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# LETTER OF PROMULGATION

The preservation of life and property is an inherent responsibility of all levels of government. The City of San Leandro has prepared this Emergency Operations Plan – Base Plan to support the effective and economical allocation of resources to protect people and property in times of crisis.

While no plan can completely prevent death and destruction, good plans carried out by knowledgeable and well-trained personnel can minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and coordinates the planning efforts of various emergency staff and service elements using the Standardized Emergency Management System. This plan aims to incorporate and coordinate all City of San Leandro facilities and personnel into a unified organization capable of responding to emergencies.

Once adopted, this plan is an extension of the County of Alameda’s Emergency Operations Plan and the California Emergency Plan. It will be reviewed, tested periodically, and revised as necessary to meet changing conditions. The City of San Leandro City Council fully supports this Emergency Operations Plan and urges all public employees and individuals to prepare for times of emergency before they occur.

Council Member/Mayor \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date

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Council Member \_\_\_\_\_ Date



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# APPROVAL AND IMPLEMENTATION

The City of San Leandro Emergency Operations Plan – Base Plan provides a comprehensive approach to managing incidents of all types. This plan is intended to be read and understood before an emergency occurs.

The City of San Leandro Emergency Operations Plan - Base Plan may be activated by the Director of Emergency Services or designated alternates under any of the following circumstances:

- On the order of the Director of Emergency Services as outlined in the City of San Leandro Municipal Code (Title 3 Chapter 4.)
- Automatically on the proclamation of a State of War Emergency as defined in the California Emergency Services Act (Chapter 7, Division 1, Title 2, California Government Code.)
- Upon the declaration by the President of the existence of a National Emergency.
- Automatically, on receipt of a confirmed high-risk threat of an attack on the United States or upon the occurrence of a catastrophic disaster that requires an immediate government response.

The City of San Leandro Emergency Operations Plan – Base Plan was developed with input from City of San Leandro departments, the local business community, and residents and visitors of the City. This plan is prepared and maintained under the oversight of the Director of Emergency Services. Upon the delegation of authority from the Director of Emergency Services, specific modifications can be made to this plan without the signature of the City Council.

The Emergency Operations Plan - Base Plan, functional and hazard-specific annexes, and all other supporting content supersede all previous versions and other iterations of this document. The City of San Leandro Emergency Operations Plan - Base Plan shall be effective immediately upon resolution of the City Council. Concurrence regarding details in the Emergency Operations Plan – Base Plan is documented using the concurrence agreement.





# RECORD OF CONCURRENCE

The following list of signatures documents each City Council Member's concurrence and receipt of the City of San Leandro's Emergency Operations Plan - Base Plan in 2023.

Council Member/Mayor \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date

Council Member \_\_\_\_\_ Date







# 1. INTRODUCTION

## 1.1. PURPOSE

The City of San Leandro Emergency Operations Plan – Base Plan (EOP) describes the framework for how the City of San Leandro (the City) manages emergency operations before, during, and after any natural or human-caused disasters. The specific purpose of the EOP is to:

- Describe the responsibilities, authorities, and functions of the City during times of emergency.
- Guide all emergency preparedness, response, and recovery operations within the City.
- Facilitate coordinated emergency operations across and between jurisdictions and agencies.
- Acknowledge the City of San Leandro’s adoption of California’s Standardized Emergency Management System (SEMS), Incident Command System (ICS), and National Incident Management System (NIMS).
- Provide inclusive and culturally competent response and recovery services to ensure equity for diverse populations.
- Deliver preparedness, planning, response, and recovery resources for the access and functional needs of the community and their specific requirements.

The City of San Leandro EOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines. It references the California State Emergency Plan and Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101.<sup>1</sup> It is designed to conform to the requirements of SEMS, as defined in the Government Code of the State of California Section 8607(a)<sup>2</sup> and Title 19, California Code of Regulations (CCR), Division 2, Chapter 1, and NIMS.

## 1.2. SCOPE

The EOP is intended to be used by all City agencies when responding to any hazard or threat that necessitates a coordinated response between multiple agencies, jurisdictions, or levels of government. The concepts and practices within this EOP are designed to be flexible and scaled based on the size and complexity of an incident.

This EOP applies to all agencies and individuals, both public and private, that have emergency management responsibilities within the City of San Leandro. Allied agencies, special districts, private enterprises, and volunteer organizations with roles and responsibilities established by this plan maintain operating protocols consistent with the policies and procedures established by this plan.

### Planning Documents

This EOP is intended to provide the conceptual and legal basis for other planning documents that support emergency management within the City of San Leandro.

- **Emergency Operations Plan – Base Plan (EOP):** Describes the emergency organization and overarching all-hazards response to emergencies within the City. The EOP is intended to be used in conjunction with other organizational tactical, operational, and strategic plans.

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<sup>1</sup> [https://www.fema.gov/sites/default/files/documents/fema\\_cpg-101-v3-developing-maintaining-eops.pdf](https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf)

<sup>2</sup> [https://leginfo.legislature.ca.gov/faces/codes\\_displaySection.xhtml?lawCode=GOV&sectionNum=8607.#:~:text=\(a\)%20The%20Office%20of%20Emergency,use%20by%20all%20emergency%20response](https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV&sectionNum=8607.#:~:text=(a)%20The%20Office%20of%20Emergency,use%20by%20all%20emergency%20response)



- **Functional Annexes:** Published separately, functional annexes build on concepts from the EOP by detailing the responsibilities, tasks, and actions related to implementing a specific emergency function (e.g., sheltering, evacuation).
- **Hazard-Specific Annexes:** Published separately, hazard-specific annexes build on concepts from the EOP by detailing the responsibilities, tasks, and actions related to responding to a specific hazard or threat (e.g., wildfire, earthquake).
- **Standard Operating Procedures (SOP):** Published separately, SOPs support the execution of the EOP and associated annexes by providing step-by-step instructions and details specific to the roles and responsibilities of individual departments. SOPs may include checklists, appendices, and resource guides as additional documentation.
- **Local Hazard Mitigation Plan (LHMP):** Published separately, the LHMP identifies community-level policies and actions to mitigate and reduce the impacts of natural hazards. The LHMP forms the foundation for San Leandro’s long-term strategy to reduce disaster losses.

The Alameda County Operational Area (OA) EOP can be referenced for functional or hazard-specific annexes not included in San Leandro’s planning documents.

### 1.3. PLANNING ASSUMPTIONS

Certain planning assumptions were considered during the development of the EOP. These assumptions translate into basic principles associated with conducting emergency management operations in preparation for, response to, and recovery from major emergencies. Assumptions provide context, requirements, and situational realities that must be addressed in plan development and emergency operations.

The following assumptions were considered when developing the City of San Leandro EOP:

- A major disaster or significant incident can occur at any time or place. Dissemination of warning to the public and implementation of readiness measures may be possible. However, emergencies may develop with little or no warning.
- All departments, agencies, and personnel responding to an incident will do so in a manner consistent with SEMS and NIMS, and all response activities will occur at the lowest possible level of government.
- The City of San Leandro is primarily responsible for emergency actions within the City boundaries and will commit all available resources to save lives, minimize injury to persons, and reduce property damage.
- Large-scale incidents may overburden local resources and necessitate mutual aid from neighboring jurisdictions, understanding that mutual aid resources may not be available.
- The City of San Leandro will exhaust or expect to soon exhaust all local resources before requesting outside assistance.
- Large-scale incidents and the complex response organizational structure required pose significant challenges regarding warning, logistics, and agency coordination.
- Strategic decisions when responding to large-scale or complex will consider long-term threats to public health, property, the environment, and the local economy.
- Policies and plans can have unintended or adverse impacts. This EOP aims to limit these impacts and create a culture that allows for diversity, equity, and inclusion through all aspects of emergency management in the City of San Leandro.



- The participation of diverse communities during the preparedness and response planning phases helps to ensure equity and inclusion during response operations.
- Critical infrastructure, including communications, transportation, and utilities, may be disrupted.

## 1.4. EQUITY AND INCLUSION

The City of San Leandro conducts all emergency response activities in accordance with federal nondiscrimination laws. The City of San Leandro's policy is that no service will be denied based on race, religion, national origin, age, sex, marital status, veteran status, sexual orientation, or the presence of any sensory, mental, or physical disability. The City of San Leandro works to ensure that all response operations, including evacuation, sheltering, and alert and warning mechanisms comply with provisions of the Americans with Disabilities Act of 1990 (ADA)<sup>3</sup> and other state regulations. The City of San Leandro is committed to ensuring the planning, development, and review process incorporates engagement, considerations, and input from the access and functional needs community, as outlined in regulations including:

- AB 2311 (Brown, Ch. 520, Stats. 2016)<sup>4</sup>
- AB 477 (Cervantes, Ch. 218, Stats. 2019)<sup>5</sup>
- SB 160 (Jackson, Ch. 402, Stats. 2019)<sup>6</sup>

Individuals from diverse populations and those with access and functional needs are often disproportionately affected and may be more vulnerable to the impacts of disasters. Individuals with access and functional needs and other at-risk groups may have specific concerns or requirements during incident response. These groups may include individuals not in contact with traditional emergency services or community providers and those who feel they need help to access community resources safely.

The City of San Leandro is dedicated to ensuring complete services to all vulnerable populations, including individuals who:

- Have disabilities, including temporary or short-term disabilities
- Have a vision or hearing loss
- Live in institutional settings
- Do not speak English as a first language
- Do not have reliable transportation
- Do not have access to traditional media, including television, radio, and social media
- Are from diverse cultures
- Are geographically or culturally isolated

The following populations may also require additional assistance during an incident and have been considered in the development of this plan:

- Older adults
- Unaccompanied children

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<sup>3</sup> <https://www.ada.gov/topics/intro-to-ada/#:~:text=The%20ADA%20guarantees%20that%20people,state%20and%20local%20government%20programs>

<sup>4</sup> [https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill\\_id=201520160AB2311](https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB2311)

<sup>5</sup> [https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill\\_id=201920200AB477](https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201920200AB477)

<sup>6</sup> [https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill\\_id=201920200SB160](https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201920200SB160)



- Unhoused individuals
- Visitors

By using a whole community approach to emergency management, the City of San Leandro EOP is intended to ensure policies, services, and communications equitably serve all individuals who reside in, work in, or visit the City of San Leandro. In addition to meeting the California Governor’s Office of Emergency Services (Cal OES) requirements and rising to federal best practices, a rigorous whole community planning process strengthens community relationships within the City of San Leandro and across the Alameda County OA. A strong bond with community partners is critical for first responders during times of crisis. Fostering a whole community approach establishes relationships that facilitate more effective mitigation, preparedness, response, and recovery activities, increasing individual and collective preparedness throughout the City of San Leandro.

The City of San Leandro is dedicated to ensuring that planning and response documents adequately consider the needs of diverse populations and those with access and functional needs. A public-facing survey was distributed on social media and paper forms, allowing residents, visitors, and employees who spend time in San Leandro to comment on the most important issues and provide suggestions for improvement to the City. Over seven weeks, 11,959 responses were recorded. Leaders from Resilience Hubs around the City were also offered an opportunity to review and comment on a draft version of the EOP.



## 2. SITUATION

### 2.1. GEOGRAPHY

The City of San Leandro is in Alameda County along the shores of the San Francisco Bay in the East Bay sub-area. The City covers 13.34 mi<sup>2</sup> of land,<sup>7</sup> 2.1 mi<sup>2</sup> of water, and is bound by the City of Oakland to the north, the East Bay Hills to the east, the unincorporated communities of San Lorenzo and Ashland to the south, and the San Francisco Bay to west. Most of the City is located on the East Bay Plain, a flat area extending 50 miles from Richmond in the north to San Jose in the South. The plain transitions into low hills on the City’s eastern edge, while the western edge slopes into the San Francisco Bay.<sup>8</sup>

San Leandro has a temperate climate characterized by long summers that are warm and arid, with short, mild, and wet winters. Annually, temperatures typically vary between 43°F and 75°F. Most rain occurs between November and April.

Three highways are accessible in San Leandro: I-880 and I-580 running north-south, and I-238 running east-west. Public transit includes two Bay Area Rapid Transit (BART) stations and local bus routes.

