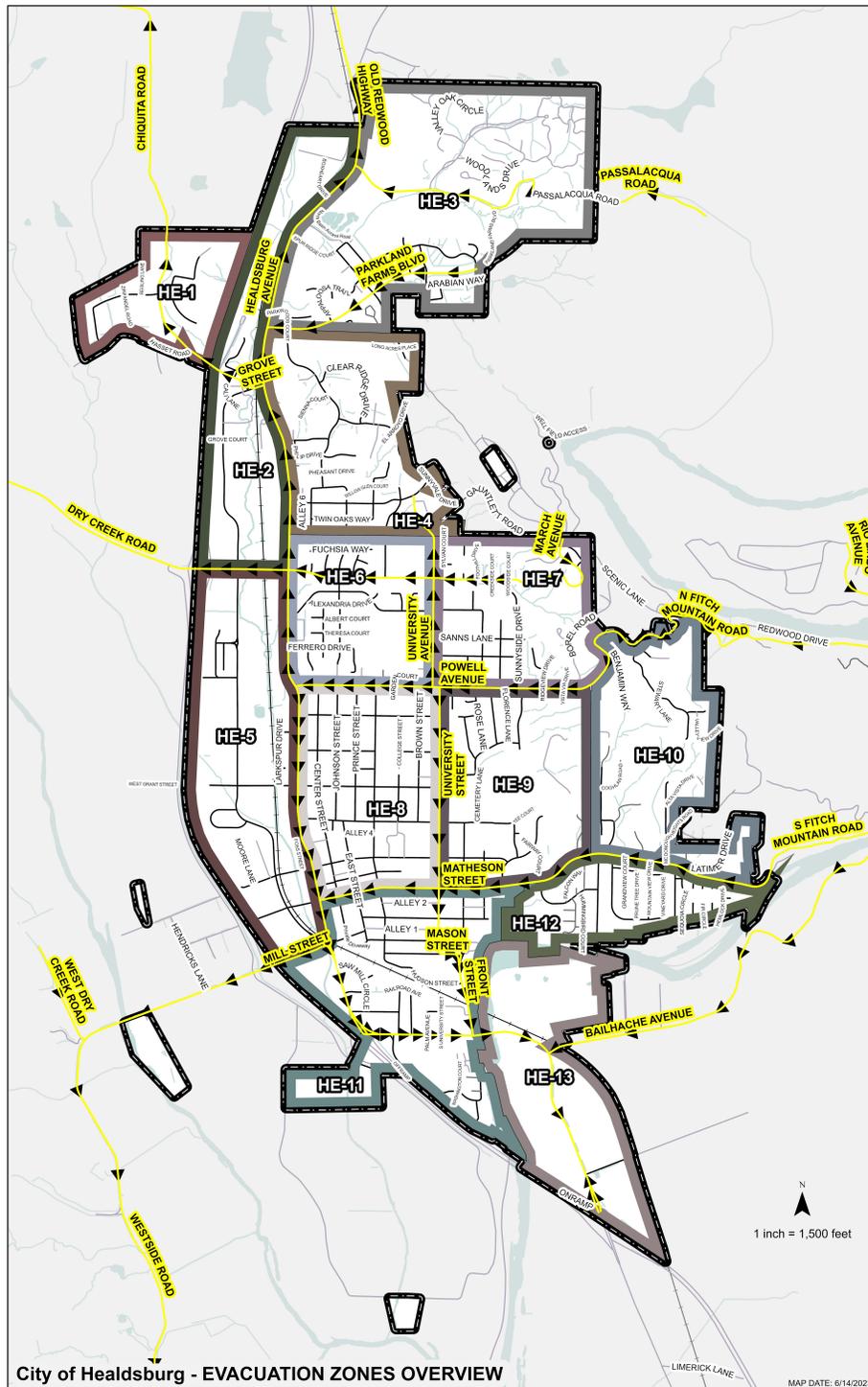
Transportation to and within Sonoma County includes rail, bus, air, and highway systems. There is a small municipal airport located in Healdsburg but the main airport servicing Healdsburg is the Sonoma County Airport in Santa Rosa. Public bus service is provided by Sonoma County Transit. SMART is in the process of building a commuter rail-line that will stop in Healdsburg.

Healdsburg’s city limits include more than 100 acres of noncontiguous, City-owned land. These properties

contain several critical facilities, including the Healdsburg Municipal Airport, Corporation Yard, Water Reclamation Facility, City owned electrical system, and various water distribution system facilities.

The Sonoma County General Plan limits urban development in unincorporated areas by establishing Urban Service Boundaries, which designate geographic areas planned for a full range of public services and infrastructure, such as sewer, water, roads, and police and fire protection. Healdsburg’s Urban Service Area coincides with an Urban Growth Boundary adopted by City voters and a Sphere of Influence determined by Sonoma Local Agency Formation Commission (LAFCO). The Urban Service Area includes more than 1,000 acres located outside the incorporated city, including the Fitch Mountain area. Bounded by the City to the west and the Russian River to the north, east, and south, this portion of unincorporated Sonoma County includes low-density residential development on the flanks of the mountain. The higher portions of the mountain remain open space that is permanently protected by a conservation easement.

City of Healdsburg Evacuation Zones Map



SCAN TO VISIT:
www.HealdsburgEmergency.org

1.3.1 DEMOGRAPHICS

The vulnerability of people and groups to hazard events is dynamic, varying with physical location as well as economic, social, geographic, demographic, cultural, institutional, governance, and environmental factors. The impacts of a hazard event on individuals and communities can depend on factors such as socio-economic, education, race, ethnicity, religion, gender, age, access and functional needs, and health status. The capacity to anticipate, cope with, and adapt to a hazard is an important factor of vulnerability. These factors often overlap spatially. Using spatial analysis to locate areas where there are higher concentrations of people experiencing different vulnerabilities can help to extend focused public outreach, education, and resources to these residents. Understanding communities' makeup and demographic changes over time is important to making decisions that may impact these communities in the future, such as land use decisions that affect housing, businesses, public facilities and services, and transportation.

In 2023, the population of Healdsburg was estimated to be 11,137 people. This is a 1.9% decrease from 2020 when the estimated population was 11,350. The overall population of Healdsburg is expected to gradually decrease over the next several years. According to the California Department of Finance's population projections, Healdsburg is expected to gradually decrease over the next several years. Latinos make up nearly 28% of Healdsburg residents and Caucasian residents comprise just under 65% of the total population. The Migration Policy Institute estimates that 27,000 undocumented immigrants reside within all of Sonoma County, 86% of whom are from Mexico or Central America.

Undocumented workers in the City have been hit particularly hard by wildfires and the pandemic, as many work in industries that have been disproportionately impacted by both. They are also more likely to work under dangerous conditions including toxic air quality, exposure to COVID-19, lack of access to clean bathrooms and water, lack of vital information in their language, and a majority do not have health coverage. Healdsburg is also home to a significant Indigenous farmworker population that face challenges of often being undocumented, not speaking English, and earning low wages.



About 28% of Healdsburg residents are over the age of 65 years old, with many having one or more disabilities.



About 10% of Healdsburg residents report having one or more disabilities, with more prominence in older age groups. Approximately 28% of the City's residents are above the age of 65 years old. Cultural responsiveness in disaster planning must include support for neurodiverse individuals, individuals with disabilities, and individuals who are medically complex. In accordance with Title II of the Americans with Disabilities Act (ADA), emergency and disaster-related programs must address the needs of individuals with a physical or mental impairment that substantially limits one or more major life activities, has a history of such impairment, or is perceived to have such an impairment.

Access and Functional Needs (AFN) are defined more broadly. Although not a comprehensive list, some Access and Functional Needs areas include individuals with physical, developmental, or intellectual limitations, chronic conditions or injuries, limited or no English proficiency, as well as older adults, children, infants, and pregnant women. Individuals experiencing accessibility challenges are the most knowledgeable about their own needs, and planning must include representation of that community. Not all persons experiencing vulnerabilities will have the same needs. It is necessary for the City to maintain connections with local community groups and for the City to conduct significant outreach to ensure policies and procedures

best reach all residents in the City of Healdsburg. This Plan seeks to foster inclusion and integration of AFN in all aspects of emergency planning so that all groups, especially persons experiencing conditions that put them at disproportional risk during a disaster, have enhanced opportunities to be supported by the City's emergency services. Examples of planning considerations are shelter location selection, communication protocol, and program modifications.

HAZARD ANALYSIS SUMMARY

The City's current Hazard Mitigation Plan was adopted by the City Council in February 2024. This Plan identifies and assesses natural hazards including, areas at risk, risk factors, and potential impacts.

Incorporating data from past disasters as well as computer modeling, these analyses allow the City of Healdsburg to assess the risks and future probabilities as well as the scale of vulnerability. Consistent with Healdsburg's current Local Hazard Mitigation Plan (LHMP) revision, the following hazards have been confirmed as a threat to the City's safety, economy, and livelihood based on an in-depth threat assessment. For each hazard, a profile has been established describing the hazard in general, as well as details specific to Healdsburg. More lengthy profiles can be found in the LHMP.



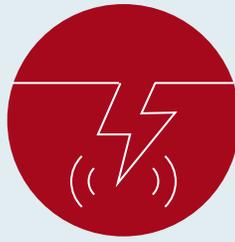
WILDFIRE

The combination of high fuel loads in the wooded areas, along with geographical and topographical features, create a significant natural hazard of large wildfires in Healdsburg and the surrounding area. These factors, combined with natural weather conditions common to the area, including periods of drought, low relative humidity, and significant winds, can result in frequent and sometimes catastrophic fires.

A wildfire is an uncontrolled fire in which the primary fuel is natural vegetation. Wildfires can consume thousands of acres of vegetation, timber, and agricultural lands. Fires ignited in wild land areas can quickly spread to areas where residential or commercial structures are intermingled with wildland vegetation. Similarly, fires that start in urbanized areas can grow into wildfires. Wildland/urban interface (WUI) fire hazards are especially pronounced in areas of high structure densities adjacent to undeveloped open space areas and narrow roads with dense vegetation. A WUI fire may result in death, injury, utility outages, economic, property, or job loss, subsequent mental health challenges, and a large public

investment in firefighting activities. Healdsburg residents, particularly those who work outdoors, may also be impacted by unhealthy air quality from wildfire smoke within the City or carried by winds from the surrounding area. fires can also create more favorable conditions for other hazards such as flooding, landslides, and erosion during the subsequent rainy season. Wildfire season in Healdsburg typically spans the months after the last spring rains have fallen and until the first fall or winter rains occur. The summer months have the greatest potential for wild land fires as vegetation dries out, humidity levels fall, and offshore winds blow. Wild land fire behavior is based on three primary factors:

weather, topography, and fuel. Since 2017, Sonoma County has been impacted by six major wildfires, which have prompted community evacuations and massive resource engagement from the local and state jurisdictions. Wildfire severity is categorized into three zones: moderate, high, and very high. Healdsburg has no areas located in the very high severity zone. Per an exposure analysis completed for the City’s LHMP, over 50 percent of the city’s critical facilities, about 30 percent of residential structures, and almost 25 percent of the population are in a moderate or high wildfire severity zone (fire hazard severity zone and historic fire perimeter maps are provided in the City’s LHMP – Annex B of the EOP).



EARTHQUAKE

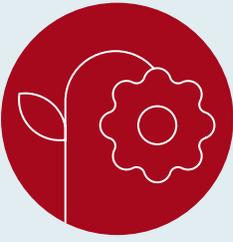
Earthquakes are caused by the movement of large pieces of the earth’s crust, called tectonic plates. As the tectonic plates move against each other, they can become stuck together, causing stress between the plates to build up until it eventually overcomes the friction holding them together. When this happens, the stress is released and the plates suddenly slip past each other, creating the shaking that is called an earthquake. The City is in a

seismically active region, and all of Healdsburg is at risk of one or more seismic hazards. The motion between the Pacific and North American tectonic plates occurs primarily on the faults of the Eastern California Shear Zone and the San Andreas fault system, which includes the Healdsburg-Rodgers Creek fault that passes through the eastern and northern areas of the city, as well as the San Andreas fault to the west, and the Maacama fault, to the east. Modern earthquake modeling techniques indicate that a major earthquake could likely cause fire from broken gas lines and power lines, flooding from broken dams, fatalities and injuries from falling debris or secondary hazards, utility outages, and economic losses. Earthquakes can also cause roads that are blocked or damaged, preventing access throughout the area and isolating residents and emergency service providers needing to reach vulnerable populations or to make repairs. The Rodger’s Creek Fault is considered the greatest earthquake threat to Healdsburg because of the high probability of rupture and its proximity to the City’s greatest concentration of population, governmental services, and infrastructure. All of Healdsburg, including all critical facilities, residential building units, and population, fall within areas with the potential for either a violent or extreme level of ground shaking.

Fault Parameters

Fault	Distance and Direction from Healdsburg	Maximum Moment Magnitude
Healdsburg-Rodgers Creek	Crosses portions of Healdsburg	7.0
Maacama	4.5 miles north	6.9
San Andreas	19 miles west	7.9
Hunting Creek	29 miles northeast	6.9
West Napa	28 miles southeast	6.5
Concord-Green Valley	40 miles east	6.9
Cordelia	43 miles southeast	6.7
Hayward	46 miles southeast	7.1
San Gregorio	52 miles south	7.3

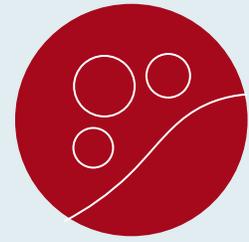
Source: City of Healdsburg Local Hazard Mitigation Plan, 2023



DROUGHT

A drought is a long-term water shortage caused by an extended period with little to no precipitation that can lead to a decline in available water supplies. Drought vulnerability is primarily measured by its potential impact on sectors of the city’s economy and natural resources. Healdsburg is very sensitive to the impacts of drought due to its growing population, dependence on a single key water source, agricultural economic base, and environmental concerns. Healdsburg is also known as a wine and culinary epicenter. Fortunately, over 57% of jobs are not related to wineries so the city's economy is not solely based on the wine industry and tourism.

Drought produces a complex web of impacts that spans many sectors of health and safety as well as the economy and reaches well beyond the area experiencing physical drought. This complexity exists because water is integral for producing goods and providing services. Direct impacts related to drought in Healdsburg include reduced crop, rangeland, and forest productivity; increased fire hazard; reduced water levels; increased livestock and wildlife mortality rates; and water rationing. Social impacts mainly involve public safety, health, conflicts between water users, reduced quality of life, and inequities in the distribution of impacts and disaster relief.

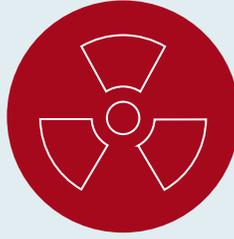


LANDSLIDE

Landslides are described as the downward mass movement of a slope of materials under the force of gravity. Extended periods of intense rainfall during the winter months are the primary cause of landslides in the region. In Healdsburg, the complex geology and groundwater formations mixed with the many creeks and micro-watersheds and large differential magnitude of rainfall patterns facilitate a high susceptibility for landslide hazards. The hazards are greatest on slopes of thirty percent or greater but can occur on slopes of fifteen percent or less depending on geologic deposits, vegetation, and building patterns. Historic landslides are perhaps the best indicator of where landslides will occur again unless the conditions that contributed to the prior landslide have been mitigated. Areas included in and around recent burn scars are also vulnerable to landslides and debris movement. The landslide risk in Healdsburg is largely in the hillier northern and eastern parts of the community. Because of Healdsburg’s topography, landslides will most likely occur during periods of heavy rain.

Category	Description	Possible Impacts
D0	Abnormally dry	Slower growth of crops of pastures compared to normal.
D1	Moderate drought	Some danger to crops and pastures. Streams, reservoirs, or wells low. Some water shortages may be developing or imminent.
D2	Severe Drought	Likely crop and pasture losses. Water shortages are common, leading to restrictions.
D3	Extreme Drought	Major crop and pasture losses. Widespread water shortages.
D4	Exception Drought	Exceptional and widespread crop and pasture losses. Emergency shortages develop.

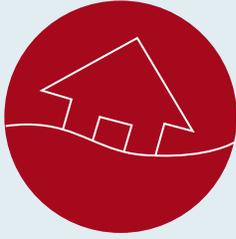
Per an exposure analysis completed for the City's LHMP, about 30 percent of the City's critical facilities, 25 percent of residential structures, and 17 percent of the population are in a slight to moderate or moderate to high landslide zone. Landslides pose numerous risks to critical facilities and infrastructure. Risks, or the harm or losses, that are likely to result from exposure to landslides include blocked or damaged roads, fatalities and injuries, damage to utility distribution lines, economic losses, damaged vegetation, and impacts to river ecosystems.



Public Safety Power Shutoff (PSPS)

Although a Public Safety Power Shutoff (PSPS) is technically not a threat or a hazard, it is included in this section because the initiation of a PSPS can have similar impacts to a community as an emergency that causes a power outage in the City. There are three types of electrical power outages: planned for maintenance, unplanned (car-pole accidents & squirrels), and preemptive - PSPS. A PSPS event could be implemented as a result of transmission grid emergencies, a heightened risk of wildfires due to certain weather conditions, an existing wildfire that could damage facilities or present a hazard to firefighters, or other circumstances where electrical lines need to be de-energized for public safety. Over the last decade, California has experienced increased, intense, and record-breaking wildfires in Northern and Southern California. With the continuing threat of wildfire, electric utilities may

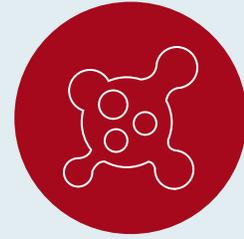
proactively cut power to electrical lines that may fail in certain weather conditions to reduce the likelihood that their infrastructure could cause or contribute to a wildfire. This effort to reduce the risk of fires caused by electric infrastructure by temporarily turning off power to specific areas is called a PSPS. While a PSPS is a technique employed to reduce risk, a PSPS event leaves communities and essential facilities without power, which brings its own risks and hardships, particularly for vulnerable communities and individuals. Shutoffs may last as long as six days. It is key to keep community members informed and to connect with those who depend on power for certain medical and independent living needs both before and during de-energization events. The City of Healdsburg operates its own electric utility, but the City's sub-station is powered by PG&E transmission lines. Shutting down transmission lines is not as common as shutting down distribution lines. Therefore, while the City of Healdsburg has more control over the PSPS process than most cities and, if necessary, can initiate its own PSPS, the City has no control over PG&E's decision to de-energize Healdsburg's transmission source; during the Kincade Fire power to the City was shutoff for five days.



FLOOD

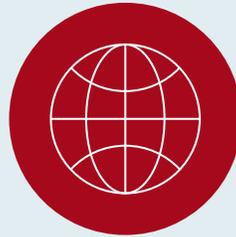
Flooding is the accumulation of water in areas where none usually occurs or the overflow of excess water from a stream, river, lake, reservoir, or coastal body of water onto adjacent floodplains. The Russian River and Foss Creek are the dominant flooding hazards for Healdsburg, with Foss Creek having the greatest potential to cause flooding in the City. Per an exposure analysis completed for the City’s LHMP, 20% of the City’s critical facilities, about 8% of residential structures, and about 9% of the City’s population are in a 1% annual chance or 0.2% annual chance flood zone. Flooding poses numerous risks to critical facilities and infrastructure. Risks, or the harm or losses, that are likely to result from exposure to flooding include blocked or damaged roads that can prevent access throughout the area and can isolate residents and emergency service providers needing to reach vulnerable populations or to make repairs, bridges washed out or blocked by floods or debris from floods can cause isolation, creek or river floodwaters can back up drainage systems, causing localized flooding, floodwaters

can get into drinking water supplies, causing contamination, sewer systems can back up, causing waste to spill into homes, neighborhoods, rivers, and streams, and underground utilities can be damaged.



INFECTIOUS DISEASE (PANDEMIC)

Officially declared a pandemic by the World Health Organization on March 11, 2020, recent experiences with Coronavirus Disease 2019 (COVID 19) have shown that a pandemic poses a serious threat to all communities, including Healdsburg. Although COVID-19 is presumably thought to have initiated outside the United States in late 2019, it began to heavily impact the contiguous United States in early 2020. The impact of the COVID-19 pandemic has been disproportionately felt by low-income workers and communities of color. California, located on the West Coast and with several major ports of entry for international flights and shipping, could be among the first US locations for a pandemic to establish a foothold. This was the case with COVID-19. Healdsburg’s proximity to the Highway 101 transportation corridor could speed the transmission of the contagion as well as impact response efforts. The City’s strength in tourism is also a risk - both in increasing the spread and an economic risk in the event of a pandemic.



HOW CLIMATE CHANGE AFFECTS HAZARD MITIGATION

Climate change affects the people, property, economy, and ecosystem of the planning area in a variety of ways. Rising temperatures increase the City’s flood vulnerability as well as potential for heat-related injuries and illnesses. The most important effect for the development of this plan is that climate change has a measurable impact on the occurrence and severity of natural hazards.



MULTI-HAZARD APPROACH

To address the likelihood of these and other unexpected disasters, this EOP was designed with a multi-hazard approach. This means that the tools used to address the above threats can be used in other potential emergencies that were not considered likely or consequential at any one time. The results of evaluating risks in this manner allow for prioritization and effective decision-making processes. Multiple events happening either simultaneously or with cascading effects from the initial disaster will also benefit from this multi-hazard risk assessment.





**1.3.2
CAPABILITY ASSESSMENT**

The City’s capability assessment, found in Annex B, City of Healdsburg LHMP, identifies and evaluates the legal and regulatory, human and technical, and financial resources available to accomplish mitigation. The assessment illustrates the capabilities that currently exist, which helps to assess and prioritize potential mitigation actions. Mitigation actions are intended to enhance a community’s resiliency, but the actions need to be grounded in something achievable with existing capabilities. The assessment also identifies gaps in capabilities and resources and provides an opportunity to determine how capabilities can be improved and expanded.

**1.3.3
MITIGATION OVERVIEW**

To reduce personal injury, property damage, and disaster response and recovery costs resulting from natural disasters, Congress adopted the Federal Disaster Mitigation Act of 2000. This Act encourages states and local jurisdictions to plan more wisely and pursue proactive mitigation actions. Mitigation actions reduce vulnerability to natural hazards and increase post-disaster resiliency. It also requires jurisdictions to prepare and adopt a hazard mitigation plan approved by the Federal Emergency Management Agency (FEMA) to remain eligible for various pre- and post-disaster grants and community aid. The guidelines require local governments to incorporate hazard analysis and mitigation strategies into other

planning mechanisms such as General Plans, Capital Improvement Plans, Zoning and Building Codes, and ongoing operations and programs, where appropriate.

Mitigation actions are intended to reduce the disruption or loss of life, property, and economic and environmental impacts that might result from a natural disaster. Mitigation actions also aim to lower the costs that multiple disasters can compound on local, county, state, and Federal budgets. Mitigation differs from an emergency response in that it is proactive rather than reactive. This includes eliminating or reducing the impact of hazards that exist within the City. Details on the City’s mitigation activities are included in City’s Local Hazard Mitigation Plan.



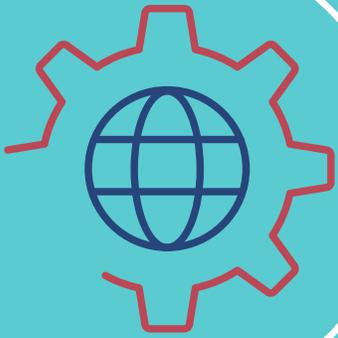
1.3.4 PLANNING ASSUMPTIONS

The following assumptions are made in this Plan:

- All incidents are local.
- The City will commit all available resources to save lives, minimize injury to persons, and minimize damage to property and the environment.
- Emergencies may result in casualties, fatalities, and may displace people from their homes.
- An emergency can result in property loss, interruption of essential public services, damage to basic infrastructure, and significant harm to the environment.
- Emergency management activities are accomplished using SEMS and NIMS.
- Multiple major emergencies may occur simultaneously.
- Local authorities maintain operational control and responsibility for emergency management activities within their jurisdiction, unless otherwise superseded by statute or agreement.
- The greater the complexity, impact, and geographic scope of an emergency, the more multiagency coordination will be required.
- The City Manager, as the Director of Emergency Services, will coordinate the City's disaster response in compliance with City Code.
- Mutual aid assistance is requested when disaster relief requirements exceed the City's ability to meet them.
- Mutual aid assistance is provided when requested if resources are available.
- Individuals, community-based organizations, and businesses may offer services and support in time of disaster.
- Not all communities are impacted equally by disasters. Some communities experience disproportional impacts from response through recovery. People with disabilities, access and functional needs, and other vulnerable populations may require unique resources and approaches to meet their needs during a disaster. Efforts in all phases will take into consideration language, equity, and accessibility needs.

2

CONCEPT OF **OPERATIONS**



The City will identify potential threats to life, property, and the environment, and will develop plans and procedures to protect those assets and lives within its jurisdiction.

These plans and procedures will direct disaster response and recovery activities and will be validated by the conduct of actual responses or by exercising the plans. Deliberate planning provides a solid concept of operations. Incident planning shall build upon the inherent scalability and adaptability of such plans.

2.1

EMERGENCY MANAGEMENT PHASES



The four phases of Emergency Management used in the City of Healdsburg are Preparedness, Response, Recovery, and Mitigation. These phases are not static in nature, and the City can expect to encounter overlap in these phases as they experience an incident.

Preparedness is an ongoing process. Preparedness creates community readiness before a disaster strikes. This phase includes planning, training, educational activities, and other actions which increase operational capabilities. Packing a “go bag” and developing a family evacuation plan are examples of preparedness measures. Increased awareness and preparedness skills can help reduce vulnerability and can limit disruption or harm in the face of a disaster. Conducting community outreach efforts with access and language considerations on the part of the City is especially crucial to support communities who may experience additional challenges at this stage, such as those with access and functional needs, language or technological access concerns. Standard Operating Procedures and checklists will be prepared in advance of an emergency and aim to improve all-hazard resiliency.

The Response phase can be divided into two sections, the first of which is Pre-Emergency Response. At this phase, disaster may be imminent, and actions are precautionary and emphasize protection of life. In a predicted disaster, such as a flood, the City may receive a briefing, the EOC may be activated,

PREPAREDNESS

Creates community readiness before a disaster strikes.

RESPONSE

Pre-emergency response (alerts and warnings) and initial response (assessment).

RECOVERY

Restoration of an affected community in the aftermath of a disaster.

MITIGATION

Actions taken to prevent or reduce the cause, impact, and consequences of disasters.

KEY ACTIVITIES

PREPAREDNESS

- Planning
- Training
- Educational Activities

RESPONSE

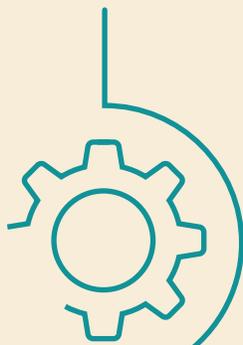
- Precautionary Actions
- Alerts + Warnings
- Evacuation Notifications
- Requesting Mutual Aid

RECOVERY

- Damage Assessment
- Debris Removal
- Infrastructure Repairs
- Assistance Programs

MITIGATION

- Prevent/Reduce Cause
- Prevent/Reduce Impact
- Act on Lessons Learned



and other preparations and notifications may be made based on the anticipated severity of the incident. Following this Pre-Emergency Response, or when no advance warning occurs, the Emergency Response phase attempts to establish and maintain control of the situation while minimizing the effects of the disaster. Examples of this phase include issuing alerts and warnings, coordinating evacuation notifications, and requesting Mutual Aid. Evacuation orders for Healdsburg are issued by the Police Department. The interactions and communication between the field and the EOC are guided by the Incident Command System (ICS). In an extended emergency, the response also includes care and shelter, public information efforts, situation analysis, and initial damage assessments.

Recovery efforts will begin at the outset of an emergency, may overlap with the Response Phase, and will be coordinated through the EOC. During the Recovery Phase, the focus is on the restoration of an affected community in the aftermath of a disaster. Deliberate actions at the onset of an emergency may enhance recovery operations. Based on FEMA's National Disaster Recovery Framework, these efforts involve creating a new normal for those affected by the disaster. Achieving this may include damage assessments; debris removal; infrastructure repairs; local, state, or federal assistance programs; and many other agency and departmental efforts. Identification of hazards continues during this phase, and public health and safety are prioritized. Depending on the severity of the incident, recovery from a single event may take years.

Emergency Response attempts to establish and maintain control of the situation while minimizing the effects of the disaster.

Successful recovery efforts are crucial for caring for our Healdsburg residents and restoring essential services. Recovery efforts must be responsive to the special characteristics and needs of the communities and individuals affected. To that end, response efforts led by the City of Healdsburg will present information in both English and Spanish and strive to be proactive and responsive to addressing gaps that may exist in the accessibility of services for individuals with AFN.



Coordination between many partners is needed to optimize resources, improve partnerships, and seek out opportunities to benefit the community. Partners can include individuals and households, the private sector, nonprofit sector, local government, state government, tribal governments, and the federal government. Recovery efforts are overseen by the City's Assistant City Manager and Emergency Manager.