### 2.2. POPULATION AND DEMOGRAPHICS

The U.S. Census Bureau recorded a citywide population of 91,008 for the City of San Leandro in 2020. Within San Leandro, about 31% of residents identify as Asian; 27.6% as Hispanic or Latino; 21.5% as White (not Hispanic or Latino); 10.3% as Black or African American; 9.2% as “two or more races”; 1.7 % as Native Hawaiian and other Pacific Islander; 0.9% American Indian and Alaska Native.<sup>9</sup>

Select socioeconomic information is shown in the table below.<sup>10</sup>

| Population Fact   | Number |
|---|--------|
| Persons under 5 years   | 4.1%   |
| Persons 65 years and older  | 16.5%  |
| Language other than English spoken at home, percent of persons age 5+ (2017-2021) | 51.6%  |
| Persons with a disability, under age 65 years (2017-2021)                         | 7.1%   |
| Persons in poverty  | 9.3%   |

Table 3: Select Socioeconomic Statistics

### 2.3. MITIGATION OVERVIEW

Hazard mitigation seeks to eliminate or reduce human suffering and property damage from natural and manmade hazards, including pre-disaster and post-disaster activities. The Federal Disaster Mitigation Act of 2000<sup>11</sup> requires jurisdictions to develop and adopt hazard mitigation plans that incorporate a risk analysis of

<sup>7</sup> <https://www.census.gov/quickfacts/fact/table/sanleandrocitcalifornia/INC110221>

<sup>8</sup> <https://www.sanleandro.org/DocumentCenter/View/6112/San-Leandro-Local-Hazard-Mitigation-Plan-PDF?bidId=>

<sup>9</sup> <https://www.census.gov/quickfacts/fact/table/sanleandrocitcalifornia/INC110221#qf-headnote-b>

<sup>10</sup> <https://www.census.gov/quickfacts/fact/table/sanleandrocitcalifornia/INC110221#qf-headnote-b>

<sup>11</sup> [https://www.fema.gov/sites/default/files/2020-11/fema\\_disaster-mitigation-act-of-2000\\_10-30-2000.pdf](https://www.fema.gov/sites/default/files/2020-11/fema_disaster-mitigation-act-of-2000_10-30-2000.pdf)



natural hazards, identify mitigation strategies, and, where appropriate, incorporate mitigation strategies into general plans and planning mechanisms.

In 2017, the City of San Leandro Hazard Mitigation Team, comprised of members chosen based on their ability to provide detailed information regarding hazards within San Leandro due to their subject matter expertise within their field, coordinated the preparation and publication of the City of San Leandro Local Hazard Mitigation Plan (LHMP), which is updated on a 5-year cycle. The LHMP continues San Leandro’s emphasis on hazard mitigation before disasters, including maintenance of infrastructure, requirements for new construction beyond the uniform codes, and education of residents and community groups.

The LHMP contains four specific goals that are the foundation and basis for hazard mitigation in the City of San Leandro:

- **Goal 1:** Protect the community. Protect the community from unreasonable risk to life and property caused by hazards and/or disaster events.
- **Goal 2:** Build local government capacity. Build local government capacity by hardening facilities, updating, and implementing a continuity of government plan to respond to hazards and disaster events.
- **Goal 3:** Protect economic resources. Protect San Leandro’s economic resources to provide assistance in disaster relief and recovery; and sustain an economic base to support services for San Leandro residents, employees, and visitors.
- **Goal 4:** Establish a comprehensive outreach plan. Establish a comprehensive outreach plan to empower residents to be better educated about, prepared for, and self-reliant to address hazards or disaster events through multilayered relationships with the community.

## 2.4. HAZARD ANALYSIS SUMMARY

The San Leandro LHMP describes the range of threats the City is vulnerable to. This section profiles a summary of hazards, in alphabetical order, identified and screened by the City of San Leandro Hazard Mitigation Planning Team. The EOP is designed to manage the response to all hazards, including, but not limited to, the threats profiled in this section. More information on potential hazards and impacts on the City of San Leandro is outlined in the LHMP.<sup>12</sup>

| Hazard                   | Risk Probability |
|--------------------------|------------------|
| Dam Failure              | Low              |
| Drought                  | High             |
| Earthquake               | High             |
| Extreme Heat*            | High             |
| Flood                    | Medium           |
| Levee Failure            | Low              |
| Landslide                | Medium           |
| Sea Level Rise           | Low              |
| Urban Wildland Fire      | Medium           |
| Wind Event**             | High             |
| <b>Risk Probability:</b> |                  |

<sup>12</sup> <https://www.sanleandro.org/DocumentCenter/View/6112/San-Leandro-Local-Hazard-Mitigation-Plan-PDF?bidId=>



- **High:** occurring every 1-10 years
- **Medium:** occurring every 10-50 years
- **Low:** occurring at intervals greater than 50 years

\* In the LHMP, extreme heat is qualified as low probability. In recent years, extreme heat has become more prevalent, as outlined in the City of San Leandro Climate Action Plan vulnerability assessment.<sup>13,14</sup>

\*\* Not profiled in the LHMP but considered a significant hazard by the City of San Leandro EOP Planning Team.

Table 4: Hazard Analysis Summary

## Dam Failure

Dams are manufactured structures built for various uses, including flood protection, power generation, agriculture, water supply, and recreation. Significant, even catastrophic flooding can occur in valley areas downstream of major dams in the event of complete or partial dam failure. These incidents are extremely rare due to the stringent design and permitting requirements for dam construction and operation. However, if prolonged rainfall and flooding exceed the design requirements, that structure may be overtopped or fail.

As outlined in the LHMP, significant portions of the City of San Leandro would be flooded in the event of complete dam failure at the Lake Chabot or Upper San Leandro Reservoirs. Flood water from a dam failure could reach the City's western portion in under 25 minutes, producing catastrophic damage and casualties. The dams at both reservoirs have been seismically strengthened during the last 30 years, making the risk of failure extremely low.

## Drought

A drought is a gradual phenomenon that occurs over several dry years, depleting reservoirs and groundwater basins without the expected annual recharge from winter precipitation. In recent years, droughts have occurred with increased frequency and duration, impacting human water consumption, agricultural and hydroelectric production, and other economic drivers. During drought, air and water quality are reduced, and some individuals may see a decrease in sanitation and hygiene due to limited water supplies. This can lead to the spread of infectious diseases or the consumption of improperly cleaned food.

Water restrictions may be implemented to support water conservation efforts when water supply issues become increasingly scarce. During past drought events, San Leandro has enacted water rationing and promoted alternative measures to conserve water.

## Earthquake

Earthquakes occur when two tectonic plates slip past each other beneath the earth's surface, causing sudden and rapid shaking of the surrounding ground. In addition to ground shaking, earthquakes may cause secondary emergencies, including liquefaction, dam and levee failures, tsunamis and seiches, hazardous material incidents, fires, and landslides.

The Hayward Fault runs directly through San Leandro, parallel to Highway 580 and Highway 880. An earthquake on the Hayward Fault would significantly impact the City of San Leandro and could lead to further disasters such as liquefaction, tsunamis, and earthquake-induced landslides. The San Andreas Fault, located approximately 14

<sup>13</sup> <https://www.sanleandro.org/984/Climate-Action-Plan>

<sup>14</sup> <https://www.sanleandro.org/DocumentCenter/View/6496/San-Leandro-Climate-Vulnerability-Assessment-2020>



miles west of the City, could produce an earthquake with similar damage to the City as the 1989 Loma Prieta earthquake.

### **Extreme Heat**

The San Francisco Bay Area can experience extreme heat days, typically defined as a period of high heat and humidity with temperatures above 90°F for at least two to three days. Extreme heat days pose a public health threat, causing symptoms such as exhaustion, heat cramps, and sunstroke. Elderly persons, small children, those on certain medications or drugs, and persons with weight and alcohol problems are particularly susceptible to heat reactions. Extreme heat events tend to occur during the summer months on a regional basis and can happen in any portion of the City of San Leandro.

Climate change is expected to increase ambient average air temperature, particularly in the summer. The frequency, intensity, and duration of extreme heat events and heat waves are also likely to increase in association with regional climate impacts. Historically, the San Francisco Bay Area experiences four extreme heat days yearly.

### **Flood**

Potential flooding hazards in San Leandro are associated with overbank flooding of creeks and drainage canals, tidal flooding from San Francisco Bay, ponding and sheet flow runoff, and rising sea levels. The City of San Leandro is primarily susceptible to flooding during winter when it receives most of its rainfall. Although isolated flooding has occurred in San Leandro, there are no repetitive loss properties in the City of San Leandro. However, areas of the City are susceptible to localized flooding due to heavy rains or winter storms.

Floods can cause injuries and death, damage structures, disrupt utilities, and isolate communities. In addition to rising water levels, flooding causes pavement deterioration, washouts, landslides/mudslides, scattered debris, and downed trees.

### **Levee Failure**

San Leandro has no levees due to land adjacent to the bay lying above sea level. San Leandro's shoreline has been armored with rip rap to ensure that bay water does not erode the shoreline.

### **Landslide**

In the San Francisco Bay Area, landslides typically occur as a result of earthquakes or during heavy and sustained rainfall events. An area's susceptibility depends on geology, topography, vegetation, and hydrology. Landslides can cause injuries and death, damage structures, disrupt utilities, and isolate communities.

Portions of the City east of Highway I-580 are at the most significant risk for weather-induced landslides. The City of San Leandro has not experienced any earthquake-induced landslides, but landslides associated with atmospheric river weather events have occurred.

### **Sea Level Rise**

Rising sea level is a developing, global issue that will continue to impact San Leandro throughout the 21<sup>st</sup> century. A significant rise in sea level due to global warming is likely to affect the ecology of San Leandro's shoreline marshes significantly. It could also increase erosion along the waterfront and raise the hazard of tidal flooding along Neptune Drive and nearby streets.





## Urban-Wildland Fire

Urban-wildland fires occur where the built environment and natural areas are intermixed, leading to the potential for injuries, fatalities, and damage to infrastructure systems, causing a cascade of subsequent impacts. Because of the mix and density of structures and natural fuels combined with limited access and egress routes, fire management is more complex in urban-wildland environments. The City of San Leandro lies adjacent to thousands of acres of potentially flammable coastal scrub and forested open space. The City also has several locations, particularly along San Leandro Creek, with large eucalyptus trees and other highly flammable vegetation and combustible litter.

## Wind Event

Strong winds accompany the most severe winter storms in San Leandro and can cause damage, leading to power outages, road closures, clogged creeks and culverts, damage to structures and cars due to fallen trees, and wind-driven wave erosion. Although all of San Leandro is affected by wind, coastal areas tend to be impacted more frequently by strong wind incidents. The most frequent wind events tend to have short-lived impacts on urban forestry, primarily downed trees and powerlines.



## 3. DIRECTION, CONTROL, AND COORDINATION

### 3.1. NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) AND STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

The City of San Leandro manages all incidents according to the principles outlined in NIMS and SEMS. Both NIMS and SEMS are rooted in Incident Command System (ICS) concepts. ICS provides a standardized approach to the command, control, and coordination of on-scene incident management that outlines a common hierarchy within which personnel from multiple organizations can be successful. ICS specifies an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel, equipment, facilities, and communications.<sup>15</sup>

#### NIMS

NIMS is a comprehensive, systematic approach to incident management that is flexible and scalable to all incident types. The NIMS structure integrates existing best practices into a consistent, nationwide approach to domestic incident management applicable at all jurisdictional levels and across functional disciplines. NIMS allows government agencies at all levels, the private sector, and non-governmental organizations to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity.<sup>16</sup>

#### SEMS

SEMS unifies all elements of California's emergency management community into a single integrated system and standardizes critical incident response elements. Emergency response agencies throughout California use SEMS to provide the fundamental structure for the response phase of emergency management.<sup>17</sup>

The foundation of SEMS is built on the following concepts:

- **Incident Command System:** A field-level emergency response system based on management by objectives.
- **Multi/Inter-Agency Coordination:** Affected agencies working together to coordinate allocations of resources and emergency response activities.
- **Mutual Aid:** A system for obtaining additional emergency resources from non-affected jurisdictions.
- **Operational Area Concept:** Individual counties and sub-divisions coordinate damage information, resource requests, and emergency response.

A primary concept of SEMS is that all incident response is managed at the lowest possible organizational level. The complexity of the incident ultimately determines the response capabilities needed. The SEMS framework allows the City of San Leandro, other local jurisdictions within the Alameda County OA, and other regional and state partners to integrate seamlessly into the response organization.

The organizational levels of SEMS include:

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<sup>15</sup> <https://training.fema.gov/emiweb/is/icsresource/assets/ics%20organizational%20structure%20and%20elements.pdf>

<sup>16</sup> [https://www.fema.gov/sites/default/files/2020-07/fema\\_nims\\_doctrine-2017.pdf](https://www.fema.gov/sites/default/files/2020-07/fema_nims_doctrine-2017.pdf)

<sup>17</sup> <https://www.caloes.ca.gov/office-of-the-director/operations/planning-preparedness-prevention/planning-preparedness/standardized-emergency-management-system/>



- **Field:** Where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat. The City of San Leandro Police, Fire, or Public Works Departments are typically involved at the field response level.
- **Local Government:** Includes individual cities, counties, and special districts. As a local government, the City of San Leandro manages and coordinates overall emergency response and recovery activities citywide. This may involve activating the City of San Leandro Emergency Operations Center (EOC) or coordinating other activities.
- **Operational Area:** Encompasses the county and all political subdivisions, including special districts. The Alameda County EOC may be activated for complex or county-wide incidents to support local governments' management and coordination of resources, information, and priorities. The Alameda County EOC also serves as the link between local and regional levels.
- **Region:** The Cal OES Region manages information and resources among OAs and coordinates overall state support of emergency response operations within the region. The City of San Leandro is located in the “Coastal” Cal OES Administrative Region and Cal OES Mutual Aid Region “II.”
- **State:** The Cal OES state level prioritizes tasks and coordinates state resources in response to requests from regional levels. Cal OES headquarters also coordinates mutual aid among the mutual aid regions and serves as a link to the federal emergency response system.

# STANDARDIZED EMERGENCY MANAGEMENT SYSTEM

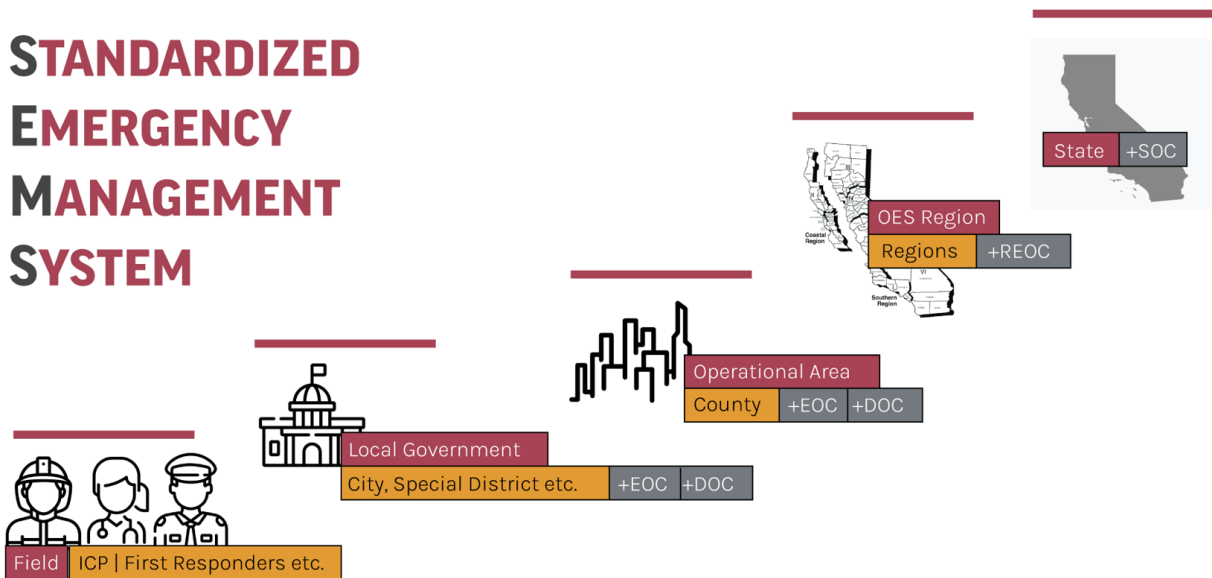


Figure 1: SEMS Organizational Levels

The City of San Leandro uses SEMS to manage the response to multiagency and multijurisdictional emergencies and to coordinate between responding agencies at all levels during incident response.

## 3.2. EOC AND FIELD COORDINATION

The field response level is where emergency response personnel and resources make tactical decisions and activities in direct response to an incident, disaster, or threat.<sup>18</sup> Field response activities are managed by an

18

[https://www.caloes.ca.gov/PlanningPreparednessSite/Documents/Standardized%20Emergency%20Management%20System\\_Part1.pdf](https://www.caloes.ca.gov/PlanningPreparednessSite/Documents/Standardized%20Emergency%20Management%20System_Part1.pdf)



Incident Commander (IC) or Unified Command (UC) at an Incident Command Post (ICP) using the elements of SEMS. Most incidents will be resolved at the field level, and the EOC will not be activated. Support is only requested through the EOC when existing mutual aid channels do not have the type or number of resources needed. Resources requested by the field are elevated to the next successive level of government until obtained, or the request is canceled.

For complex incidents, the City of San Leandro EOC or individual department operations centers (DOCs) may activate to support response efforts in the field. In this case, the IC or UC will coordinate directly with the EOC or DOC to support decision-making and situational awareness. Tactical control of assets remains the responsibility of the IC/UC.

### **3.3. DEPARTMENT OPERATIONS CENTERS**

Some City of San Leandro departments may activate department operations centers (DOCs) to support response operations. DOCs focus on internal departmental management and response and may provide functional support to field operations. The DOC often serves as a direct link to the Operations Section in the EOC. DOCs directly support information and resource management for individual departments and communicate all information to the City of San Leandro EOC using Veoci and Microsoft Teams.

The Public Works and Police Departments may activate a DOC, depending on the circumstances of the incident.

### **3.4. OPERATIONAL AREA COORDINATION**

The Alameda County OA is a composite of its political subdivisions (i.e., municipalities, contract cities, special districts, and county agencies). The Alameda County OA EOC supports information and resource coordination throughout the Alameda County OA. If one or more local jurisdiction EOC is activated, or the incident requires state or regional support, the Alameda County OA EOC will likely activate to support response operations. The Alameda County EOC coordinates mutual aid requests and resources from all OA jurisdictions and serves as a direct link from the City of San Leandro to the State.

The City of San Leandro maintains direct communication with the Alameda County OA EOC and any activated EOCs in OA member jurisdictions. If the City of San Leandro requires non-public safety mutual aid, the Logistics Section submits a resource request to the Alameda County OA EOC, which works to fulfill the request.

### **3.5. EMERGENCY SUPPORT FUNCTIONS**

The City of San Leandro and Alameda County reference emergency support functions (ESFs) in their planning and response frameworks. ESFs provide an all-hazards methodology to emergency management to help response partners respond to incidents collaboratively. ESFs provide a structure for planning a coordinated incident response. ESFs improve communication among partners, enhance resource sharing, reduce duplication of efforts, advocate for continuity of operations, and support hazard mitigation programming. The State of California and the federal government organize response efforts in ESFs.

A list of ESFs and their associated departments can be seen in Appendix 9.4.

### **3.6. MUTUAL AID**

The City of San Leandro will always respond to any incident using its internal resources. If these resources are exhausted or are anticipated to be soon exhausted, the City of San Leandro may request assistance from other local jurisdictions and higher levels of government by contacting the Alameda County EOC. The Alameda County



EOC coordinates mutual aid resources from within the OA through the framework of the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA).<sup>19</sup> The MMAA provides the framework for mutual aid in California, where each jurisdiction retains control of its own facilities, personnel, and resources but may also receive or help other jurisdictions within the State. Mutual aid may include equipment, supplies, personnel, or other capabilities and allow for rapidly mobilizing resources from one agency to another.

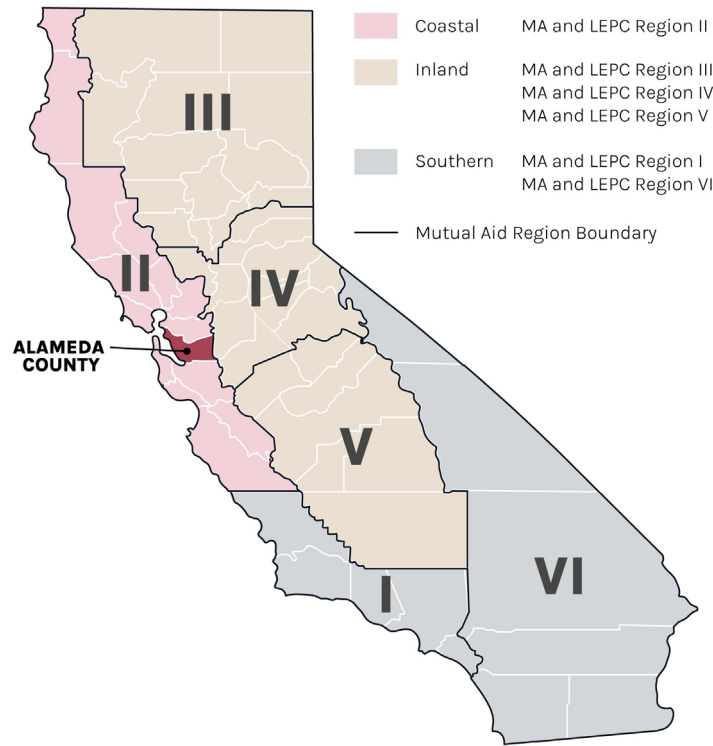


Figure 2: California Mutual Aid Regions

The City of San Leandro participates in the statewide discipline-specific mutual aid system via Alameda County and is a member of Mutual Aid Region II. Mutual aid regions support the smooth application and coordination of mutual aid and other emergency activities. Region II facilitates multi-agency and multi-jurisdictional coordination between Cal OES and the Alameda County OA, including state agencies, local and tribal governments, and special districts, including the City of San Leandro. The discipline-specific mutual aid system includes established mutual aid mechanisms for the following functions:

- Law enforcement
- Fire and rescue
- Coroner/medical examiner
- Regional Disaster Medical Health

<sup>19</sup> <https://www.caloes.ca.gov/wp-content/uploads/Preparedness/Documents/CAMasterMutAidAgreement.pdf>

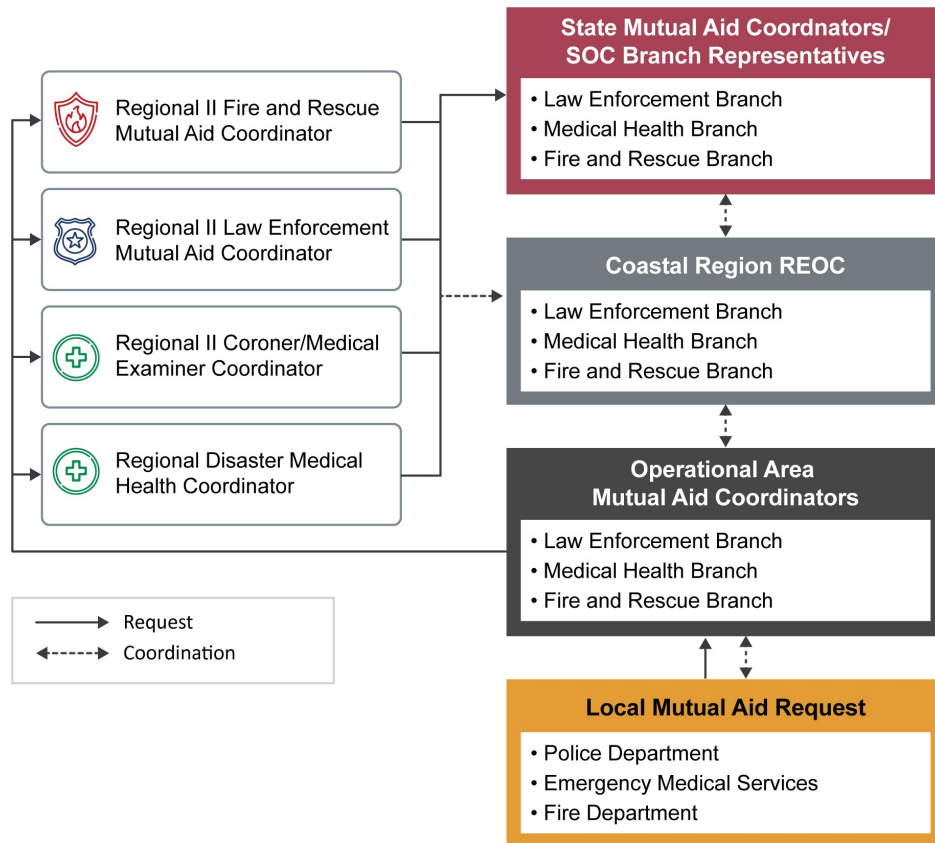


Figure 3: Discipline-Specific Mutual Aid System

In the City of San Leandro and Alameda County, mutual aid is requested through established channels. The selected channel will vary depending on the discipline-specific system being used. The MMAA also promotes the establishment of emergency assistance agreements between public and private sector agencies at all levels. The City of San Leandro also maintains memoranda of agreement with private organizations to support response efforts.