Mitigation may follow the Recovery Phase and lead into the Preparedness Phase. Mitigation includes actions taken to prevent or reduce the cause, impact, and consequences of disasters, such as decreasing dry fuel and creating defensible space to limit risk from wildfire. These efforts may include the implementation of lessons learned from the previous event. Eliminating or reducing the impact of hazards in the planning area that are a threat to life and property are part of the mitigation efforts. Mitigation tools include:

- Local ordinances and statutes (zoning ordinances, building codes and enforcement, etc.)
- Structural construction measures, such as building levees or retrofitting structures
- Tax levy or abatements
- Land use and hazard mitigation planning

See the City of Healdsburg Local Hazard Mitigation Plan for additional information on mitigation efforts and priorities in the city.





2.2

PREPAREDNESS, TRAINING EXERCISES

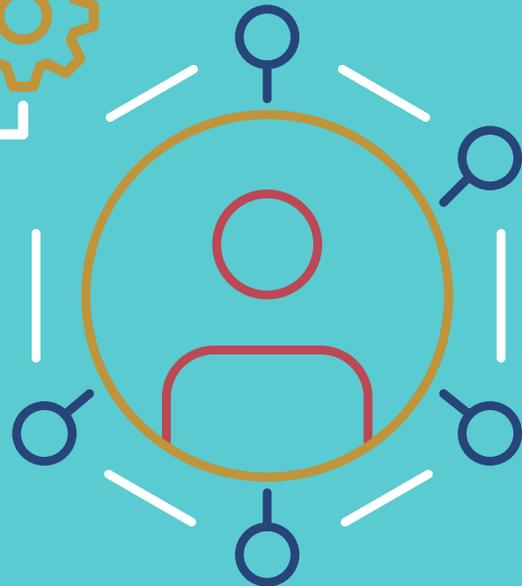
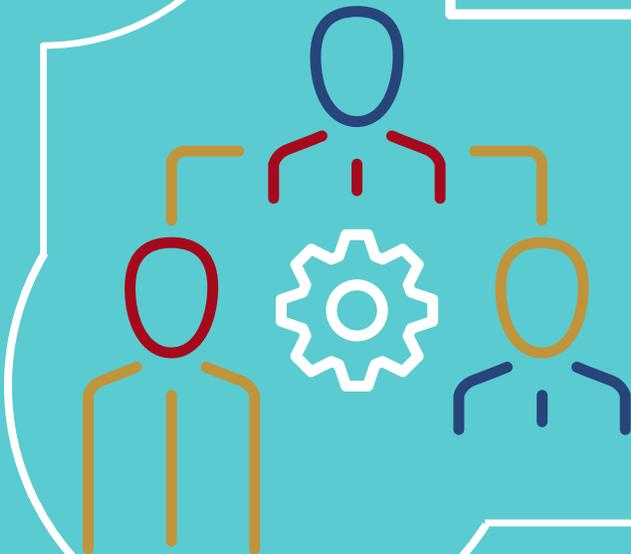
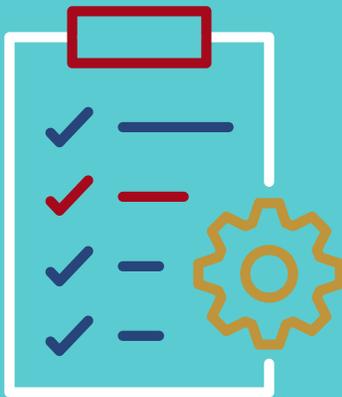
The City of Healdsburg provides vast and up-to-date information for the community on preparedness, current emergencies, local hazard information, and recovery efforts. Comprehensive tools for individual, family, and neighborhood planning are included.

Current Healdsburg emergency management information is available to the public at HealdsburgEmergency.org. This site provides vast and up-to-date information for community members on preparedness, current emergencies, local hazard information, and recovery efforts. Comprehensive tools for individual, family, and neighborhood planning are included on this website. Residents and visitors can also sign up for alerts, which is the best way to protect themselves by staying informed. City educational events and exercises can also be found on the website. Additional bilingual and accessible community outreach and education will occur regularly and will be promoted on social media, and other

public information venues. Drills, such as community evacuation drills, may be conducted in collaboration with community groups to bolster individual and family preparedness. Exercises, from virtual tabletop to full-scale scenarios, may be designed to familiarize partners with plans and capabilities. Regular testing and training reinforces knowledge of procedures, facilities, systems, and equipment. Testing also increases individual confidence while fostering collaboration.

3

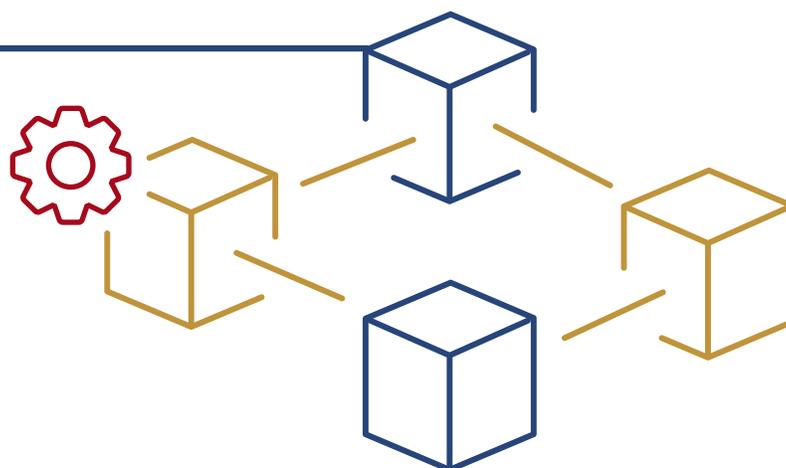
ORGANIZATION & ASSIGNMENT **OF RESPONSIBILITIES**



During all phases of emergency management, the operations begin at the local level and, when needed, expand to include Operational Area, regional, state, or federal resources as the affected jurisdiction requires additional support.

This model of responding at the local level then bringing in the next tier of support, as outlined in SEMS, aligns with NIMS. NIMS provides stakeholder agencies across the whole community with a shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System. The NIMS framework

defines operational systems that guide how personnel work together during incidents. One of the main components of NIMS is the utilization of ICS. The NIMS represents a core set of doctrine, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels.



3.1

STANDARDIZED EMERGENCY MANAGEMENT SYSTEM

The Standardized Emergency Management System (SEMS) is the cornerstone of California’s emergency response system and the fundamental structure for the response phase of emergency management.

The system unifies all elements of California’s emergency management community into a single integrated system and standardizes key elements. The primary goal of SEMS is to aid in communication and response by providing a common management system and language. Core elements of SEMS include the use of ICS, multi-agency coordination, Mutual Aid, and the concept of an operational area.

Multiple agencies must work together effectively to protect lives, property, and the environment during disasters. SEMS facilitates priority setting, interagency cooperation, and the efficient flow of resources and information among responding agencies. The response structure of SEMS begins

when an incident exceeds the response capabilities of first responders, and they establish an Incident Command or need for additional agencies to manage the response. SEMS allows multiple agencies to coordinate and communicate as the response unfolds, rather than acting within departmental silos. As an incident grows, the response may expand to a larger area, which might involve local government in the form of cities or other agencies and require a coordinated response at the County level. If further support were necessary, the request for assistance would go to the Coastal Region, which is one of three regions of Cal OES. From there, requests would go to the State. At that point, the State may request Federal Assistance.

3.2 NATIONAL INCIDENT MANAGEMENT SYSTEM

In response to the events of September 11th, 2001, President George W. Bush issued Homeland Security Presidential Directive-5, which directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS).

NIMS is based in part on the California SEMS model. The Sonoma County OA formally adopted NIMS in September 2006. HSPD-5 requires Federal Departments and agencies to make adoption of NIMS by State and local organizations a condition for Federal preparedness assistance. NIMS includes fourteen defining components.

A critical function of ICS is the responsibility of the individuals within it to communicate both up and down the chain of command, share information, and empower each member.

The City manages and/or coordinates information, resources, and priorities for the local response effort and serves as the coordination and communication link between the local government level and the operational area level. The implementation of SEMS and NIMS is a cooperative effort of all departments and agencies within the City. A critical function of ICS is the responsibility of the individuals within it to communicate both up and down the chain of command, share information, and empower each member.

NIMS

FORMALLY ADOPTED

September 2006

14 DEFINING COMPONENTS

- Common Terminology
- Modular Organization
- Management by Objectives
- Incident Action Planning
- Manageable Span of Control
- Incident Facilities and Locations
- Comprehensive Resource Management
- Integrated Communications
- Establishment and Transfer of Command
- Unified Command
- Chain of Command and Unity of Command
- Accountability
- Dispatch/Deployment
- Information and Intelligence Management

Thus, a diverse EOC builds connectivity of ideas and solutions. The City of Healdsburg's Emergency Manager will lead SEMS and NIMS implementation and planning.

All City staff who may work in the EOC, in a Department Operations Center (DOC), or at the field level will receive appropriate ICS/SEMS/NIMS training as recommended by FEMA. New City personnel receive ICS/SEMS/NIMS awareness training as part of their new employee orientation. To validate preparedness and planning efforts, the City has developed an exercise program that provides periodic exercises for EOC and DOC personnel under ICS/SEMS/NIMS guidelines. Under the guidance issued by the Governor's Office of Emergency Services, NIMS training and self-certification of personnel is the responsibility of individual Law, Fire, EMS, Public Works, and other agencies.

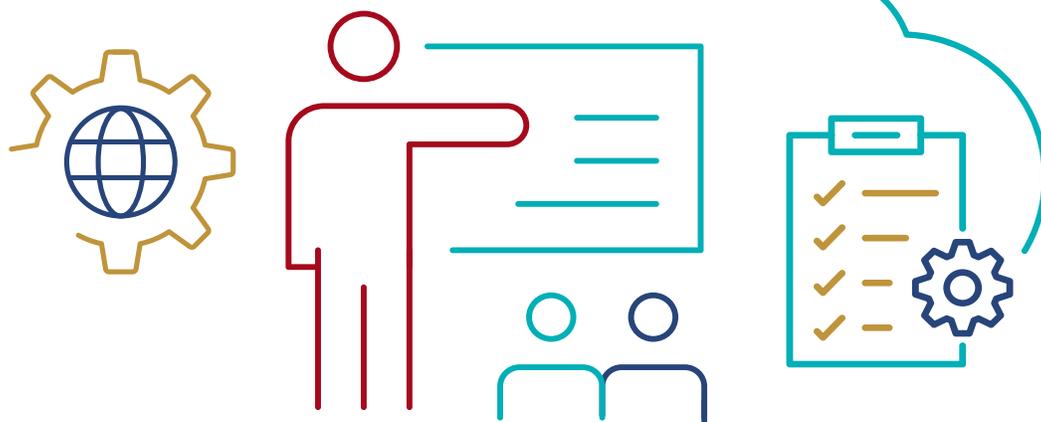
FIELD RESPONSE

LOCAL GOVERNMENT, OPERATIONAL AREA, REGION, AND STATE



3.3

RESPONSE: INCIDENT MANAGEMENT



The Incident Command System (ICS) is a standardized approach to incident management that allows coordination among various jurisdictions and agencies.

Developed in the aftermath of catastrophic California fires in the 1970s, ICS establishes common practices and terminology for planning and managing resources. It allows for the integration of facilities, equipment, personnel, procedures, and communications within a common organizational structure. This allows for a quicker and smoother response, sharing information quickly between partners, with more accountability. ICS allows for a flexible, dynamic response structure. The coordination of objectives, information, and resources is efficient and protects the safety of responders, community members, and others. ICS can be used to respond to any type of natural or human-caused incident requiring multi-agency support. The City of Healdsburg responds to disasters using ICS.

In ICS, communication is critical. Once a response reaches a level of multi-agency response, an incident commander takes responsibility for managing the on-scene incident. Any additional agencies will be incorporated into this response and will all be organized under one incident commander. This allows for the consolidation of decision-making regarding

objectives, assignments, and resource allocation. It removes redundancies and miscommunications. The established chain of command allows for information flow up and down the chain. Authority and responsibilities given in the ICS in an incident supersede the protocol for an individual department; for instance, one would report to their superior under the incident commander rather than their typical day-to-day supervisor. The ICS organization is unique to the incident and does not reflect an administrative structure.

Transfer of command is another vital aspect of ICS. When the response expands or someone more qualified for a position arrives, a transfer of command occurs. This allows for smooth continuity of responsibility and management. In this transfer, the incoming responder receives a command briefing of the situation. This briefing can be written, oral, or a combination of both. This transfer ensures those delegated the authority are fully aware of the situation, limitations, and decisions that have been made so far.

FIVE FUNCTIONAL
AREAS OF THE
HEALDSBURG
EOC

1

Management

2

Planning

3

Operations

4

Logistics

5

Finance/Administration

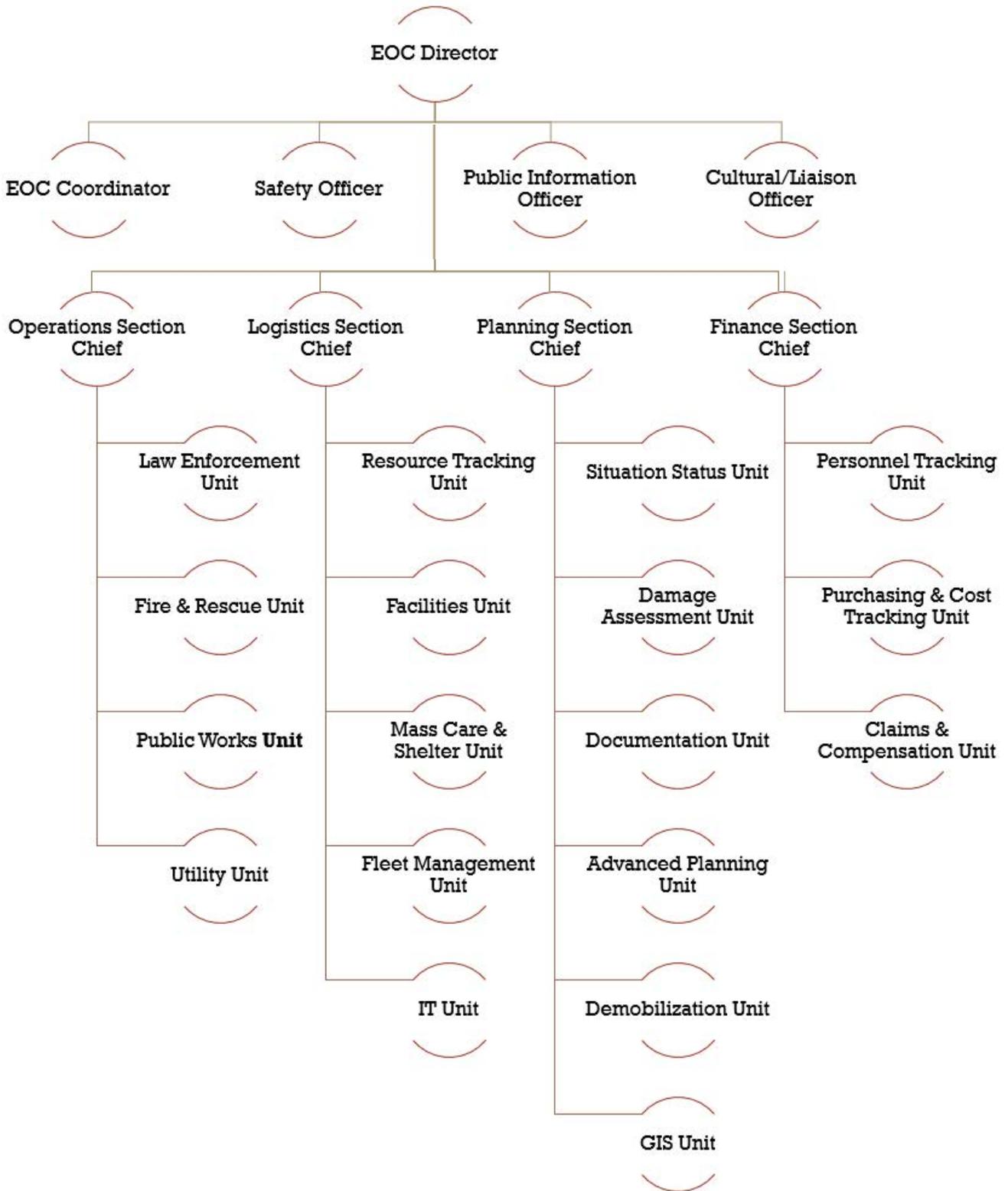
3.4 EMERGENCY OPERATIONS CENTER ORGANIZATION

The EOC serves as a central coordination point to gather the decision-makers and stakeholder representatives together under the direction of the EOC Director.