## 4. CONCEPT OF OPERATIONS

### 4.1. DAILY EMERGENCY ORGANIZATION

The City Manager serves as the Director of Emergency Services.<sup>20</sup> The Director of Emergency Services is primarily responsible for the emergency management organization, including overall direction over response and recovery operations. As outlined in the Municipal Code, the Director of Emergency Services is also empowered to:

- Request the City Council to issue a local proclamation of emergency or issue a proclamation if the City Council is not in session.
- Request the Governor to proclaim a state of emergency.
- Activate Disaster Service Workers (DSWs).
- Direct cooperation and coordination of services and staff in response to an incident.
- Issue emergency rules and regulations to protect life and property.

The Assistant Director of Emergency Services is appointed by the Director of Emergency Services and is currently filled by the Emergency Manager. The Assistant Director of Emergency Services is responsible for the day-to-day administration of the emergency management program, including developing emergency plans. The Assistant Director continuously coordinates with the Director and other public safety personnel.<sup>21</sup>

#### Disaster Council

As an advisory body, the primary purpose of the Disaster Council is to develop and recommend emergency plans, resource plans, and mutual aid plans for the City Council's approval.<sup>22</sup>

The Disaster Council consists of the following members:

- Mayor (Chairperson)
- Vice Mayor
- Director of Emergency Services
- Assistant Director of Emergency Services
- One City Council member appointed by the City Council
- Emergency services chiefs
- Representatives of civic, business, labor, veterans, and professional organizations with responsibilities during an emergency (as determined by the City Manager and Emergency Manager)

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<sup>20</sup> [https://library.qcode.us/lib/san\\_leandro\\_ca/pub/municipal\\_code/item/title\\_3-chapter\\_3\\_4-article\\_1?view=all#title\\_3-chapter\\_3\\_4-article\\_1-3\\_4\\_120](https://library.qcode.us/lib/san_leandro_ca/pub/municipal_code/item/title_3-chapter_3_4-article_1?view=all#title_3-chapter_3_4-article_1-3_4_120)

<sup>21</sup> [https://library.qcode.us/lib/san\\_leandro\\_ca/pub/municipal\\_code/item/title\\_3-chapter\\_3\\_4-article\\_1?view=all#title\\_3-chapter\\_3\\_4-article\\_1-3\\_4\\_120](https://library.qcode.us/lib/san_leandro_ca/pub/municipal_code/item/title_3-chapter_3_4-article_1?view=all#title_3-chapter_3_4-article_1-3_4_120)

<sup>22</sup> [https://library.qcode.us/lib/san\\_leandro\\_ca/pub/municipal\\_code/item/title\\_3-chapter\\_3\\_4-article\\_1?view=all#title\\_3-chapter\\_3\\_4-article\\_1-3\\_4\\_120](https://library.qcode.us/lib/san_leandro_ca/pub/municipal_code/item/title_3-chapter_3_4-article_1?view=all#title_3-chapter_3_4-article_1-3_4_120)



## Disaster Service Workers

Under state<sup>23</sup> and local<sup>24</sup> law, all City of San Leandro employees are registered as DSWs. During incident response, City employees not otherwise assigned emergency responsibilities may be made available to augment the work of their department or other City departments, if required. The Director of Emergency Services is authorized to activate the DSW program.

Disaster service relates to activities designed to aid a disaster's response and recovery phases and includes pre-approved training. Disaster service assignments may require service at locations, times, and under conditions other than regular work assignments. Examples of disaster service assignments may include:

- Serve in the EOC
- Support shelter operations
- Support call center operations
- Provide translation services

DSWs will not be asked to perform duties that are hazardous or for which they have not been trained and will be given every effort to ensure their own families are safe and secure before performing DSW duties.

## 4.2. PREPAREDNESS

### Planning

The City of San Leandro is committed to maintaining a planning process that includes the whole community, specifically those with access and functional needs, those who do not speak English as a first language, and other vulnerable populations. This is completed, in part, by adhering to the planning process outlined in the FEMA CPG 101, including:<sup>25</sup>

- Conduct community-based planning to engage the whole community through a planning process that represents the actual population in the community and involves community leaders and the private sector.
- Develop plans by identifying and analyzing risk.
- Identify operational assumptions and resource demands.
- Prioritize plans and planning efforts to support the transition from development to execution for any threat or hazard.
- Integrate and coordinate efforts across all levels of government, the private sector, and nonprofit organizations.

The Assistant Director of Emergency Services is responsible for developing, updating, and maintaining plans specific to emergency operations for the entire City. Individual departments are responsible for developing, editing, and maintaining plans and SOPs specific to departmental procedures. Other types of plans developed by the City of San Leandro are outlined in Section 1.2.1.

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<sup>23</sup>

[https://leginfo.legislature.ca.gov/faces/codes\\_displaySection.xhtml?sectionNum=3100.&lawCode=GOV#:~:text=In%20furthrance%20of%20the%20exercise,their%20superiors%20or%20by%20law.](https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=3100.&lawCode=GOV#:~:text=In%20furthrance%20of%20the%20exercise,their%20superiors%20or%20by%20law.)

<sup>24</sup> [https://library.qcode.us/lib/san\\_leandro\\_ca/pub/municipal\\_code/item/title\\_3-chapter\\_3\\_4-article\\_1?view=all#title\\_3-chapter\\_3\\_4-article\\_1-3\\_4\\_130](https://library.qcode.us/lib/san_leandro_ca/pub/municipal_code/item/title_3-chapter_3_4-article_1?view=all#title_3-chapter_3_4-article_1-3_4_130)

<sup>25</sup> [https://www.fema.gov/sites/default/files/documents/fema\\_cpg-101-v3-developing-maintaining-eops.pdf](https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf)





## Training

The City of San Leandro maintains and participates in a comprehensive training program based on identified preparedness and response needs. Training is coordinated with department and City leadership and may include formal and informal classroom training, online training, seminars, and workshops.

Training may come from a variety of sources:

- **Local training:** City of San Leandro staff, Alameda County Office of Emergency Services (OES) personnel, or other local partners may provide local training. These training courses are specific to department emergency roles and responsibilities and the local community and are designed to improve local response capabilities.
- **Regional training:** As a member of the Bay Area Urban Areas Security Initiative (UASI) through Alameda County, the City of San Leandro may access regional planning and training sources. The Bay Area Training and Exercise Program (BATEP) allows local responders to receive training and exercises to build and sustain public safety and preparedness capabilities.
- **State training:** Training through Cal OES is managed by the California Specialized Training Institute (CSTI), which provides basic and advanced training in all phases of emergency management and specific topic areas. The City of San Leandro coordinates with the Alameda County OA and Cal OES to provide relevant training.
- **Federal training:** The City of San Leandro supports FEMA-sponsored training through its Emergency Management Institute (EMI), which is used to close Threat and Hazard Identification and Risk Assessment gaps and increase skills and expertise. The FEMA EMI program provides national best practices through online, standardized Independent Study courses and in-person courses at the National Emergency Training Center.

## Exercise

The City of San Leandro conducts exercises regularly, including as many departments, Alameda County OA partners, and members of the whole community as possible. Exercises are developed using the Homeland Security's Exercise and Evaluation Program (HSEEP), which provides a systematic approach to exercise development, evaluation, execution, and post-improvement planning. Exercises may range in complexity from a workshop to a multi-agency/multi-jurisdictional event involving the actual deployment of resources.

### Exercise

The City of San Leandro participates annually in the Great ShakeOut earthquake drill. Great ShakeOut drills are an opportunity for residents and visitors to practice earthquake safety and preparedness.

## Resilience Hubs

The City of San Leandro is proud to support the Resilience Hub initiative in response to the urgent need to build resilience and sustainability at the community level. Resilience Hubs are trusted community centers and spaces that serve as gathering places to distribute resources, exchange information, and express community care during disasters while supporting community programming and permaculture-inspired climate solutions year-round.

Existing community groups serving as Resilience Hubs aim to operate in three phases:

- **Normal:** Resilience Hubs provide a home base for residents, businesses, and organizations to gather for workshops, events, meals, and training opportunities that benefit a range of community needs, including resilience. Hubs function in normal mode most of the time, meaning there are no hazards present, and all critical infrastructure is available and functioning properly.



- **Disruption:** In the event of a disruption, such as an incident or disaster, Resilience Hubs switch from Normal Mode into reacting and responding to the disruption and augment operations to better support immediate community needs. With enhanced systems and capacity, Hubs can ideally help reduce the need for emergency services and better connect residents and businesses with supplies, information, and support during a disruption.
- **Recovery:** Resilience Hubs are critical in post-disruption recovery and ongoing community needs. Hubs can act as centers for resource deliveries and distribution, access to support and assistance for complicated processes such as filling out relief or insurance forms, locations to access support services for trauma, and can even be locations where Community Benefits Agreements are generated. Hubs can also be central locations for external partners to gather and support recovery services such as conducting needs assessments, damage assessments, interviews with residents, and collecting data.

During a disruption, Resilience Hubs may serve many purposes to meet the needs of their community, such as:

- Acting as a cooling or warming center
- Supporting the City with shelter operations
- Food and commodity distribution
- Medical care and childcare
- Public information and alert and warning support

The City of San Leandro Resilience Hubs work to continuously improve community connections and increase overall community resiliency. More information on Resilience Hubs in the City of San Leandro can be found at: <https://www.sanleandro.org/990/Resilience-Hubs>.<sup>26</sup>

## 4.3. RESPONSE

### Emergency Proclamations and Declarations

The California Emergency Services Act<sup>27</sup> and the Robert T. Stafford Disaster Relief and Emergency Assistance Act Public Law 93-288, as amended (Stafford Act),<sup>28</sup> establish a general scheme for managing emergencies.

A proclamation of local emergency is a critical first step in response to an incident as it expands the emergency powers and authorities of government and activates the appropriate aspects of applicable mutual aid plans. A proclamation of local emergency may also be required to qualify for some post-disaster financial assistance.

A proclamation of local emergency provides the City of San Leandro with the following:<sup>29</sup>

- Authority to promulgate emergency orders and regulations related to protecting life and property.
- Permission to activate certain pre-established local emergency provisions, such as special purchasing and contracting.

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<sup>26</sup> <https://www.sanleandro.org/990/Resilience-Hubs>

<sup>27</sup>

[https://leginfo.ca.gov/faces/codes\\_displayexpandedbranch.xhtml?tocCode=GOV&division=1.&title=2.&part=&chapter=7.&article=](https://leginfo.ca.gov/faces/codes_displayexpandedbranch.xhtml?tocCode=GOV&division=1.&title=2.&part=&chapter=7.&article=)

<sup>28</sup> <https://www.fema.gov/disaster/stafford-act>

<sup>29</sup> [https://library.qcode.us/lib/san\\_leandro\\_ca/pub/municipal\\_code/item/title\\_3-chapter\\_3\\_4?view=all#title\\_3-chapter\\_3\\_4-article\\_1-3\\_4\\_110](https://library.qcode.us/lib/san_leandro_ca/pub/municipal_code/item/title_3-chapter_3_4?view=all#title_3-chapter_3_4-article_1-3_4_110)



- Ability to require emergency services support from any City official or employee (Disaster Service Worker).

As outlined in SEMS, the City of San Leandro must send any proclamation of local emergency to Cal OES via the county OA coordinator, Alameda County OES. However, the City of San Leandro does not need to proclaim a local emergency if Alameda County declares an emergency for the entire county or for a specific area that includes a portion of the City.

|                     |  |
|---------------------|--|
| <b>Authority</b>    | The City Council may proclaim a local emergency upon request from the Director of Emergency Services. The Director of Emergency Services may proclaim a local emergency if the City Council is not in session. |
| <b>Issuance</b>     | Within ten days of the occurrence of a disaster to be eligible for assistance from the California Disaster Assistance Act (CDAA).  |
| <b>Ratification</b> | The City Council must ratify a local proclamation of emergency issued by the Director of Emergency Services within seven days.   |
| <b>Review</b>       | The City Council reviews the local emergency proclamation every 21 days until termination.   |

*Table 5: Local Proclamation of Emergency Overview*

When disaster conditions exceed or have the potential to exceed local resources and capabilities, the City of San Leandro can request state assistance from the Governor of California via the Alameda County EOC. In this case, a Governor’s state of emergency proclamation may be issued to support emergency activities by authorizing the Cal OES Director to provide financial relief for emergency actions. The state of emergency proclamation request must be received within ten days of the incident. The application must be submitted to Cal OES within 60 days of the local emergency proclamation to be eligible for assistance under the CDAA. A Governor’s state of emergency proclamation is typically a prerequisite if California requests a presidential declaration of a major emergency or disaster.

A state of emergency proclamation provides the Governor with the ability:

- To exercise police power.
- Direct all State agencies to use and employ personnel, equipment, and facilities to support response operations.
- Make, amend, or rescind orders and regulations as deemed necessary to prevent or alleviate actual and threatened damage due to the incident.

A Presidential declaration happens at the federal level and is requested by the Governor of California on behalf of one or more OAs. The most common declarations include:<sup>30</sup>

- **Presidential Emergency Declaration:** Supports response activities and authorizes federal agencies to provide some assistance under the authority of the Stafford Act. The Governor must request within five days after the need for federal emergency assistance is apparent.
- **Presidential Declaration of Major Disaster:** Supports response and recovery activities and authorizes the implementation of some or all Stafford Act federal recovery programs, including public assistance, individual assistance, hazard mitigation, and other assistance to state and local governments, certain

<sup>30</sup> <https://www.fema.gov/disaster/stafford-act>



private nonprofit organizations, and individuals. The Governor must submit a request within 30 days of the start of the incident.

### Emergency Operations Center Activation

During a response to a complex or large-scale incident, the EOC may activate to coordinate response operations and support situational awareness among response partners. When activated, the EOC communicates with field responders at the ICP, activated DOCs, the Alameda County OA EOC, other jurisdictions’ EOCs, and non-governmental partners through established communication pathways.

Based on the circumstances of the incident, the EOC will activate at a pre-determined activation level. Generally, the more complex an incident’s response needs are, the more positions will be activated within the EOC. The EOC activation level may change throughout the incident due to evolving response needs.

| Activation Level  | Staffing Level   | Operating Hours   |
|-------------------|--|---|
| <b>Monitoring</b> | Emergency Management personnel   | <ul style="list-style-type: none"> <li>• Business hours</li> <li>• Section Chiefs staff on-call 24/7</li> <li>• Will typically function virtually</li> </ul>  |
| <b>Partial</b>    | <ul style="list-style-type: none"> <li>• Management Section staff</li> <li>• Section Chiefs</li> <li>• Limited additional EOC positions</li> </ul> | <ul style="list-style-type: none"> <li>• Business hours</li> <li>• Potential for extended and weekend hours</li> <li>• Unit staff on-call 24/7</li> <li>• Will typically function virtually or hybrid, but may function in-person depending on the needs of the incident</li> </ul> |
| <b>Full</b>       | All or most positions staffed  | <ul style="list-style-type: none"> <li>• Extended and weekend hours</li> <li>• Potential for 24-hour operations</li> <li>• May function virtually, hybrid, or in-person, depending on the needs of the incident</li> </ul>  |

Table 6: EOC Activation Levels

The EOC operates using SEMS functions and principles to facilitate objectives, including:

- Management and coordination of overall emergency operations.
- Alignment of strategic policy and priority goals for response and recovery.
- Mitigation of unintended consequences of the incident and reduction of cascading effects.
- Coordination with DOCs, other EOCs, and response partners.
- Prioritization and coordination of resources, including mutual aid.
- Coordination and dissemination of public information.
- Collection, evaluation, and dissemination of situational awareness information.
- Delivery of additional staffing support through DSWs.
- Proclamation of a local emergency.
- Development of a structured system for applying and qualifying for disaster funding or reimbursements.



## 4.4. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### EOC Organization

The City of San Leandro EOC organizes in a SEMS structure and is designed to be scalable and flexible. The next highest-staffed position fills any unstaffed positions. A fully staffed EOC organized is depicted in Figure 1. The Emergency Manager, within the City Manager’s Office, is responsible for maintaining EOC operational readiness.

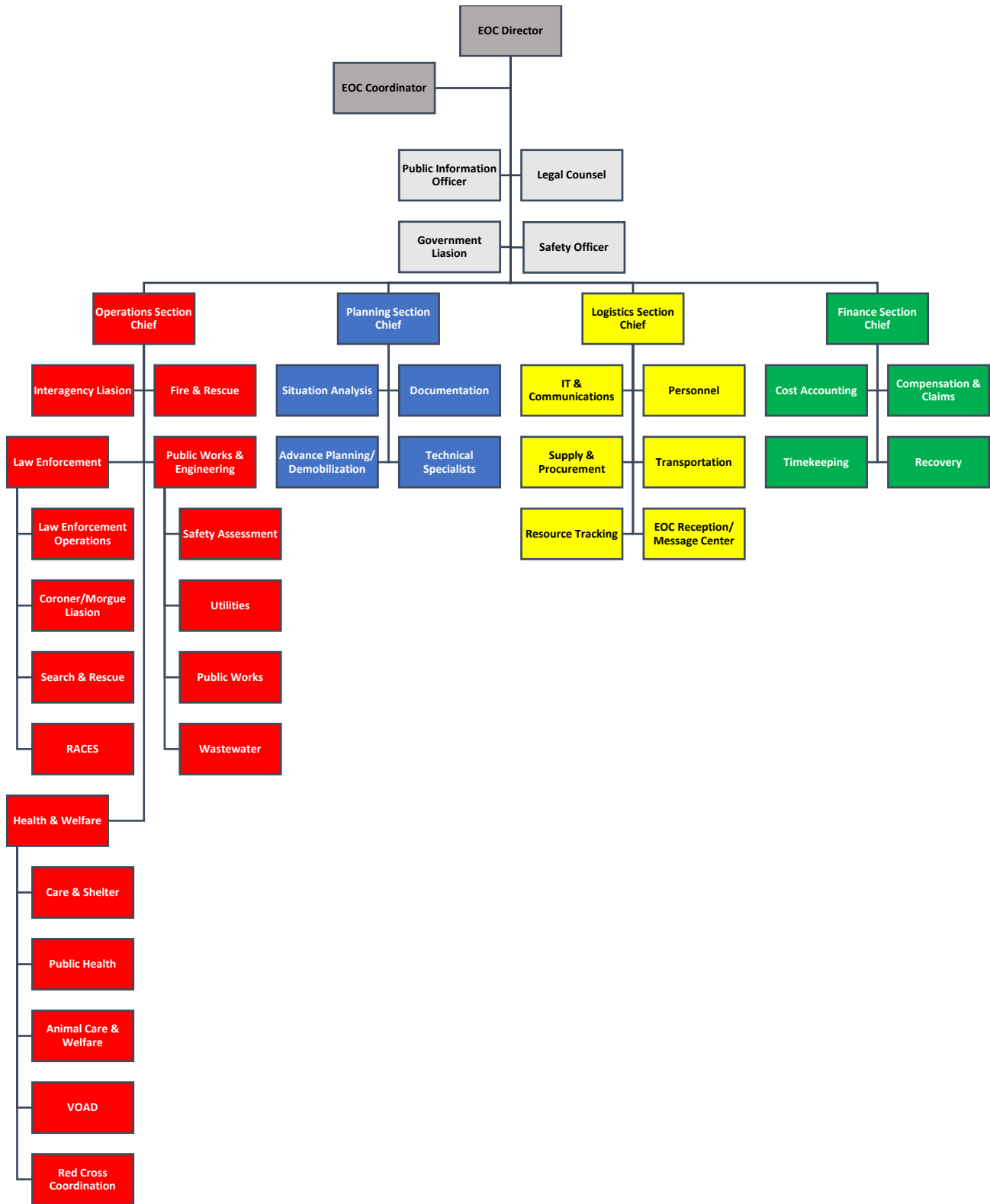


Figure 4: EOC Organization



## Department Responsibilities

The City of San Leandro is responsible for coordinating response and recovery operations. During an EOC activation, City departments are assigned specific functions to support emergency management operations. Response activities may involve direct participation in the EOC or providing indirect support. All roles and responsibilities are incident-dependent and subject to change based on the nature of the incident, staff availability, and employee expertise. Some roles and responsibilities of individual positions and departments may overlap to create redundancies within the response network.

An overview of emergency roles and responsibilities for City departments is outlined in Table 7.

| Department                   | Key Responsibilities  |
|------------------------------|---|
| City Clerk                   | <ul style="list-style-type: none"> <li>• Preservation of vital records.</li> </ul>  |
| City Manager                 | <ul style="list-style-type: none"> <li>• Lead emergency management functions.</li> <li>• Coordinate public information and distribution.</li> <li>• Make emergency proclamations.</li> <li>• Activate and staff a joint information center (JIC) as necessary.</li> </ul>   |
| Community Development        | <ul style="list-style-type: none"> <li>• Forecast and manage information about the incident.</li> <li>• Support initial inspection of all structures in San Leandro.</li> <li>• Support damage assessments and building assessments for City buildings and structures.</li> </ul>   |
| Engineering & Transportation | <ul style="list-style-type: none"> <li>• Support damage assessments and building assessments for City buildings and structures.</li> </ul>  |
| Finance Department           | <ul style="list-style-type: none"> <li>• Obtain, record, and maintain accurate records of incident costs.</li> <li>• Support cost recovery documentation and processes.</li> </ul>  |
| Fire Services                | <ul style="list-style-type: none"> <li>• Manage fire prevention, suppression, and control activities.</li> <li>• Support emergency medical treatment and transport.</li> <li>• Provide search and rescue operations.</li> <li>• Assist with decontamination operations.</li> </ul>  |
| Human Resources              | <ul style="list-style-type: none"> <li>• Coordinate DSWs.</li> <li>• Maintain records of all personnel support incident response.</li> </ul>  |
| Human Services               | <ul style="list-style-type: none"> <li>• Coordinate sheltering operations.</li> <li>• Coordinate the family reunification processes.</li> <li>• Address the needs of underserved and vulnerable populations.</li> <li>• Other support as necessary.</li> </ul>  |
| Information Technology       | <ul style="list-style-type: none"> <li>• Ensure ongoing communication capability between all responders.</li> <li>• Assist staff with communications and information system needs.</li> </ul>   |
| Police                       | <ul style="list-style-type: none"> <li>• Manage law enforcement activities.</li> <li>• Manage and coordinate evacuations.</li> <li>• Provide security and perimeter control for critical facilities and other vulnerable incident locations.</li> <li>• Coordinate fatality management services with Alameda County.</li> </ul> |
| Public Library               | <ul style="list-style-type: none"> <li>• Oversee resource management processes.</li> </ul>  |



| Department              | Key Responsibilities  |
|-------------------------|---|
| Public Works            | <ul style="list-style-type: none"> <li>• Support shelter operations.</li> <li>• Coordinate debris clearance and removal.</li> <li>• Identify temporary collection and processing sites for debris.</li> <li>• Support damage assessments and building assessments for City buildings and structures.</li> <li>• Manage repairs to City facilities.</li> </ul> |
| Recreation & Parks      | <ul style="list-style-type: none"> <li>• Inspect and maintain park facilities.</li> <li>• Support shelter operations.</li> <li>• Support debris clearing operations.</li> <li>• Other support as necessary.</li> </ul>  |
| Water Pollution Control | <ul style="list-style-type: none"> <li>• Regulate collection, treatment, and disposal of wastewater.</li> </ul>   |

Table 7: Departmental EOC Responsibilities

### Support Organizations

The City of San Leandro manages all emergency response activities at the local level, if possible. Higher levels of government (Alameda County, State of California, federal government) provide mutual aid and other resource support as requested by the City. During a regional, statewide, or national incident, higher levels of government may provide coordination to support a unified response. The Alameda County OA EOC manages the coordination of response activities throughout the OA during a complex incident, including coordination with OA partners. In a regional or statewide incident, the Alameda County EOC coordinates directly with the Cal OES Coastal Region EOC (REOC) on behalf of the entire OA. The REOC constantly communicates with the State Operations Center (SOC), who coordinates resources during a statewide incident. The SOC also communicates with the FEMA Region IX Office to source mutual aid and federal resources as necessary.