The City of Healdsburg EOC is a location from which centralized emergency management can be performed. The use of an EOC to manage and coordinate is a standard practice in emergency management. The primary Healdsburg EOC is located at the City of Healdsburg Police Department. If the primary EOC is unsafe or inaccessible, activities typically coordinated and managed from the primary EOC will be moved to an alternate location. Several locations have been identified that can host an alternate EOC: the Fire Department Substation, City Hall, and the Community Center. Selecting the location of the alternate EOC will be determined based on the geographical scope of the existing threat/hazard and the current conditions and capabilities of those locations. Mobile radios, phones, and lap-top computers will permit re-location of the EOC to any appropriate location as circumstances dictate. Additionally, greater reliance on City departments to coordinate activities from their locations or virtually may be required.

The organizational structure for the EOC follows the standard ICS format with five functional sections: Management, Planning, Operations, Logistics, and Finance/Administration.

DETAILED EMERGENCY OPERATIONS CENTER
ORGANIZATIONAL CHART



3.4.1 MANAGEMENT

The Management Section is responsible for the overall directing and coordination of emergency response and recovery operations. It oversees and manages the other sections of the EOC. Management will coordinate and act as liaison with appropriate federal, tribal, state, regional, and local governments, as well as private and volunteer organizations. Priorities are established by this group. The Cultural/Liaison Officer is a vital member of this group overseeing that the needs of community members most likely to be disproportionately impacted by disasters are considered and elevated as decisions are made.

3.4.2 OPERATIONS

Those in the Operations Section are known as “The Doers.” They coordinate and offer strategic support to all the jurisdictional operations during response efforts. The Operations Section directs City operational resources and coordinates discipline-specific Mutual Aid resources. The Operations Section is responsible for coordinating with field incident commanders. They provide situational awareness and relay direction from management. The Operations Section staff must evaluate the potential economic, social, and environmental impacts of the disaster on the public while

managing a response to the conditions within the City. The Operations Section is organized into functional units representing agencies involved in tactical operations. This could include branches for Fire, Law, Public Works, and Utilities, as needed.

3.4.3 PLANNING

The Planning Section is considered “The Thinkers.” The duties and responsibilities of the Planning Section are gathering and performing analysis of data regarding the incident. The Planning Section maintains an incident log, EOC display maps, and charts. It is responsible for preparing situation reports, assessing damage, recovery operations, conducting planning meetings, documenting all EOC activities, conducting advanced planning, and leading the preparation of the Incident Action Plan. Members continuously collect, analyze, process, and document information coming in from the field. They forecast the needs of the response and implement appropriate procedures and processes. During a response, the Planning Section Chief conducts regularly scheduled meetings with different levels of EOC staff and OA partners to keep them informed of the most current intelligence. Planning will maintain documentation for recovery, damage assessments, and after action reports, which will be

coordinated with the County and Cal OES.

3.4.4 LOGISTICS

Known as “The Getters” the Logistics Section is tasked with requesting services, personnel, equipment, and facilities in support of jurisdictional operations. Providing for all of the emergency support needs, the Logistics Section orders all resources, coordinates volunteer personnel, and provides communications, facilities, personnel, transportation, supplies, equipment, fuel, food, staging, and shelter as required to support the Operations Section. This section is authorized to direct supporting departments and agencies to furnish materials and commodities for residents. Coordination of Private Sector resources will be accomplished in the Logistics Section as well.

3.4.5 FINANCE & ADMINISTRATION

The Finance and Administration Section, or “The Payers,” has overall responsibility for fiscal accounting. This accounting process can involve compensation and claims or EOC and field cost accounting. This section is also provides for the tracking of the time worked by all emergency personnel involved in the incident, provides cost analysis and projections, and records any and all injury claims for compensation.

4

DIRECTION, CONTROL, **AND COORDINATION**



City Departments and response partners may have various roles and responsibilities throughout a major emergency or disaster's duration.

Direction, control, and coordination will be managed according to ICS, SEMS, and NIMS. The subsequent subsections describe the framework for all direction, control, and coordination activities. Who will have tactical and operational control of response assets is also described. In addition, how multi-jurisdictional and multi-agency coordination systems support the efforts of the City to coordinate efforts across jurisdictions while retaining its own authorities is explained.

The Director of Emergency Management (City Manager) has the power to direct staff and civilian responses in the City and to settle questions of authority and responsibility. If necessary to protect

life and property or to preserve public order and safety, the City Council or the Director may promulgate orders and regulations. These must be in writing and must be given widespread publicity. In a proclaimed emergency, the Director may buy or commandeer supplies and/or equipment and may command the aid of citizens.

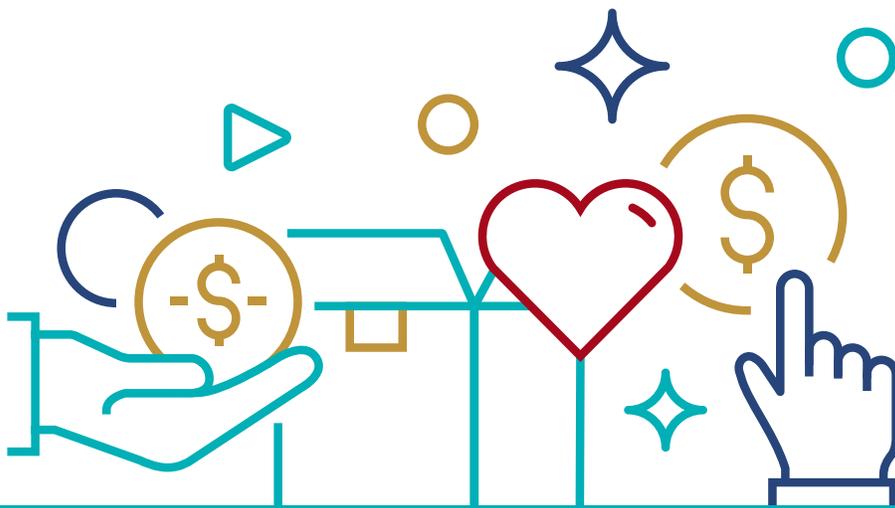
Consistent with ICS, SEMS, and NIMS, Field-Level response activities will be under the direction and control of the Incident Commander. This includes all response activities that are performed by City department personnel as part of the execution of their own missions.

4.1

RESPONSE PARTNERS

Response partners for the City include city staff, first responders, Sonoma County departments, private and volunteer agencies, tribal officials, Reach for Home and other NGOs, and other representative groups.

Members of these groups are invited to Sonoma County OA weekly calls during the year, plus special calls specific to a response. Some are also represented in the EOC, when applicable. Requests and information sharing can also go through the Liaison/Agency Officer in the Management Section. Such requests from local tribal nations can go through these same channels, or they may request assistance directly from the state or federal government. These partnerships are developed and maintained throughout the year among OA partners, including Healdsburg Emergency Management staff.



OPERATIONAL AREA PLANNING AND RESPONSE STAKEHOLDERS

- City of Cloverdale
- City of Cotati
- City of Healdsburg
- City of Petaluma
- City of Rohnert Park
- City of Santa Rosa
- City of Sebastopol
- City of Sonoma
- Town of Windsor
- Tribal Government Partners
- Education Partners
- Transportation Partners
- US Coast Guard- Training Center Petaluma
- Non-Governmental Organizations American Red Cross
- 2-1-1
- COAD
- Operational Area Coordinators for Fire, Law, MHOAC
- Cal OES
- California Highway Patrol
- County Departments, Agencies, and Special Districts



4.2

DEPARTMENT OPERATIONS CENTER

A Department Operations Center (DOC) is an operational and logistical entity that is designed to coordinate functional support for incident management.

A purpose of a DOC is to tactically manage department-owned and controlled resources and maintain public services during an emergency. DOCs work to restore their departments' critical business functions and perform high-priority response activities.

They are established physical facilities or locations and activated by individual departments to coordinate actions specific to that department during an emergency event, even when the EOC is not activated. Activation of a DOC is based on the mission of the department and is authorized by the Director of that City department. Because DOCs are primarily for

departments that play a role in immediate response during a disaster or emergency, not all departments will require a DOC.

If the EOC is activated, DOCs can serve as extensions of the functional branches in the Operations and Logistics Sections of the EOC. The DOC shares objectives, strategies, and status updates at regular intervals with the EOC. As such, personnel selected by the department to be part of a DOC receive training and participate in drills and exercises to develop their skills and knowledge of overall EOC operations.

4.3

EMERGENCY PROCLAMATIONS

Emergencies exist due to a specific localized situation, such as flood, fire, storm, earthquake, epidemic, drought, sudden and severe energy shortage, or other events.

To those directly impacted by the situation, it may indeed be catastrophic. Many such events require a coordinated response. However, to merit a “proclamation,” certain criteria must be met, depending on the type of emergency and the binding legal procedures. When there is a condition of extreme peril or potential peril to the safety of persons and property, and the condition is beyond the capability of a local jurisdiction to control effectively, an emergency may be proclaimed.

Healdsburg Municipal Code, Section 9.04.060 empowers the Director of Emergency Services or the City Council (when in session), to proclaim a Local Emergency and to request the Governor to proclaim a State of Emergency. This resolution, proclaiming a local emergency, must be adopted by the City Council in order to extend the Proclamation of Local Emergency past seven days. Proclamations provide a mechanism to request resources and Mutual Aid from other jurisdictions, or a higher level of government, although a proclamation is not the only way to request such

assistance. The governing body must review the need to continue the proclamation at least every thirty days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant.

Proclamations are normally made when the jurisdictional limits, in whole or in part, are affected by a disaster or extreme peril.

When made, the City shall advise the Sonoma County Department of Emergency Management (DEM) of the proclamation. Proclamations are normally made when the jurisdictional limits, in whole or in part, are affected by a disaster or extreme peril. A local emergency can be proclaimed when the conditions exceed or are forecasted to exceed the capacity of that jurisdiction. Per the Healdsburg Municipal Code, certain additional emergency powers may be authorized for use by local officials following the issuance of a Proclamation.



A proclamation of a Local Emergency provides the governing body with the legal authority to:

- **If necessary, request that the Governor proclaim a State of Emergency**
- **Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew within designated boundaries.**
- **Exercise full power to provide Mutual Aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements**
- **Request state agencies and other jurisdictions provide Mutual Aid**
- **Require the emergency services of any local official or employee**
- **Requisition necessary personnel and resources from any local department or agency**
- **Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use**
- **Impose isolation or quarantine orders or otherwise restrict public activities, as well as control or destroy objects that pose an imminent**

menace to the public health

- **Impose penalties for violation of lawful orders**
- **Conduct emergency operations without incurring legal liability for performance or failure of performance. (Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities.)**

The Governor may proclaim a State of Emergency, and this Gubernatorial Proclamation may occur when conditions of disaster or extreme peril exist which threaten the safety of persons and property within the state, caused by natural or human-caused incidents. The request for a Gubernatorial Proclamation must come from the local jurisdiction, and Sonoma County DEM will inform Cal OES staff when a city or the county declares an emergency. The Governor must concur that the local authority is inadequate to cope with the emergency to issue a Gubernatorial Proclamation of a State of Emergency. Whenever the Governor proclaims a State of Emergency, state resources and support are available to assist the local jurisdiction. All state agencies and political subdivisions are required to comply with the lawful orders and regulations of the Governor, which are made or given within the limits

of his authority as provided for in the Emergency Services Act. Additionally, if the state’s resources are not adequate to support the response, the Governor can request additional assistance by asking for a Presidential Declaration.

A Presidential Declaration happens at the Federal level. An Emergency Declaration may be proclaimed by the President of the United States when:

- There is a large regional incident or threat of disaster or extreme peril to the safety of persons and property caused by natural or human-caused situations.
- Conditions of disaster or extreme peril exist which threaten the safety of persons and property within the Country caused by natural or human-caused incidents.