Non-profits, community-based organizations, and businesses may also provide resources to augment government operations or provide services directly to impacted populations. Services may include public information support, sheltering, emergency food distribution, social services, and mental health services. Key support organizations in the emergency response framework include:

- American Red Cross
- Building Futures
- East Bay Society for the Prevention of Cruelty to Animals (SPCA)
- Resilience Hubs
- San Leandro Unified School District
- San Lorenzo Unified School District

### 4.5. TRANSITION TO RECOVERY

As initial and sustained operational priorities are met, City of San Leandro emergency managers consider the transition to recovery. Recovery often occurs on a continuum but is generally separated into two phases: short-term and long-term.

Generally, a successful disaster recovery operation supports the community in the following:

- Successfully overcoming the disaster's physical, emotional, and environmental impacts.





- Reestablishing an economic and social base that instills confidence in the community members and businesses regarding community viability.
- Rebuilding by integrating the functional needs of all residents and reducing its vulnerability to all hazards.
- Demonstrating a capability to be prepared, responsive, and resilient in dealing with the consequences of disasters.

The primary objective of short-term recovery operations is to return vital life support systems to minimum operating standards. Short-term recovery activities may include:

- Damage assessment
- Debris removal
- Utility restoration (i.e., water and power services)
- Essential transportation restoration
- Provision of temporary housing

### Damage Assessment

Information on the level of damages or status of safety hazards supports situational awareness and identifies gaps in survivor needs following an incident. The damage assessment process consists of several steps.

- **Rapid Damage Assessment:** Conducted to locate and identify casualties and hazards and to aid the direction of response efforts.
- **Initial Damage Estimate:** Conducted to identify and document damage and initial cost estimates to support requests for state and federal assistance.
- **Joint Preliminary Damage Assessment:** Conducted to determine the impact and magnitude of damage and the resulting unmet needs of the community and ultimately provide financial assistance for recovery.

### Long-Term Recovery

Long-term recovery activities typically focus on restoring the City to a “normal” pre-disaster state or an improved “new normal” state with increased resilience. Long-term recovery requires significant planning to maximize opportunities and mitigate risks after a major incident. Long-term recovery can continue for years and may include the following:

- Reconstructing public and private facilities and infrastructure.
- Planning and rebuilding of housing.
- Implementing waivers, zoning changes, and other land-use legislation to promote recovery.
- Providing long-term assistance to displaced families, including financial support and social and health services.
- Restoring the local economy to pre-disaster levels.
- Integrating mitigation strategies into rebuilding efforts.
- Recovering disaster-related costs.

Following a significant incident, the City of San Leandro or Alameda County may open a Local Assistance Center (LAC) to support recovery. LACs provide a centralized location for services and resource referrals for unmet



community needs. LACs have historically proven to be a key factor for a successful recovery and will typically span into the long-term recovery phase.

Once the coordination support of the EOC is no longer required, the EOC will demobilize personnel and resources and officially deactivate. The EOC Director determines demobilization decisions and final deactivation in coordination with the EOC Coordinator and Management Section.

## 4.6. AFTER-ACTION REPORTING

The City of San Leandro conducts after-action reporting activities following most incidents and exercises to document strengths and opportunities for improvement from the event. The After-Action Report and Improvement Plan (AAR/IP) provides an opportunity to capture what happened during the incident or exercise, what went well and should be reinforced or repeated, and what gaps should be addressed. AAR/IPs typically also include reviewing response actions, suggesting modifications to plans and procedures, and identifying training and equipment needs to improve future responses. A corrective action program provides reflective improvement of emergency response capabilities. Corrective actions create the basis for the Improvement Plan, consisting of concrete, actionable steps to resolve capability gaps identified in the after-action review process.

To comply with SEMS requirements, the City of San Leandro must submit all after-action reporting documentation relating to real-world incidents to Cal OES within 90 days of the close of the incident period.<sup>31</sup> When describing the EOC activation in response to an incident, the AAR/IP will typically include response actions taken, application of SEMS, necessary modifications to plans and procedures, training needs, recovery activities to date, and assignment of responsibilities in the Improvement Plan. AAR/IPs are forwarded to Alameda County OES for submission to Cal OES.

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<sup>31</sup> <https://www.caloes.ca.gov/office-of-the-director/operations/planning-preparedness-prevention/planning-preparedness/after-action-corrective-action-reporting/>



# 5. CONTINUITY OF GOVERNMENT OPERATIONS

The California Emergency Services Act<sup>32</sup> provides the authority and procedures to ensure the continued functioning of government within the State of California. It outlines procedures for the succession of government officers and ensures the continued functioning of government during and after an incident.

## 5.1. CONTINUITY OF GOVERNMENT

If City Council Chambers are inaccessible or unsuitable, the temporary seat of government may be moved to an alternate location.

| Primary Government Facility                                       | Alternate Government Facility   |
|---|---|
| <b>Civic Center</b><br>835 E 14th Street<br>San Leandro, CA 94577 | <b>San Leandro Senior Community Center (SCC)</b><br>13909 East 14th Street<br>San Leandro, CA 94578 |

Table 8: City of San Leandro Government Seat Facilities

If the primary EOC is inoperable due to the circumstances of the incident or for other reasons, an alternate EOC may be used. The EOC is also capable of functioning virtually through a variety of web-based software and platforms.

| Primary EOC Facility  | Alternate EOC Facility   |
|---|--|
| <b>San Leandro Senior Community Center (SCC)</b><br>13909 East 14th Street<br>San Leandro, CA 94578 | <b>San Leandro Surlene Grant Community Room</b><br>999 East 14th Street<br>San Leandro, CA 94577 |

Table 9: City of San Leandro EOC Facilities

## 5.2. ORDERS OF SUCCESSION

Depending on the extent of the incident, the normal City organization may be partially or entirely replaced by an emergency organization. City Officials may or may not be fully occupied with their emergency roles. Orders of succession are provisions for the orderly and predefined leadership transition during an emergency when the incumbents cannot execute their official duties.

City of San Leandro departments identify designated alternate individuals to carry out primary department roles and responsibilities and maintain the continuity of operations.

| Position/Department                      | Primary Position       | Alternate                                |
|--|------------------------|--|
| City Council                             | Elected representative | Appointed standby member(s)              |
| Director of Emergency Services           | City Manager           | Assistant Director of Emergency Services |
| Assistant Director of Emergency Services | Emergency Manager      | Emergency Specialist                     |
| City Clerk                               | City Clerk             | Deputy City Clerk                        |

<sup>32</sup> <https://www.caloes.ca.gov/office-of-the-director/policy-administration/legal-affairs/authorities/>



| Position/Department          | Primary Position         | Alternate                 |
|------------------------------|--------------------------|---------------------------|
| City Manager                 | City Manager             | Assistant City Manager    |
| Community Development        | Director                 | Assistant Director        |
| Engineering & Transportation | Director                 | Assistant Director        |
| Finance                      | Director                 | Budget Manager            |
| Fire Services                | Fire Chief               | Fire Captain              |
| Human Resources              | Director                 | Senior Management Analyst |
| Human Services               | Director                 | Manager                   |
| Information Technology       | Chief Technology Officer | IT Analyst                |
| Police                       | Police Chief             | Assistant Police Chief    |
| Public Library               | Director                 | Assistant Director        |
| Public Works                 | Director                 | Assistant Director        |
| Recreation & Parks           | Director                 | Manager                   |
| Water Pollution and Control  | Director                 | Management Analyst II     |

Table 10: Orders of Succession

### 5.3. PRESERVATION OF VITAL RECORDS

Vital records include documents essential to continue government functions and conduct emergency operations. Vital records are necessary to:

- Conduct emergency response and recovery operations.
- Re-establish normal governmental functions.
- Protect the rights and interests of individuals, corporations, or other entities.

The City Clerk’s Office is responsible for preserving and protecting vital citywide records, while individual departments are responsible for identifying, maintaining, and protecting vital departmental records. Examples of vital records include:

- Records necessary to conduct emergency operations.
  - Emergency operations plans and standard operating procedures
  - Utility system maps
  - Locations of emergency supplies and equipment
  - Lists of regular and auxiliary personnel
- Records required to restore normal government functions.
  - Constitutions and charters
  - Statutes
  - Ordinances
  - Resolutions
  - Court records
  - Official proceedings
  - Financial reports
- Records necessary for the protection of rights and interests of individuals and government.



- Business license registers
- Articles of incorporation



## 6. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

Successful incident response relies on access to timely, relevant, and accurate information. Collecting, analyzing, and disseminating information is critical for informed decision-making.

### 6.1. INTELLIGENCE AND INFORMATION

Information collection involves the processes, procedures, and systems used to gather information and develop a common operating picture. Essential elements of information are considered critical intelligence for all response and recovery operations, and may include:

- Injuries and fatalities
- Deployments and/or demobilizations
- Changes in conditions affecting the response
- Enhanced situational status of disproportionately impacted and diverse populations
- Conditions that affect the capability to respond

Essential elements of information are collected from a variety of sources:

- Field reports from incident command posts and incident locations
- Coordination calls and situation reports from other agencies at all levels of government
- Traditional and social media
- Calls from the community/disaster hotline
- Windshield surveys
- Inspections of infrastructure and facilities
- Other public reports

The EOC analyzes, confirms, and verifies all information received. Once information is deemed credible, it may be disseminated to other response agencies, partner organizations, and the public. The EOC uses Situation Reports, EOC Action Plans (EAPs), and other status reports to deliver priority information to response partners.

### 6.2. PUBLIC INFORMATION

During all disasters, public information is coordinated to ensure a consistent message. Once activated, the EOC manages the dissemination of timely and accurate public warnings. The Public Information Officer (PIO) is responsible for emergency alerts and media coordination within the EOC.

#### Joint Information System

A Joint Information System (JIS) may be activated in complex incidents to support public information coordination. The JIS is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple departments or jurisdictions. The JIS includes the plans, protocols, procedures, and structures for public information.

The Joint Information Center (JIC) is a central location that facilitates the operations of the JIS. The JIC provides a physical or virtual space where public information personnel performs critical emergency information functions,



crisis communications, and public affairs functions. A JIC may be established at various levels of government and may include PIOs from multiple agencies, departments, and organizations. The JIC coordinates all messaging through the EOC Director and public information staff. When necessary, the JIC will coordinate with outside agencies, such as the Alameda County OA JIC.

## Alert and Warning

The City of San Leandro emergency alert and warning program incorporates multiple systems to reach the broadest target population. Specific circumstances of the incident dictate the method of alerting. Common alert and warning methods include:

- **Alert and warning systems:** Integrated alert systems allow authorized users to issue critical public alerts and warnings. Alerts and messages can be sent via text or email, broadcast on television and radio, and delivered via phone. These systems include the Integrated Public Alert and Warning System (IPAWS) and AC Alerts.
- **Social media:** The City of San Leandro uses social media to engage in an official, two-way dialogue with large groups of people. Many departments maintain their social media accounts to support disseminating coordinated public information. The City website may also publish official incident updates.
- **News media:** The PIO will coordinate directly with local news media to support message dissemination and amplification.
- **In-person:** The Police Department and Fire Department may conduct in-person notification using horns, speakers, and door-to-door warning. These techniques are typically used in conjunction with other alerting methods.
- **Community-based messaging:** Resilience Hubs and other community-based organizations support message distribution among their communities and clients. Community-based messaging primarily amplifies other distribution methods and reaches traditionally underserved and/or marginalized communities.