- The President is requested to do so by the Governor of the State of California
- The President finds that State authority is inadequate to cope with the emergency

Whenever the President Declares an Emergency:

- The President may authorize essential Federal assistance
- The President may authorize public assistance
- The President may authorize individual assistance
- The President may authorize Federal Mutual Aid
- The President may authorize mitigation funds

DEFINITION OF LOCAL EMERGENCY

“The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor’s warning of an earthquake or volcanic prediction, or an earthquake... or other conditions, other than conditions resulting from a labor controversy, which are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and require the combined forces of other political subdivisions to combat...” Section 8558(c), Chapter 7 of Division 1 of Title 2 of the Government Code

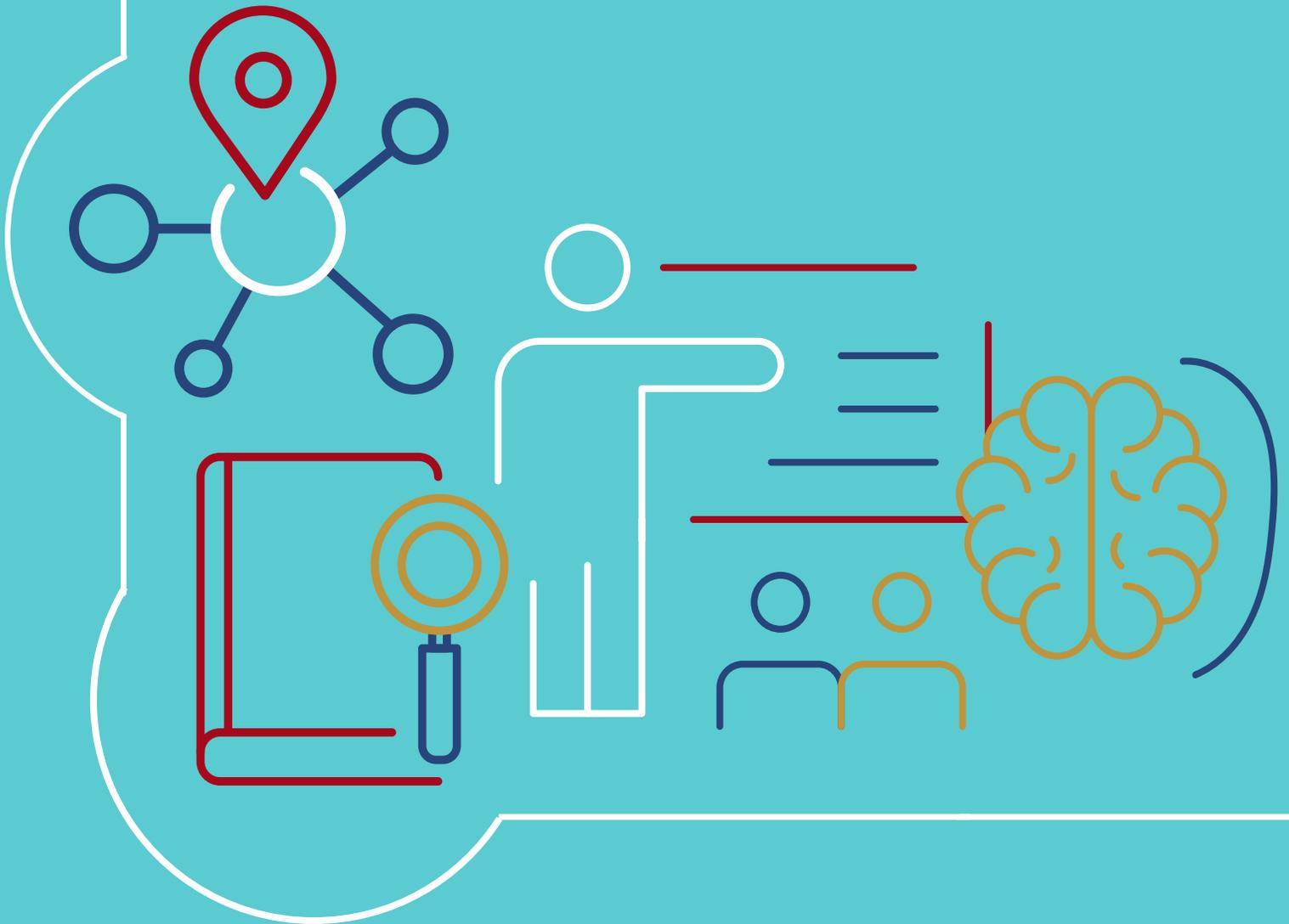
SONOMA COUNTY OPERATIONAL AREA

EMERGENCIES 2004-2024

DATES	TYPE OF EVENT	PROCLAMATION
Sep 3 - 7, 2004	Geysers Fire	Local, State
Dec 30, 2005 - Jan 4, 2006	New Year's Flood	Local, State, Federal
Mar 29 - Apr16, 2006	Spring flooding	Local, State, Federal
Nov 7, 2007	SF Bay Oil Spill	Local, State
Apr - May 2009	H1N1 Event	Local
Mar 11, 2011	Great Tohoku Tsunami	State, Federal
Apr 7 - Sept 30, 2011	Ag Freeze, Contiguous County	State, Federal
Oct 8, 2017- Oct 25, 2017	Nuns/Tubbs Fire	Local, State, Federal
Feb 25 - Mar 4, 2019	Winter Storm/Flooding	Federal
Sept 23-24, 2019	PG&E Power Shutoff	Local
Oct 8-9, 2019	PG&E Power Shutoff	Local
Oct 23-25, 2019	PG&E Power Shutoff	Local
Oct 23 - Nov 7, 2019	Kincade Fire/Power Shutoffs	State
Nov 20-21, 2019	PG&E Power Shutoff	Local
Mar 1, 2020 - ∞	COVID-19 Pandemic	Federal
Aug 18 - Sept 8, 2020	LNU Complex (Walbridge & Meyers) Fires	Federal
Sept 28 - Oct 5, 2020	Glass Fire	State
April 1, 2021 - ∞	Drought	State
October 24-25. 2021	Winter Storms & Flood	State
August 2022	Extreme Heat Event	State
Dec 27 - Jan 19, 2023	Winter Storms & Flood	State
Feb - March 2023	Winter Storms & Flood	State
February 4, 2024	Winter Storms & Flood	State
March 2024	Winter Storms & Flood	State
June 16, 2024	Point Fire	Local

5

INFORMATION COLLECTION, **ANALYSIS & DISSEMINATION**



No two disasters are ever the same; yet, virtually all incidents disproportionately affect individuals with access and functional needs (AFN) (i.e., people with disabilities, people with limited or no English proficiency, seniors, children, and people with limited transportation resources).

In compliance with the Americans with Disabilities Act, the City of Healdsburg will provide relevant and culturally responsive public information to persons with access and functional needs in emergency planning, including the integration of interpreters, translators, and accessible content and technology. Communication with individuals with disabilities must be effective in response to their needs.



There are many factors to consider ensuring effective communication during disasters and recovery. Following are areas to consider regarding communication access:

ALERT AND WARNING SYSTEMS

Depending on the situation, numerous forms of alert and warning may be required to reach the entire population, including for those who cannot hear, lack adequate eyesight, or who speak a different language. The City’s mass notification system (Nixle) is capable of sending emergency information via voice, text, and email, and also through free applications available for “smart phones.” Every Alert and Warning message is sent through as many “channels” as possible in English and Spanish. There are other tools such as NOAA radios, which have attachments that allow for the dissemination of alerts in formats effective for individuals with certain disabilities.

WEBSITES

Many people with disabilities use “assistive technology” to enable them to use computers and access the Internet. Blind individuals who cannot see computer monitors may use screen readers – devices that speak the text that would

normally appear on a monitor. People who have difficulty using a computer mouse can use voice recognition software to control their computers with verbal commands. Poorly designed websites can create unnecessary barriers for people with disabilities, just as poorly designed buildings prevent some from entering. The City of Healdsburg created HealdsburgEmergency.org to host all emergency information relevant to the public to prepare or respond during emergencies.

PRESS CONFERENCES

Information delivered at press conferences by public officials and broadcasted on television and through social media channels during a disaster is critical. This information needs to be effective, understood, consumable, and actionable by the whole community (i.e., American Sign Language interpreters for the Deaf/Hard of Hearing, interpretation for those with limited or no English proficiency, and alternative formats for Blind/Low Vision).

ADDITIONAL METHODS

The City will utilize additional methods to establish communication with communities historically underserved and with limited access to mainstream communications methods such as social media and website access. The City may work with local radio stations, ethnic media partners, and community trusted partners such as NGO representatives and faith leaders to reach different communities. The City also encourages checking on neighbors and friends who may need assistance.

5.1

ALERT & WARNING



Success in saving lives, property, and preserving the environment depends on the timely and effective alerts and warnings to Healdsburg City residents, visitors, and first responders.

During a disaster, the City is responsible for the dissemination of information about the emergency to keep the public and its internal personnel informed about what has happened, the location of the threat, the actions desired from the public, and other critical details.

The words “alert” and “warning” are often used interchangeably, but in this document, those words are used in specific senses:

- Alert - A communication intended to draw the attention of recipients to some previously unexpected or unknown condition or event.
- Warning - A communication that encourages recipients to take immediate protective actions appropriate to an emergent hazard or threat.

The City will utilize various modes to alert and warn the public, along with methods to contact emergency response personnel. The City will incorporate responsive measures to enhance the

ability to reach individuals with Access and Functional Needs (AFN) and those who speak languages other than English. An example of this is providing those in the Deaf community, or persons who are hard of hearing, with a NOAA Weather Radio and external attachments that produce a strobing light or vibration to indicate an alert of which they need to be aware. The City is also committed to sending alerts and warnings in English and Spanish through City-managed alert systems.

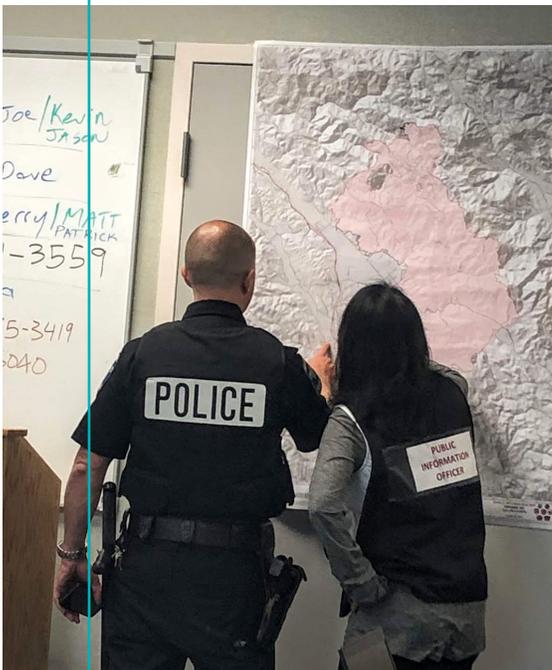
Nixle is the branded name of the City’s mass notification system. Residents and visitors are strongly encouraged to register to receive alerts via phone call, text message, email, TDD, and push notification via a smartphone app. Registration and additional information are available at <https://www.everbridge.com/products/nixle/>.

The City also uses the Emergency Alert System, Wireless Emergency Alerts, and NOAA Weather Radio.



5.2 PUBLIC INFORMATION

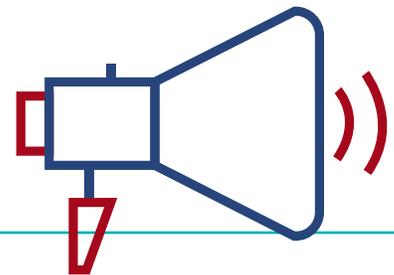
The City of Healdsburg has experienced a number of incidents and large-scale disasters during the last several years, including 2017, 2019, 2020, and 2021.



Providing clear, accurate, accessible, and timely information during an emergency is critical. Providing the same during times outside of an emergency is just as important.

Public awareness campaigns, public events, and other public education materials are created and take place throughout the year to support Preparedness efforts. Local nonprofits and city departments spearhead these efforts. Events and messaging are amplified and supported by the City Manager's Office.

Healdsburg departments disseminate public information through various channels and platforms on a day-to-day basis. In a disaster incident, information related to the disaster and, later, information in the Recovery Phase, is primarily disseminated via the platforms and channels described in the tables on the next page.



CITY WEBPAGES

City Webpage
Healdsburg.gov

City Emergency Webpage
HealdsburgEmergency.org

CITY SOCIAL MEDIA

PLATFORM	URL	USERNAME
Facebook	https://www.facebook.com/cityofhealdsburg	
Facebook	https://www.facebook.com/HealdsburgPolice	
Facebook	https://www.facebook.com/healdsburgfire	
Instagram	https://www.instagram.com/cityofhealdsburg/	@CityofHealdsburg
Instagram	https://www.instagram.com/healdsburgfire/	@HealdsburgFire
Instagram	https://www.instagram.com/healdsburgpolicedepartment/	@HealdsburgPolice
Twitter	https://twitter.com/cohealdsburg	@COHealdsburg
Nextdoor	https://nextdoor.com/agency-detail/ca/healdsburg/city-of-healdsburg/	

5.2.1

PUBLIC INFORMATION OFFICER

The City's PIO supports the City Manager and the entire emergency management organization prior to, during, and following an emergency incident or disaster. The PIO supports the EOC Director and/or the Incident Commander in the field as a member of their command staff. The PIO advises leadership on all public information matters relating to the management of the incident. The PIO handles inquiries from the media, the public, and elected officials; emergency public information and warnings; rumor monitoring and response; media monitoring; and other functions required to gather, verify, coordinate, and disseminate accurate, accessible, and timely information related to the incident, particularly regarding information on public health, safety, and protection.

Due to the critical need for accurate and timely information, the PIO works closely with the EOC Planning Section Chief to obtain and share information. Additionally, when a Joint Information Center is activated by the Sonoma Operational Area or Cal OES, the City's PIO will participate.

5.2.2

JOINT INFORMATION SYSTEM

The Joint Information System (JIS) is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple jurisdictions and/or disciplines with the private sector and NGOs.

It includes the plans, protocols, procedures, and structures used to coordinate and share public information. Federal, State, tribal, territorial, regional, local, and private sector PIOs and established Joint Information Centers (JIC) at each level of SEMS are critical elements of the JIS.

The JIS structure is used for ensuring that:

- PIO functions are coordinated and integrated.
- A structure and system for developing and delivering coordinated interagency messages are provided.
- Public information plans and strategies in response to community needs and 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, and rumors and inaccurate information that could undermine public confidence are controlled and managed.

5.2.3

JOINT INFORMATION CENTER

The Joint Information Center is the central location that facilitates the operations of the JIS during an emergency. This location houses personnel with public information responsibilities from multiple agencies, departments, and other local governments. They perform critical emergency information functions, crisis communications, and public affairs functions. JICs may be established at various levels of government, at incident sites, or can be components of Federal, State, tribal, territorial, regional, or local multi-agency coordination (MAC) groups (e.g., MAC Groups or EOCs). Depending on the requirements of the incident, JICs can be established at the Field-Level to support the incident commander. A JIC will be established at a suitable location in close proximity to provide for effective management of Public Information functions. When activated, the JIC will be staffed by personnel trained to conduct Public Information activities,



including coordinating inter-jurisdictional media releases and management of rumor control and community communications functions. Regardless of where the JIC is established, Public Information functions will continue to be managed from the EOC.

5.2.4 MESSAGE DEVELOPMENT AND APPROVAL

Messages intended to be distributed to the public or to other agencies or organizations may be developed by department representatives or subject matter experts working in support of the City's response efforts. The PIO reviews messages for inaccuracies and to maintain consistency in messaging. The PIO will coordinate with the EOC Director to obtain approval prior to their release.

5.2.5 METHODS OF DISSEMINATION

The City uses various technologies and methods to disseminate public information, depending on the urgency of the message and its intended audience. Among them are: social media (i.e., Facebook, Nextdoor), standard media, radio, Nixle, SoCoAlert, print, electronic signs, the Emergency Alert System, and through door-to-door notifications when necessary.

Additionally, the City will partner with community organizations and leaders such as Healdsburg Chamber of Commerce, COPE, and Corazón Healdsburg to convey information through them to the communities they support. This approach may consist of sending

informational releases to forward, and/or setting up briefings or meetings with specific community groups.



5.3

INTELLIGENCE & COMMUNICATIONS



The City of Healdsburg Emergency Operations Center (EOC) is responsible for gathering timely, accurate, accessible, and consistent intelligence during an emergency.

The EOC will serve as the hub for information collection, analysis, and dissemination of information relating to the incident or event. Common to these are information components that are critical or essential for any given incident. These elements include:

- Location or boundaries of the affected area
- Weather conditions and forecasts
- Jurisdictional boundaries or areas of responsibilities
- Status of the threat or hazard
- Current response operations
- Current and anticipated operational needs

Healdsburg EOC personnel, other City departments, and State and Federal stakeholders are kept informed using these elements of information through situation summaries or reports and operational reports or briefings. These create a common situational picture and can be used to adjust the operational goals, priorities, and strategies.

The ability of personnel from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Using plain language is essential to emergency response operations and will be used by the Healdsburg EOC personnel during emergencies. The use of common terminology enables emergency responders, EOC





personnel, and City staff, as well as personnel from neighboring jurisdictions or the County or State, to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

Information and communication will have a two-way flow (both bottom-up and top-down) through the established structure between the levels of government as detailed in SEMS: Field Response, Local Government, Operational Area, Region, and State.

FIELD RESPONSE

LOCAL GOVERNMENT, OPERATIONAL AREA, REGION, AND STATE



5.4

COMMUNICATIONS



Communication will be coordinated between the EOC and all responding supporting agencies through various forms of communications devices, channels, and methods.

The EOC is equipped with multiple redundant communication modalities allowing the sharing of situational awareness, resource status, raw intelligence and data, and alert and warning. These include telephone, email, radio, among others.

Periodic EOC briefings will be held to update EOC personnel on the current status of the incident. The briefings will take place as often as necessary, determined by the EOC Director. Briefings will occur at least once per operational period and may be adjusted to suit the needs of the situation.

Information needing to be shared with other levels of government, other agencies and departments outside the city, and the private sector will be shared as

necessary to ensure public safety, economic integrity, and effective resources for response and recovery.

Information for the public will be shared via the JIC. The JIC will work with available media outlets, including radio or TV, to get the necessary information to the public as soon as possible and in accessible ways. Various social media channels will be used to share relevant and verified bilingual information with the public as well. Using other means of communication may be necessary depending on the nature of the incident, the impacts on public information systems, and outstanding community needs. These could include message boards at community centers or shelters, use of changeable message signs, and flyers or leaflets.

Boards

- ★ Event Reporting - Activity Log
- Event Reporting - Controller
- Event Reporting - Significant Events
- Requests/Tasks
- Situation Report (Published)
- Situation Report (Working)

Menus

- ▼ Premium Boards
 - Contact Tracing - Employee Check In
 - Contact Tracing - Tracking
 - Continuity Plan Builder (Published)
 - Continuity Plan Builder (Working)
 - Personnel Staffing
 - Requests Inventory Deployments (RID)
- ▼ Specialized Processes
 - After Action Review
 - Checklists
 - Damage Assessments
 - Distribution Sites
 - Facility Status
 - File Library
 - Incident Creator
 - Incident Documentation
 - Road Closures
 - Russian River (Healdsburg) Water Level
 - Schedule

5.5 EMERGENCY MANAGEMENT INFORMATION SYSTEM

The EOC also utilizes a web-based emergency management information system. This allows EOC personnel to have a common situational picture, situational awareness, and information coordination during the emergency.

The system provides real-time sharing of information via status boards, resource tracking, mapping, significant events, among other capabilities.

Currently, the system is accessible to EOC personnel with future planning to include providing access to personnel from the Operational Area, along with State and Federal partners as appropriate. The Police and IT Departments maintain the user license and administrative privileges with the system provider.



5.6

OPERATIONAL AREA UPDATES

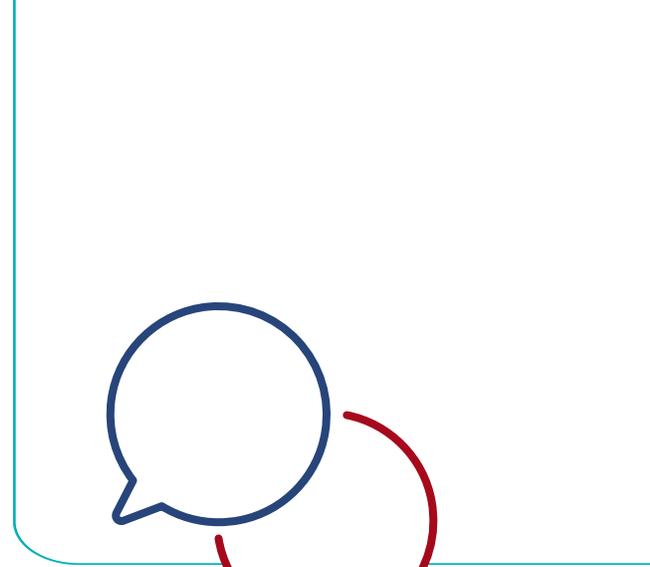
Coordination and collaboration are essential during times of non-disaster.

These established relationships between multiple disciplines and various stakeholders prove beneficial during an emergency incident. The Sonoma County Operational Area provides opportunities that foster such connections.

In times outside of a disaster, the sharing of information with the Operational Area takes place during standing Weekly Briefings. These briefings detail any incidents that occurred within the Operational Area, those in adjacent areas, and statewide incidents of note. They also include an update of the weather forecast and any weather condition changes. Local jurisdictions, including state partners, have an opportunity to share any notable incidents or information that is beneficial to the group or for situational awareness.

During a disaster, the standing briefing becomes a regular occurrence to update the Operational Area about the ongoing incident, sometimes multiple times per day. During this Situational Briefing, the Operational Area receives updates on evacuations, response operations, sheltering, and recovery information. The briefing also includes a weather update and a report out from the local jurisdictions in attendance.

Additionally, if an incident occurs that does not reach the level to activate the OA EOC, yet may be of general and/or public interest, the Department of Emergency Management Staff Duty Officer is responsible for creating and disseminating an Incident Update Report. This report includes a summary of the incident, any actions taken, and any actions needed from Operational Area partners.



5.7

VITAL RECORD RETENTION



The responsibility of developing and implementing procedures for protecting vital records, materials, and facilities falls to each City Department.

These procedures must also identify the systems, archiving schedules, and the responsible roles for the maintenance of records.

It is imperative that City Departments maintain essential agency records that are needed to:

- Meet their operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records);
- Protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records); or
- Preserve the obligation and interests of City residents and employees (legal and financial rights records).

The City Clerk shall be responsible for preservation and protection of vital records. Each department within the City shall identify, maintain, and protect its vital records. Vital records are defined as those records that are essential to the rights and interests of

individuals, governments, corporations and other entities, including vital statistics, land and tax records, license registers, articles of incorporation, and historical information.

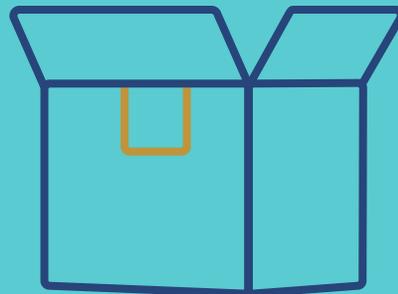
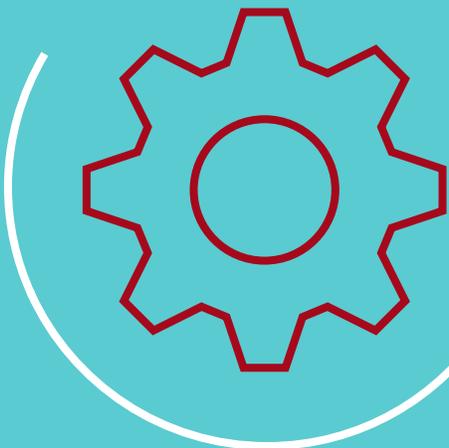
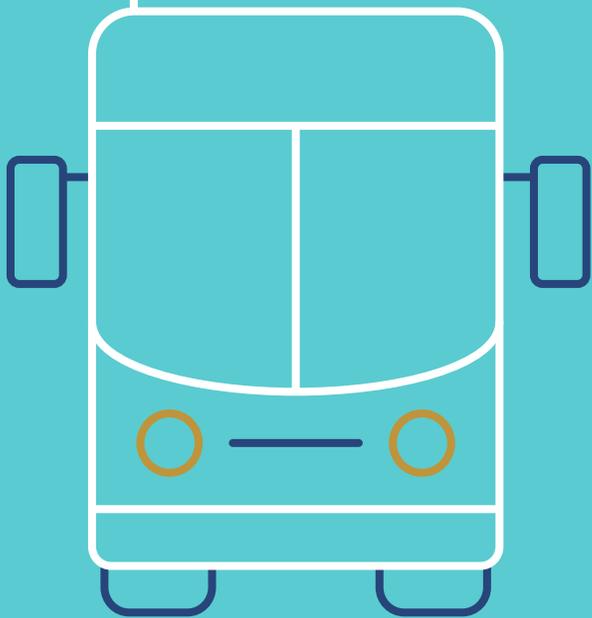
Specific to emergency management operations, vital records include but are not limited to:

- Emergency plans (including procedures, checklists, contact lists, personnel records, etc.)
- Emergency Action Plans (specific to the response operations during an incident)
- Situation Reports
- Alert and Warning notifications
- Disaster Financial Records
- Recovery planning records and documents
- Grant applications and supporting documentation

These documents are primarily stored in electronic form and archived per the established City retention schedule. Some vital records of the City of Healdsburg are also stored in the City Clerk’s Office, located in City Hall.

6

MUTUAL AID



Mutual Aid may be required to support the response to a credible threat or actual emergency and is dependent on the needs of the requesting jurisdiction.

Response to Mutual Aid requests is provided through automatic triggers or agreements and not on the basis that it is anticipated that the responding local government or entity will be reimbursed by state or federal disaster funds. Reasons for requesting Mutual Aid include, but are not limited to:

- Natural disasters
- Major emergencies
- Civil disturbance
- Sabotage
- Cyberterrorism
- Acts of Terror
- Political violence
- Enemy attacks

The California Master Mutual Aid Agreement is the basis of delivery for all Mutual Aid in the state. It creates a formal structure wherein each jurisdiction retains control of its own 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 local jurisdictions to negotiate, coordinate and prepare Mutual Aid agreements.

California is divided into three Administrative Regions (Coastal/Inland/South) and into six Mutual Aid regions (I-VI), with the Region I subdivided only

for law enforcement Mutual Aid. The purpose of a Mutual Aid region is to provide for the effective coordination and application of Mutual Aid and other emergency-related activities. is in the Coastal Administrative Region and a part of Mutual Aid Region II.

To facilitate Mutual Aid, discipline-specific Mutual Aid systems work through designated Mutual Aid Coordinators at the Operational Area, regional and state levels. The basic role of a Mutual Aid Coordinator is to receive mutual aid requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility and pass on unfilled requests to the next level. Mutual Aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by Logistics Sections at the City EOC, Operational Area EOC, REOC, and SOC. Mutual Aid coordinators may function from an EOC, their normal departmental location or other locations depending on the circumstances. Some incidents require Mutual Aid but do not require activation of the City or Operational Area EOC because of the incident's limited impacts. In such cases, Mutual Aid Coordinators typically handle requests from their normal work location. When an EOC is activated, all discipline-specific Mutual Aid systems being utilized should establish coordination and communications with the EOC.

6.1

MUTUAL AID SYSTEMS



Several discipline-specific Mutual Aid systems function within the California Mutual Aid regional framework.

With the exception of disaster medical/health, all Mutual Aid systems are coordinated at the state level by the Governor’s Office of Emergency Services (Cal OES). Cal OES coordinates all Mutual Aid through three independent networks or channels: Emergency Services, Fire and Rescue, and Law Enforcement. Disaster Medical and Health Mutual Aid is coordinated by California Emergency Medical Services Authority (Cal EMSA).

MUTUAL AID SYSTEMS AND CHANNELS OF

STATEWIDE MUTUAL AID COORDINATION

COORDINATED BY CAL OES			COORDINATED BY CAL EMSA
Fire & Rescue Branch	Law Enforcement Branch	Emergency Management	Medical and Health Disaster Medical and Health Mutual Aid
Fire & Rescue Mutual Aid Urban Search and Rescue Mutual Aid	Law Enforcement Mutual Aid Coroner/Medical Examiner Mutual Aid	Emergency Management Mutual Aid Public Utilities Mutual Aid Water/Wastewater Agency Response Network (WARN)	
Hazardous Materials Mutual Aid	Search and Rescue Mutual Aid		



PRIVATE AND COMMUNITY MUTUAL AID

A significant component of our Mutual Aid system is through volunteers and private agencies. These include agencies such as the American Red Cross (ARC) and COAD, who mobilize to provide assistance with mass care and sheltering and culturally sensitive community support. Many private agencies, churches, nonprofits, and other organizations offer to provide their assistance during emergencies. All Volunteer personnel will be managed by the Community Services Department and coordinated by the Logistics Section of the EOC. All volunteers activated for service under the jurisdiction of the City will be required to sign the loyalty oath to become an official Disaster Service Worker.

VOLUNTARY MUTUAL AID

Mutual Aid is voluntary when an agreement is initiated either verbally or in writing. When in writing, which is preferable, the conditions may be enumerated as to what and how much of a department's resources may be committed.

OBLIGATORY MUTUAL AID

Mutual Aid under a "State of War Emergency" shall be deemed obligatory. Mutual Aid under a "State of Emergency" may be obligatory. (Emergency Services Act, 1970).

INTERSTATE MUTUAL AID

In the event that resource requests are unfilled using local, regional, or state resources, Mutual Aid may be obtained from other states. California is a member of the interstate Emergency Management Assistance Compact (EMAC), a congressionally ratified organization that provides form, structure, and procedures for rendering emergency assistance between states. After a state of emergency declaration, California can request and receive reimbursable assistance through EMAC for other member states quickly and efficiently without issues of liability. The Secretary of Cal OES and the states' EMAC Coordinator are responsible for facilitating requests for assistance pursuant to EMAC.