The City of San Leandro is dedicated to ensuring equity and cultural competency in all emergency alerts and warnings. Multiple inclusive communications methods support delivering life-safety and time-sensitive information to vulnerable populations. The City partners with trusted messengers to keep public information delivery when possible and may incorporate the following into its communications strategy:

- Multiple languages (e.g., translators, American Sign Language interpreters)
- Alternative formats (e.g., closed caption, large print, audio, Braille)
- Traditional news media (e.g., radio, television) on culturally relevant programming
- In-person notifications of vulnerable communities
- Use of trusted community partners (e.g., Resilience Hubs)



# 7. ADMINISTRATION, FINANCE, AND LOGISTICS

## 7.1. DOCUMENTATION

The EOC Finance/Administration Section is responsible for maintaining incident- and recovery-related documentation. Incident-related documentation typically refers to the following:

- Requests for emergency proclamations/declarations
- Local emergency proclamation
- Situation Reports
- EAPs
- Request for assistance
- Cost/expenditures reports
- Damage assessment reports
- Press releases
- Other correspondence
- Personnel records
- Timekeeping records

Following EOC demobilization, disaster records are maintained by the City of San Leandro departments. Records identifying incident-related expenditures and obligations are kept separate from general programs and activities and will be archived for a minimum of three years following the closure of federal reimbursement or longer for specific records outlined in state or local record retention policies.<sup>33,34</sup> The City Clerk manages record retention schedules for the City.

## 7.2. FINANCE

Disaster-related expenditures may be reimbursed under several state and federal programs. Reimbursements may be authorized for approved costs for work performed to protect or restore public facilities or functions. Funding may also be available for individuals or businesses to assist with the recovery process. The City of San Leandro will seek cost recovery for disaster-related expenses whenever possible. Common disaster assistance programs are outlined in Appendix 9.5.

To facilitate this effort, the EOC maintains all cost documentation to support reimbursement requests for disaster-related expenditures. The Finance/Administration Section in the EOC ensures appropriate documentation is collected and tracked in compliance with local, state, and federal regulations. Special consideration is provided to expenses collected across various departments and agencies that may not have been operating directly supporting the EOC, such as ICP costs, continuity of operations costs, and other response costs.

## 7.3. LOGISTICS

When activated, the EOC establishes priorities for resource allocation, which may include personnel, materials, supplies, and equipment.

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<sup>33</sup> <https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf>

<sup>34</sup> <https://www.sanleandro.org/DocumentCenter/View/6128/2019-Retention-Schedule?bidId=>





When possible, individual departments manage their own resource sourcing during an incident. If a DOC or individual department cannot source its own resources, resource requests are submitted to the EOC Logistics Section via Veoci. The EOC manages all resource requests to ensure proper tracking and documentation. Once resources are assigned, the EOC tracks resource status and movement until demobilization.

If the City of San Leandro cannot fulfill resource needs, a request is sent to the Alameda County OA EOC through Veoci. The Alameda County OA EOC supports resource sourcing through an established mutual aid channel.

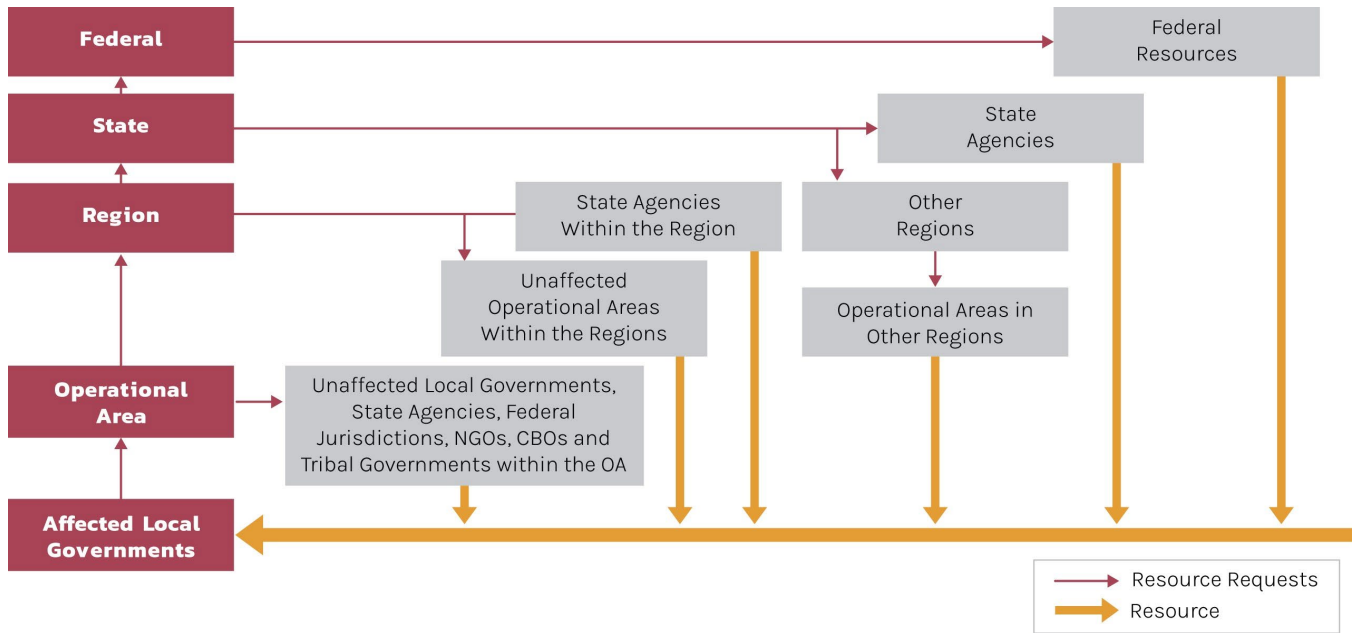


Figure 5: Resource Request Process



## 8. PLAN DEVELOPMENT AND MAINTENANCE

The City of San Leandro EOP is developed under the authority of the Director of Emergency Services. Any agencies and organizations listed as having anticipated roles and responsibilities under this plan will inform the Director of Emergency Services, or their designee, when they are aware that changes need to be made.

This EOP was developed using a whole community approach focusing on cultural competency. This approach includes soliciting feedback from stakeholders across the City of San Leandro. Stakeholders included internal City of San Leandro personnel, Alameda County partners, Resilience Hub representatives, members of the business community, and residents. Over seven weeks, 11,959 responses were recorded. Representatives from City of San Leandro departments and Resilience Hubs leaders were also offered an opportunity to review and comment on a draft version of the EOP.

Stakeholder involvement is key to developing a comprehensive EOP that is useful, applicable, and supported by all involved organizations. Engaging a representative cross-section of response partners helps to ensure the EOP meets the needs of all individuals, particularly diverse populations and those with access and functional needs.

The EOP and operational annexes are reviewed, revised, or updated by a formal change using the whole community review approach at least every five years. The Director of Emergency Services, or designee, reviews this plan annually to determine the need for modifications based on changing state or federal mandates and operational requirements. The EOP may also be reviewed for consistency after the following events:

- A significant incident, EOC activation, or major exercise.
- A change in operational resources (e.g., policy, personnel, organizational structures, management processes, facilities, equipment).
- A formal update of planning guidance or standards, or enactment of new or amended laws or ordinances.
- A change in elected or appointed officials.
- A change in the local demographics or hazard or threat profile.

All changes to this plan are outlined in the Record of Changes, and an updated version of the document is then published and distributed to all agencies and organizations outlined in the Record of Distribution.



## 9. APPENDICES

### 9.1. AUTHORITIES

#### Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003
- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007

#### State

- California Emergency Services Act (CA Government Code Section 8550 et. seq.)
- California Disaster Assistance Act (CA Government Code Section 8680 et. seq.)
- California Code of Regulations Title 19 (Standardized Emergency Management System and California Disaster Assistance Act)
- California Disaster and Civil Defense Master Mutual Aid Agreement

#### Local

- City of San Leandro Municipal Code Title 3 Health and Safety Chapter 3-4 Disaster Regulations
- Alameda County Emergency Services Code Chapter 2.118 Civil Defense



## 9.2. ACRONYMS AND ABBREVIATIONS

| Term    | Definition  |
|---------|---|
| AAR/IP  | After-Action Report/Improvement Plan                              |
| BART    | Bay Area Rapid Transit  |
| BATEP   | Bay Area Training and Exercise Program                            |
| Cal OES | California Governor’s Office of Emergency Services                |
| CCR     | California Code of Regulations                                    |
| CDAA    | California Disaster Assistance Act                                |
| CPG     | Comprehensive Preparedness Guide                                  |
| CSTI    | California Specialized Training Institute                         |
| DOC     | Department Operations Center                                      |
| DSW     | Disaster Service Worker   |
| EAP     | EOC Action Plan   |
| EOC     | Emergency Operations Center                                       |
| EOP     | Emergency Operations Plan   |
| ESF     | Emergency Support Function  |
| FEMA    | Federal Emergency Management Agency                               |
| HSEEP   | Homeland Security's Exercise and Evaluation Program               |
| IC      | Incident Command(er)  |
| ICP     | Incident Command Post   |
| ICS     | Incident Command System   |
| IPAWS   | Integrated Public Alert and Warning System                        |
| JIC     | Joint Information Center  |
| JIS     | Joint Information System  |
| LHMP    | Local Hazard Mitigation Plan                                      |
| MMAA    | California Disaster and Civil Defense Master Mutual Aid Agreement |
| NIMS    | National Incident Management System                               |
| OA      | Operational Area  |
| OES     | Office of Emergency Services                                      |
| PIO     | Public Information Officer  |
| REOC    | Cal OES Coastal Region EOC  |
| SEMS    | Standardized Emergency Management System                          |
| SCC     | Senior Community Center   |
| SitRep  | Situation Report  |
| SOC     | State Operations Center   |
| SOP     | Standard Operating Procedure                                      |
| UC      | Unified Command   |

Table 11: Acronyms and Abbreviations



### 9.3. GLOSSARY

- **Action Plan:** The plan prepared in the Emergency Operations Center contains the emergency response objectives of the Standardized Emergency Management System level reflecting overall priorities and supporting activities for a designated period. EOC partners share the EAP with supporting agencies.
- **All Hazards:** Refers to a policy or program designed to deal with various natural and technological hazards.
- **Command:** The act of directing, ordering, or controlling under explicit statutory, regulatory, or delegated authority.
- **Command/Management:** Command directs, orders, and controls resources at the field response level. Management is responsible for overall emergency policy and coordination at the Standardized Emergency Management System Emergency Operations Center levels.
- **Commodity Point of Distribution (C-POD):** A designated area where commodities are distributed to the public following a disaster or emergency. C-POD staff members safely and efficiently distribute life-sustaining commodities to the public in an accessible location.
- **Continuity of Government:** Includes measures to ensure continued leadership and preservation of vital records, thereby maintaining a viable system of government supported by law; establish emergency authorities legally vested in government leaders so that they have prescribed powers to act; ensure the survivability of mechanisms and systems for direction and control so that actions directed by leaders can be communicated and coordinated; sustain essential emergency services and resources so that critical response and recovery actions can achieve widest possible implementation.
- **Continuity of Operations Planning:** An internal effort within an organization to ensure the capability exists to continue essential business functions across a wide range of potential emergencies, including localized acts of nature, accidents, and technological and attack/terrorist-related emergencies.
- **Department Operations Center:** A centralized location for a single department or agency where internal incident management and response occurs.
- **Disaster:** A sudden and extraordinary misfortune; a calamity threatening or affecting extraordinary loss of life or property.
- **Disaster Service Worker:** All public employees in California are subject to such emergency or disaster activities as may be assigned by their supervisors or by law.
- **Emergency:** A condition of disaster or extreme peril to the safety of persons and property within the state 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, other than conditions resulting from a labor controversy.
- **Emergency Management:** The discipline and the profession of applying science, technology, planning, and management to deal with extreme events that can injure or kill large numbers of people, do extensive property damage, and disrupt community life. As a process, it involves preparing, mitigating, responding, and recovering from an emergency. Critical functional components include planning, training, simulating drills (exercises), and coordinating activities.
- **Emergency Operations Center:** A centralized location where individuals responsible for responding to a large-scale emergency can have immediate communication with each other and with emergency management personnel to enhance coordination in exercising direction and control of emergency response and recovery efforts.