6.2

MUTUAL AID PROCESS

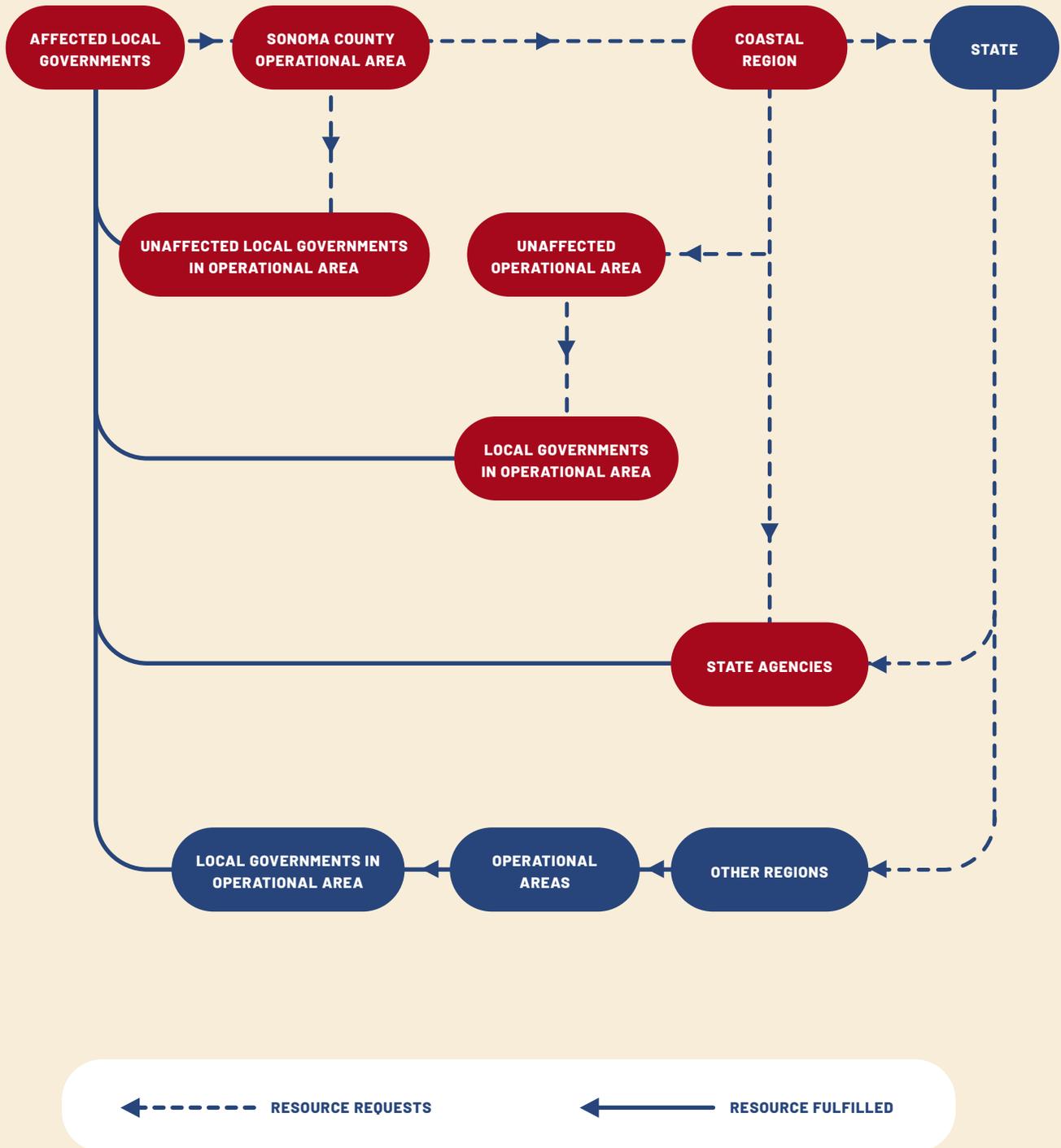


The Planning Section will track the status of all requested resources with support from the Operations and Logistics Sections.

Requests for Mutual Aid will be initiated through the Operations Section when the request is part of a formal mutual aid system. All other requests that fall outside a formal Mutual Aid system will be initiated by the Logistics Section. When an Operational Area EOC is activated, Operational Area Mutual Aid Coordinators should be at the Operational Area EOC to facilitate coordination and information flow. When the REOC is activated, Regional Mutual Aid Coordinators should have representatives in the REOC unless it is mutually agreed that effective coordination can be accomplished through telecommunications. State agencies may be requested to send representatives to the REOC to assist Cal OES regional staff in handling Mutual Aid requests for disciplines or functions that do not have designated Mutual Aid Coordinators. When the SOC is activated, state agencies with Mutual Aid coordination responsibilities will be requested to

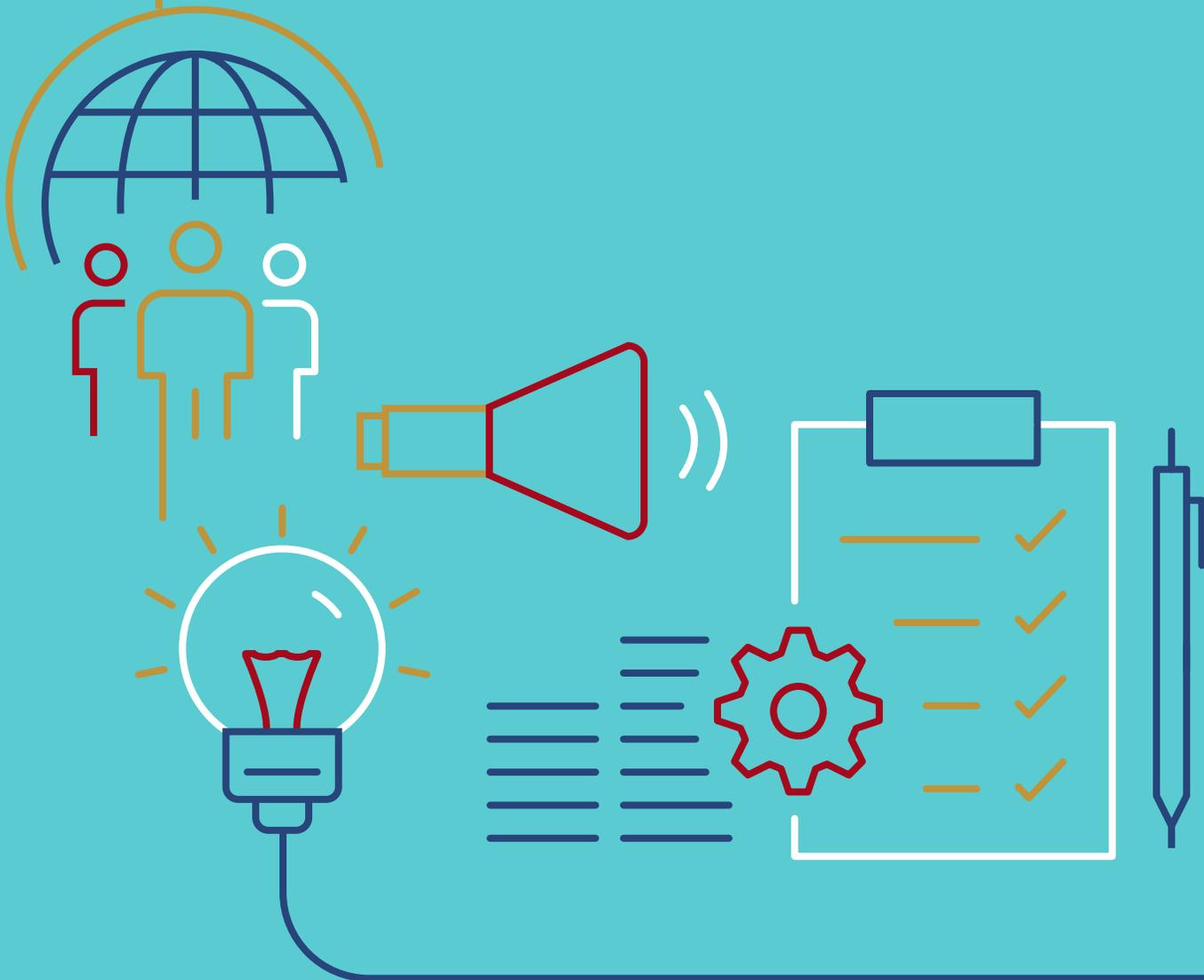
send representatives to the SOC. Mutual Aid system representatives at an EOC may be located in various functional elements (sections, branches, groups or units) or serve as an agency representative, depending on the organization and activation level of the EOC. The City submits Mutual Aid requests in alignment with discipline-specific Mutual Aid systems through the proper Mutual Aid Coordinator at the Sonoma Operational Area EOC. The Planning Section of the City EOC will be in charge of tracking resource status including requests for equipment, resources, and personnel under existing Mutual Aid procedures. The Operations and Logistics Section will coordinate with the Planning Section to provide updates on requests and arrival of resources. Resource typing of equipment will be handled by individual law, fire, public works, utilities, and others under the guidance issued by Cal OES regarding SEMS/NIMS implementation.

REQUEST MANAGEMENT



7

PLAN DEVELOPMENT & MAINTENANCE



The EOP is developed under the authority of the City Council. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and experience obtained from exercises or responding to real incidents. As such, it is important to have a plan development and maintenance process for keeping the EOP current, relevant, and in compliance with SEMS, NIMS, and other applicable instructions.

The Healdsburg Emergency Response Coordinator will coordinate the review and revision of this Plan at least once every three years or when key changes occur, such as additional lessons learned in after-action reports.

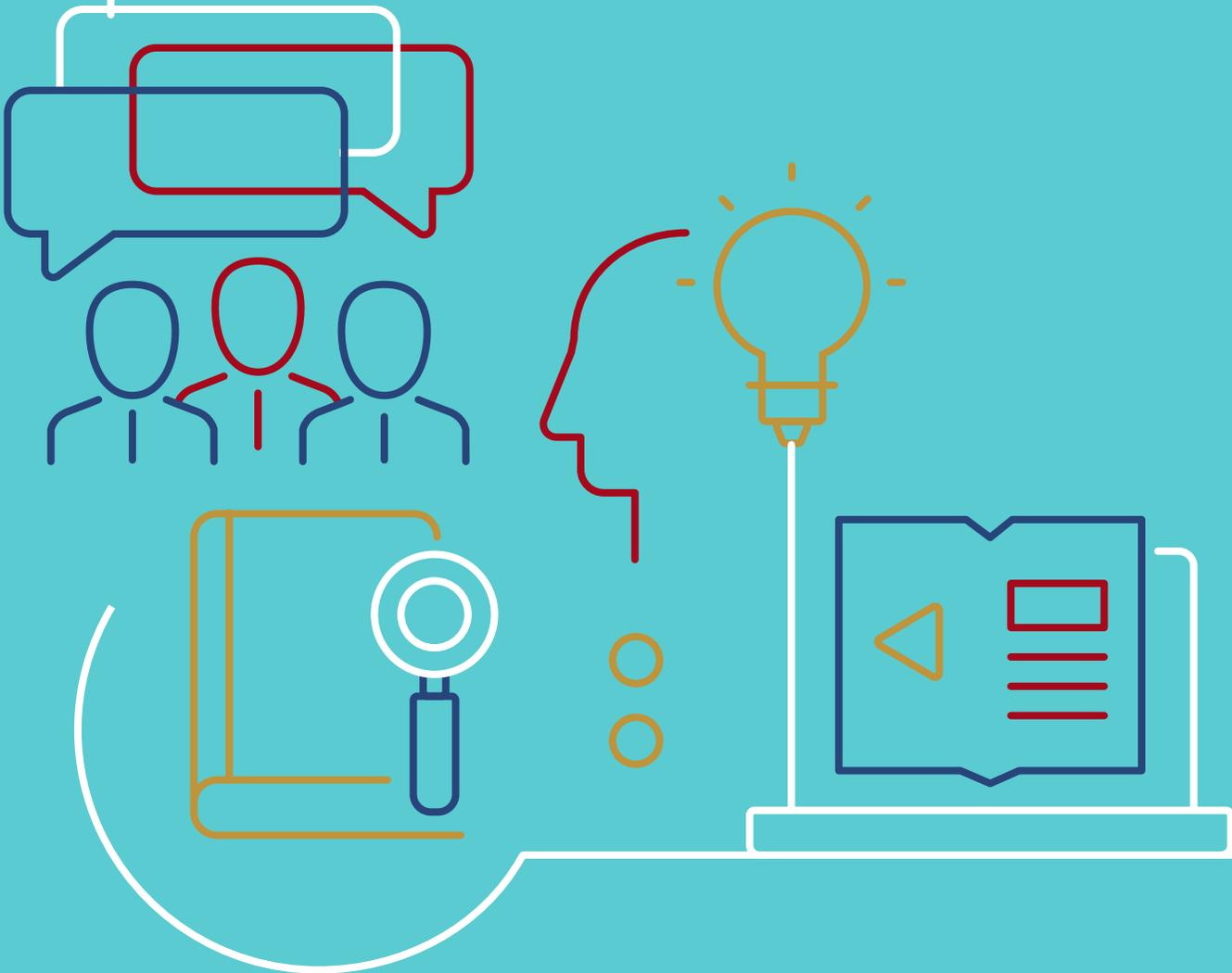
Development and revisions of the EOP annexes and non-substantive changes to this Plan may be made by the Emergency Response Coordinator without formal approval by the City Council. Each City department is responsible for reviewing and understanding portions of the EOP relevant to their roles and responsibilities.

The initial development of the EOP and any update efforts follow basic guidelines for strategic planning guidance defined in FEMA’s Comprehensive Preparedness Guide 101 (CPG 101). The process is led by a consultant with support from City departments and other stakeholders who contribute to the development of the EOP.



8

AUTHORITIES & **REFERENCE**



Continuity of governmental operations during a disaster is critical.

A major disaster could easily result in the death or injury of key city officials, the partial or complete destruction of established seats of city government, and the destruction of public and private records essentials to continued operations of government. The City is responsible for providing continuity of effective leadership and authority, direction of emergency operations and management of recovery operations. To this end, it is particularly essential that the City of Healdsburg continue to function as a local government entity following a major disaster.

The California Government Code and the Constitution of California provide the authority for the city government to reconstitute itself in the event incumbents are unable to serve. Article 15, Chapter 7, Division 1 of Title 2 of the California Government Code permits the appointment of up to three standby

officers for each member of the governing body, i.e. Healdsburg City Council. This article also provides for the succession of officers who head departments responsible for maintaining law and order, or for furnishing public services related to health and safety. The standby officers shall have the same authority and powers as the regular officers or department heads.

Each City department develops continuity of operations plans to ensure the continued performance of mission essential functions. Succession planning and delegation of authority are key elements of continuity planning. Additionally, departments should identify and prioritize mission essential functions and develop alternative methods of performing those functions when they are significantly disrupted.