- **Emergency Operations Plan:** The Emergency Operations Plan is a document that describes strategies for managing emergencies.
- **Evacuation:** Moving persons out of an area affected or potentially affected by a disaster.
- **Federal Emergency Management Agency:** An agency created in 1979 to provide a single point of accountability for all federal activities related to disaster mitigation, preparedness, response, and recovery. The Federal Emergency Management Agency manages the President's Disaster Relief Fund and coordinates the disaster assistance activities of all federal agencies in the event of a presidential disaster declaration.
- **Functional Annex:** A document that supplements the Emergency Operations Plan, which provides further planning information for a specific aspect of emergency management.
- **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 natural resources.
- **Incident Action Plan:** The plan developed at the field response level contains objectives reflecting the overall incident strategy, 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:** A nationally used standardized on-scene emergency management concept 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 field-level component of the Standardized Emergency Management System. It is the combination of facilities, equipment, personnel, procedures, and communications operating within a standard organizational structure, responsible for managing resources to accomplish objectives pertinent to an incident.
- **Individual Assistance:** A supplementary federal assistance available under the Stafford Act to individuals, families, and businesses and includes disaster housing assistance, unemployment assistance, grants, loans, legal services, crisis counseling, tax relief, and other services or relief programs.
- **Joint Information Center:** A facility that coordinates all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the Joint Information Center.
- **Major Disaster:** As defined in federal law, is " any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other technological or human caused catastrophe in any part of the United States which, in the determination of the President, causes the damage of sufficient severity and magnitude to warrant major disaster assistance in alleviating the damage, loss, hardship, or suffering caused thereby."
- **Master Mutual Aid Agreement:** The California Disaster and Civil Defense Master Mutual Aid Agreement is made and entered into by and among the State of California, its various departments and agencies, and the various political subdivisions of the State. The agreement provides for the support of one jurisdiction by another.
- **Mitigation:** Activities to eliminate or reduce the degree of risk to life and property from hazards before or after a disaster or emergency.



- **Mutual Aid:** Voluntary aid and assistance in the event that a disaster should occur, by the interchange of services and facilities, including, but not limited to, fire, police, medical and health, communication, and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation, and reconstruction which would arise in the event of a disaster. Mutual aid ensures that adequate resources, facilities, and other support are provided to jurisdictions whenever their resources are inadequate to cope with a given situation.
- **Operational Area:** An intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area. The Operational Area is a special-purpose organization created to prepare for and coordinate the response to emergencies within a county area. Each county is designated as an Operational Area. The county and the political subdivisions may use an Operational Area to coordinate emergency activities and to serve as a link in the system of communications and coordination between the State's emergency operating centers and the operating centers of the political subdivisions comprising the Operational Area. The Operational Area augments but does not replace any member jurisdiction.
- **Preparedness:** Actions taken before an emergency to develop operational capabilities and facilitate an effective response if an emergency occurs. Preparedness measures include continuity of government, emergency communications, emergency operations centers, emergency operations plans, emergency public information materials, public education programs, the exercise of plans, mutual aid agreements, stocking of disaster supplies, training of emergency response personnel, and warning systems.
- **Presidential Declaration:** A formal declaration by the President that an emergency or major disaster exists based upon the request for such a declaration by the Governor and with the verification of Federal Emergency Management Agency preliminary damage assessments.
- **Public Assistance:** A supplementary federal assistance provided under the Stafford Act to state and local jurisdictions, special purpose districts, tribal districts, or eligible private, nonprofit organizations.
- **Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on the incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).
- **Recovery:** An activity to return vital life support systems to minimum operating standards and long-term activity designed to return life to normal or improved levels, including some form of economic viability. Recovery measures include but are not limited to crisis counseling, damage assessment, debris clearance, disaster loans and grants, disaster unemployment assistance, public information, reassessment of emergency plans, reconstruction, temporary housing, and full-scale business resumption.
- **Resources:** Personnel and major equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or an Emergency Operations Center.
- **Resource Management:** Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes mutual aid and assistance agreements, special federal, state, tribal, and local teams, and resource mobilization protocols.



- **Response:** Actions taken immediately before, during, or directly after an emergency occurs to save lives, minimize damage to property and the environment, and enhance the effectiveness of recovery. Response measures include, but are not limited to, emergency plan activation, emergency alert system activation, emergency instructions to the public, emergency medical assistance, staffing the emergency operations center, public official alerting, reception and care, shelter and evacuation, search and rescue, resource mobilization, and warning systems activation.
- **Section:** The organizational level having responsibility for a major functional area of incident or Emergency Operations Center management (e.g., Operations, Planning, Logistics, Finance/Administration). A designated Chief leads each section.
- **Situation Report:** Often contains confirmed or verified information regarding the specific details relating to the incident.
- **Standardized Emergency Management System:** The consistent set of rules and procedures governing the overall operational control or coordination of emergency operations specified in CCR Title 19, Division 2, §2400 et sec. It identifies at each level of the statewide emergency organization the direction of field forces and the coordination of joint efforts of government and private agencies. The Incident Command System is the field-level component of the Standardized Emergency Management System.
- **State of Emergency:** A governmental declaration that may suspend some normal government functions, alert citizens to change their normal behaviors, or order government agencies to implement emergency operations plans.
- **Vital Records:** The essential agency records needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records) or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).





## 9.4. EMERGENCY SUPPORT FUNCTION COORDINATORS

The City of San Leandro ESFs are loosely aligned with the California Emergency Support Functions as outlined in the State of California Emergency Plan. This includes the incorporation of ESF #9 (Search & Rescue) into ESF #4 (Fire & Rescue) and #13 (Law Enforcement) and the incorporation of ESF #16 (Evacuation) into ESF #13 (Law Enforcement). The City of San Leandro does not organize in around ESF #11 (Agriculture) due to the lack of agriculture resources within jurisdictional boundaries.

| ESF # | Function                     | Definition   | Lead Department              |
|-------|------------------------------|--|------------------------------|
| 1     | Transportation               | Assists in managing transportation systems and infrastructure in response to an incident.  | Engineering & Transportation |
| 2     | Communications               | Provides resources, support, and restoration of government emergency telecommunications, including voice and data systems.   | Information Technology       |
| 3     | Construction and Engineering | Organizes the capabilities and resources of the government to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to local jurisdictions.                     | Engineering & Transportation |
| 4     | Fire and Rescue              | Coordinates support activities related to detecting and suppressing urban, rural, and wildland fires, urban search and rescue activities, and provides personnel, equipment, and supplies to support local jurisdictions.              | Fire Services                |
| 5     | Management                   | Coordinates and resolves issues among ESFs in the four phases of emergency management to ensure consistency in developing and maintaining the EOP and functional annexes.  | City Manager                 |
| 6     | Care and Shelter             | Coordinates actions to assist responsible jurisdictions in meeting the needs of victims displaced during an incident, including food assistance, clothing, non-medical care and sheltering, family reunification, and victim recovery. | Human Services               |
| 7     | Resources                    | Coordinates plans and activities to locate, procure, and pre-position resources to support emergency operations.   | Public Library               |
| 8     | Public Health and Medical    | Coordinates public health, environmental health, and emergency medical services activities supporting local jurisdiction resource needs.   | Fire Services                |
| 10    | Hazardous Materials          | Coordinates resources in the event of a current or potential threat to public and environmental health due to a hazardous materials release.   | Fire Services                |
| 12    | Utilities                    | Provides resources and support to the private sector to restore gas, electric, water, wastewater, and telecommunications systems.  | Public Works                 |
| 13    | Law Enforcement              | Coordinates law enforcement personnel and equipment to manage law enforcement, coroner, evacuation, and wildland search and rescue activities.   | Police Department            |



| ESF # | Function                           | Definition   | Lead Department        |
|-------|------------------------------------|--|------------------------|
| 14    | Recovery                           | Supports and enables the recovery of neighborhoods affected by extraordinary emergencies or disasters.   | Community Development  |
| 15    | Public Information                 | Supports accurate, coordinated, timely, and accessible information to affected audiences, including media, the private sector, the general public, and individuals with access and functional needs. | City Manager           |
| 17    | Volunteer and Donations Management | Supports the efficient and effective use of affiliated and unaffiliated volunteers, organizations, and monetary or in-kind donated resources.  | Human Services         |
| 18    | Cybersecurity                      | Coordinates resources to prepare for, mitigate against, respond to, and recover from a significant cybersecurity event.  | Information Technology |

*Table 12: Emergency Support Function Coordinator*



## 9.5. DISASTER ASSISTANCE PROGRAMS

This is not intended to be a comprehensive list of disaster assistance programs, but to provide an overview of programs commonly used to support cost recovery.

| Assistance Program                 | Details  |
|------------------------------------|--|
| Public Assistance Program          | FEMA's Public Assistance (PA) grant program provides federal assistance to government organizations and certain private nonprofit organizations following a presidential disaster declaration. Eligible projects include debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process. <sup>35</sup> The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs. <sup>36</sup>  |
| California Disaster Assistance Act | The California Disaster Assistance Act (CDAA) authorizes Cal OES to administer a disaster assistance program that provides state funding for costs incurred by local governments due to a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost-sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. Generally, the state share reimbursed to an applicant agency is no more than 75% of the eligible project costs. |
| Fire Management Assistance Grant   | The Fire Management Assistance Grant (FMAG) program provides supplemental federal assistance to states and affected local governments for the mitigation, management, and control of fires burning on publicly or privately owned forests or grassland. A local fire agency must request an FMAG through the Marin OA EOC to the Cal OES Fire and Rescue Branch or the California State Warning Center (CSWC) while the fire is burning uncontrolled. Cal OES coordinates with FEMA on an expedited basis and a funding decision is rendered in a matter of hours. <sup>37</sup>   |
| Community Disaster Loan            | FEMA's Community Disaster Loan program provides forgivable loans capped at \$5 million to units of local government based on real revenue shortfalls due to a presidentially declared disaster. Typically, the loan may not exceed 25% of  |

<sup>35</sup> <https://www.fema.gov/assistance/public/program-overview>

<sup>36</sup> <https://www.fema.gov/press-release/20210203/fema-statement-100-cost-share>

<sup>37</sup> <https://www.fema.gov/assistance/public/fire-management-assistance>



| Assistance Program                           | Details   |
|--|---|
|  | the local government’s annual operating budget for the fiscal year of the disaster. <sup>38</sup>   |
| Hazard Mitigation Grant Program              | FEMA’s Hazard Mitigation Grant Program (HMGP) provides funding to eligible units of local government to support their efforts to rebuild following a disaster in a way that reduces future losses in their communities. Hazard mitigation includes long-term efforts to reduce risk and the potential impact of future disasters. <sup>39</sup>   |
| Individual Assistance Program                | <p>FEMA provides assistance to individuals and households through the Individual Assistance (IA) Program, which includes the following programs:<sup>40</sup></p> <ul style="list-style-type: none"> <li>• Mass Care and Emergency Assistance</li> <li>• Individuals and Households Program <ul style="list-style-type: none"> <li>○ Housing Assistance</li> <li>○ Other Needs Assistance</li> </ul> </li> <li>• Disaster Case Management</li> <li>• Crisis Counseling Assistance and Training Program</li> <li>• Disaster Legal Services</li> <li>• Disaster Unemployment Assistance</li> <li>• Voluntary Agency Coordination</li> </ul> |
| Small Business Administration Disaster Loans | The Small Business Administration (SBA) provides low- or no-interest disaster loans to help businesses and homeowners recover from declared disasters. The SBA declaration process has a lower threshold than FEMA and will only assist those who do not meet FEMA requirements. <sup>41</sup>  |

Table 13: Disaster Assistance Programs Overview

<sup>38</sup> <https://crsreports.congress.gov/product/pdf/IF/IF11600>

<sup>39</sup> <https://www.fema.gov/grants/mitigation/hazard-mitigation>

<sup>40</sup> [https://www.fema.gov/sites/default/files/2020-09/fema\\_individual-assistance-program-policy-guide\\_11-29-2018.pdf](https://www.fema.gov/sites/default/files/2020-09/fema_individual-assistance-program-policy-guide_11-29-2018.pdf)

<sup>41</sup> <https://www.sba.gov/funding-programs/disaster-assistance>