ORDERS OF SUCCESSION

Lines of succession are maintained by all essential organizational elements within the City to ensure continued performance of mission essential functions. Lines of succession begin when a primary person designated with an essential role is unable to fulfill their assigned duties. If a person cannot execute their responsibilities due to an inability to work, lack of communications/connectivity, geographically separation, or other constraints, succession must be communicated by a verbal hand-off conversation by the most senior manager

responsible for supervision over the vacant position. Details regarding assumed authorities, responsibilities of the position, conditions, and the duration of succession should be conveyed.

Assumed authorities and responsibilities will begin upon notification of the person assuming the role and will end when the person is able to resume their duties. The succession list for the City of Healdsburg is provided in the following table.

Mayor

1. Mayor
2. Vice Mayor

City Manager

1. City Manager
2. Assistant City Manager
3. Department Head

Finance Services

1. Finance Director
2. Finance Manager
3. Business Services Manager

Community Services

1. Community Services Director
2. Recreation Manager
3. Parks and Open Space Superintendent

Fire

1. Fire Chief
2. Division Chief/Fire Marshal
3. Captain

Planning and Building

1. Planning and Building Director
2. Building Official
3. Senior Planner

Police

1. Chief of Police
2. Police Lieutenant
3. Sergeant

Public Works – Engineering Division

1. Public Works and Transportation Director
2. Principal Engineer
3. Senior Civil Engineer

Public Works – Maintenance and Operations Division

1. Public Works and Transportation Director
2. Utility Maintenance Superintendent
3. Utility Maintenance Foremen

Utility – Electric Division

1. Utility Director
2. Electric Operations Superintendent
3. Electric Line Foreman

Utility – Water and Wastewater Division

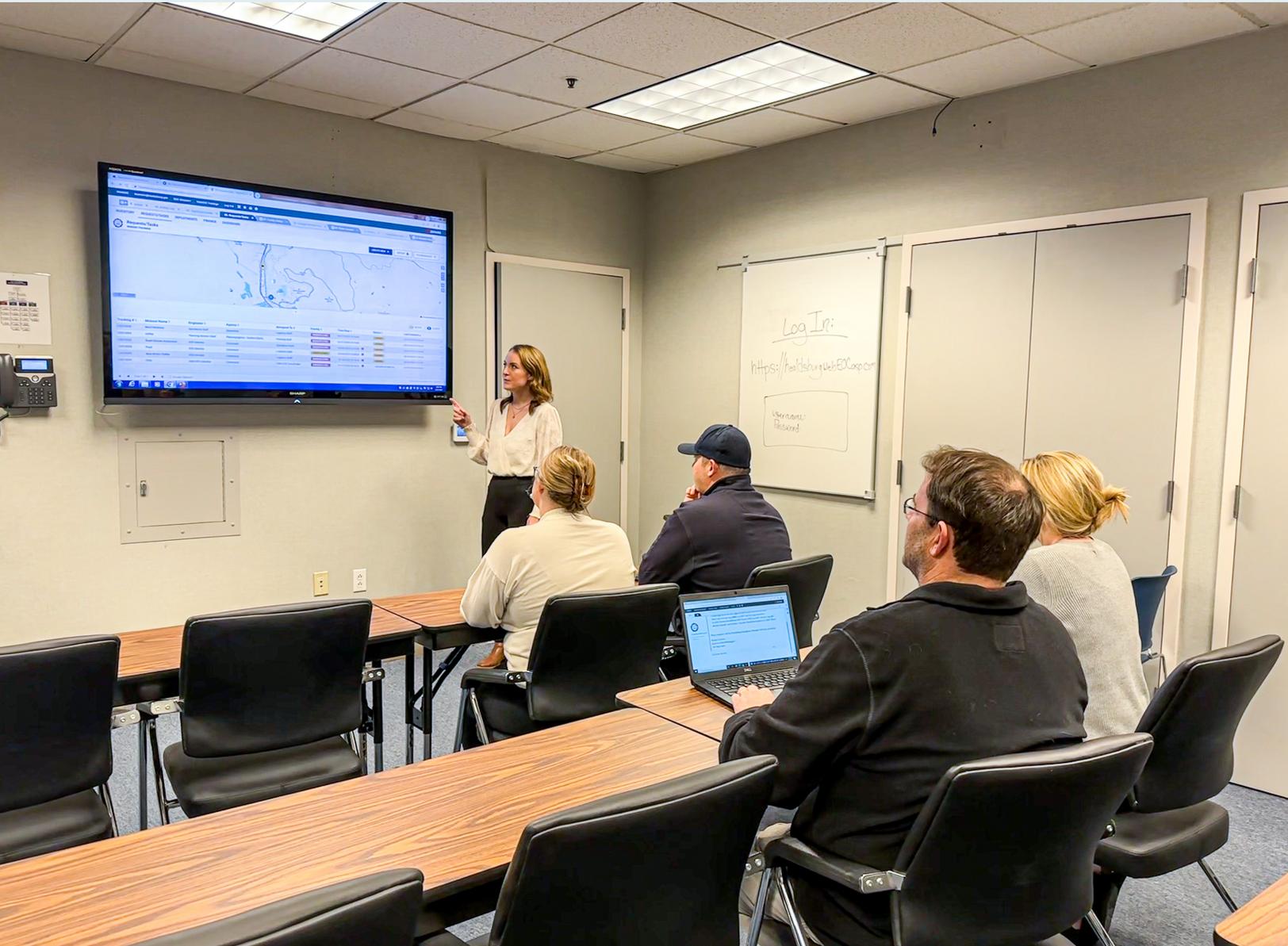
1. Utility Director
2. Utility Engineering Manager
3. Water & Wastewater Operations Superintendent

8.1

CURRENT EOP ANNEXES

All current EOP annexes are stored on the City's shared drive and hard copies are in the EOC. The annexes are separate plans, and have not been updated as a part of this process, but are revised and updated as needed. The following annexes have been published:

- Alert and Warning
- Active Attacker
- All Hazards
- Earthquake
- Evacuation
- Flood
- Public Safety Power Shutoff (PSPS)
- Wildfire
- EOC Management Section
- EOC Finance Section
- EOC Logistics Section
- EOC Operations Section
- EOC Planning Section



8.2

ACRONYMS

ARC	American Red Cross
Cal OES	California Governor’s Office of Emergency Services
CalEMSA	California Emergency Medical Services Authority
CAO	County Administrator’s Office
COAD	Community Organizations Active in Disaster
DEM	Department of Emergency Management
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
NGO	Non-Governmental Organizations
NIMS	National Incident Management System Operational
OA	Area
PIO	Public Information Officer
SEMS	Standardized Emergency Management System
SOP	Standard Operating Procedure
UASI	Urban Area Security Initiative
WARN	Water/Wastewater Agency Response Network
WUI	Wildland Urban Interface

8.3

GLOSSARY

Access and Functional Needs: Refers to individuals that are or have physical, developmental or intellectual disabilities; chronic conditions or injuries; limited English proficiency; older adults; children; low income, homeless and/or transportation disadvantaged; and pregnant women.

Activate: At a minimum, a designated official of the emergency response agency that implements SEMS as appropriate to the scope of the emergency and the agency’s role in response to the emergency.

After Action Report: A report covering response actions, application of SEMS, modifications to plans and procedures, training need, and recovery activities. After action reports are required under SEMS after any emergency that requires a declaration of an emergency. Reports are required within 90 days.

Agency: An agency is a division of government with specific function, or a non-governmental organization (e.g., private contractor, business, etc.) which offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility of incident mitigation); or assisting by providing resources.

Agency Representative: An individual assigned to an incident or to an EOC from an assisting or cooperating agency who has delegated authority to make decisions on matters affecting that agency’s participation at the incident or at the EOC.

American Red Cross: A nationwide volunteer agency that provides disaster relief to individuals and families.

Available Resources: Incident-based resources that are available for immediate assignment.

Care and Shelter: A phase of operations that meets the food, clothing, and shelter needs of people on a mass care basis.

Chain of Command: A series of management positions in order of authority.

Continuity of Government: All measures that may be taken to ensure the continuity of essential functions of governments in the event of emergency conditions, including line-of-succession for key decision makers.

Coordination: The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives.

Cultural competence: The ability to understand, value, communicate with, and effectively interact with people across cultures in order to ensure that the needs of all community members are addressed, with priority given to “culturally diverse communities.” “Cultural competence” includes, but is not limited to, being respectful and responsive to the cultural and linguistic needs of diverse population groups.

Culturally diverse communities: Includes, but is not limited to, race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender, including women; age, refugee communities; gender, including women; age,

including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited or no English language proficiency; as well as geographic location.

Damage Assessment: The process utilized to determine the magnitude of damage and the unmet needs of individuals, businesses, the public sector, and the community caused by a disaster or emergency event.

Dam Failure: Part or complete collapse of a dam causing downstream flooding.

Declaration: The formal action by the President to make a State eligible for major disaster or emergency assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 3-288, as amended (the Stafford Act).

Declaration Process: When a disaster strikes, local authorities and individuals request help from private relief organizations and their State government, which give all assistance possible. If assistance is beyond their capability, the Governor requests a Presidential declaration of a major disaster or an emergency.

Delegation of Authority: A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed.

Department Operations Center (DOC): A location used by a distinct discipline, such as fire, medical, hazardous materials, or a unit, such as Department of Public Works, Department of Health or local water district to manage and coordinate their departmental response functions in a disaster. Department operations centers may be used at all SEMS levels above the field response level, depending upon the impact of the emergency."

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

Emergency: A condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions.

Emergency Operations Center (EOC): A location from which centralized emergency management can be performed. EOC facilities are established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.

Emergency Operations Plan (EOP): The plan that each jurisdiction has and maintains for responding to relevant threats and hazards that defines the emergency management organization, structure and coordination.

Essential Facilities: Facilities that are essential for maintaining the health, safety, and overall wellbeing of the public following a disaster (e.g., hospitals, police and fire department buildings, utility facilities, etc.). May also include buildings that have been designated for use as mass care facilities (e.g., schools, churches, etc.).

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

Exercise: Maneuver or simulated emergency condition involving planning, preparation, and execution; carried out for the purpose of testing, evaluating, planning, developing, training, and/or demonstrating emergency management systems and individual components and capabilities, to identify areas of strength and weakness for improvement of an emergency operations plan (EOP).

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

Federal Emergency Management Agency (FEMA): This agency was created in 1979 to provide a single point of accountability for all Federal activities related to disaster mitigation and emergency preparedness, response, and recovery.

First Responder: This term refers to individuals whose organizations specific and primary responsibility is to respond to life safety incidents.

Hazard: Natural or man-made source of danger or difficulty to people or property.

Hazardous Material: A substance or combination of substances, which, because of quantity, concentration, physical, chemical, radiological, explosive, or infectious characteristics, poses a potential danger to humans or the environment. Generally, such materials are classed as explosives and blasting agents, flammable and nonflammable gases, combustible liquids, flammable liquids and solids, oxidizers, poisons, disease-causing agents, radioactive materials, corrosive materials, and other materials including hazardous wastes.

Hazard Mitigation: A cost-effective measure that will reduce the potential for damage to a facility from a disaster event.

Hazard Mitigation Plan: The plan resulting from a systematic evaluation of the nature and extent of vulnerability to the effects of natural hazards, including the actions needed to minimize future vulnerability to identified hazards.

Incident: An occurrence or event, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or the environment.

Incident: An occurrence or event, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or the environment.

Incident Action Plan (IAP): The plan developed at the field response level that contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written.

Incident Commander: The individual responsible for the command of all functions at the field response level.

Incident Command System (ICS): The nationally used standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to 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, with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

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 at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely 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; and controlling rumors

and inaccurate information that could undermine public confidence in the emergency response effort.

Jurisdiction: The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political/geographical (e.g., special district city, county, state or federal boundary lines), or functional (e.g., police department, health department, etc.)

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

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

Mitigation: Pre-event planning and actions that aim to lessen the effects of potential disaster.

Mutual Aid Agreement: Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

Mutual Aid Region: A subdivision of Governor's Office of Emergency Services established to assist in the coordination of Mutual Aid and other emergency operations within a geographic area of the state, consisting of two or more county (operational) areas. Sonoma County is in Mutual Aid Region II.

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent

nationwide approach for Federal, State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, tribal, and local capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Framework (NRF): A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

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

Office of Emergency Services: The California Governor's Office of Emergency Services (OES).

Operational Area: An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the county's geographic borders. An operational area is defined in law (Section 8559, California Government Code) as an organization (not a jurisdiction) whose boundaries are those of a county. This organization is not necessarily a county government; it could be several cities, or a city and a county, a county government or several county governments, willing to undertake to coordinate the flow of Mutual Aid and information within the defined area. The operational area concept is the backbone of SEMS.

Plan: As used by OES, a document that describes the broad, overall jurisdictional response to potential extraordinary emergencies or disasters.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

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. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations

Public Information Officer (PIO): The individual at field or EOC level that has been delegated the authority to prepare public information releases and to interact with the media. Duties will vary depending upon the agency and SEMS level.

Recovery: Activities traditionally associated with providing Federal supplemental disaster recovery assistance under a Presidential major disaster declaration. These activities usually begin within days after the event and continue after the response activities cease. Recovery includes individual and public assistance programs that provide temporary housing assistance, grants and loans to eligible individuals and government entities to recovery from the effects of a disaster.

Resources: Personnel and equipment available, or potentially available, for assignment to incidents or to EOCs. Resources area described by kind and type, and may be used in tactical support or supervisory capacities at an incident or at EOCs.

Response: Activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property and the environment, stabilize communities and meet basic human needs following an incident. Based on the requirements of the situation, response assistance will be provided to an affected State under the National Response Framework using a partial activation of selected Emergency Support Functions (ESF) or full activation of all ESF to meet the needs of the situation.

Risk: Potential for an unwanted outcome resulting from an incident, even, or occurrence, as determined by its likelihood and associated consequences.

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

Stafford Act: Robert T. Stafford disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988; amended the Disaster Relief Act of 1974, and the Sandy Recovery Improvement Act of 2013.

Standard Operating Procedures (SOPs): A set of instructions having the force of a directive, covering those features of operations that lends themselves to a definite or standardized procedure. Standard operating procedures support an annex by indicating in detail how a particular task will be carried out.

Standardized Emergency Management System (SEMS):

A system required by California Government Code for managing response to multi-agency and multi-jurisdiction emergencies in California. SEMS consists of five organizational levels that are activated as necessary: Field Response, Local Government, Operation Area, Region and State.

State of Emergency: The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, epidemic, riot,

or earthquake or other conditions, other than conditions, resulting from a labor controversy, or conditions causing a "state of war emergency"., which conditions by reason of magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city and require the combined forces of a Mutual Aid region or regions to combat.

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

Tsunami: Also called a seismic sea wave. It is a large oceanic wave generated by earthquakes, submarine volcanic eruptions, or large submarine landslides in which sudden forces are applied to the water mass.

Vulnerability: Physical feature or operational attribute that renders and entity open to exploitation or susceptible to a given hazard.