



City of Alameda

Emergency Operations Plan

City Council Adopted, 2026

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ADOPTION RESOLUTION

CITY OF ALAMEDA RESOLUTION NO. 16379

DETERMINING THAT THE PUBLIC INTEREST AND NECESSITY DEMAND THE ADOPTION AND IMPLEMENTATION OF THE 2026 EMERGENCY OPERATIONS PLAN (EOP) TO ENHANCE THE CITY OF ALAMEDA'S EMERGENCY AND DISASTER PREPAREDNESS, RESPONSE, AND RECOVERY CAPABILITIES

WHEREAS, the preservation of life, property, and the environment is an inherent responsibility of local government; and

WHEREAS, the City of Alameda may be subjected to emergencies and disasters of all types; and

WHEREAS, the California Emergency Services Act, Government Code Sections 8610 et seq., requires cities to have an Emergency Operations Plan to ensure effective and efficient operations in the event of an emergency or disaster; and

WHEREAS, the Federal National Incident Management System (NIMS) and California's Standardized Emergency Management System (SEMS) legislation (Government Code Section 8607(e)(1)) require the creation, maintenance, training, and exercising of emergency response protocols by every local government; and

WHEREAS, the State Legislature mandated that all such plans be written using the SEMS structure; and

WHEREAS, the State Legislature has adopted legislation in the last few years requiring cities and counties to address topics like evacuation and access and functional needs within the Emergency Operations Plan; and

WHEREAS, the updated City of Alameda Emergency Operations Plan describes how the City of Alameda will manage and respond to major emergency incidents including implementation of an Incident Command System, the Standardized Emergency Management System, and the National Incident Management System; and

WHEREAS, all City department heads have had the opportunity to review and comment on the plan as written.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Alameda determines the following:

SECTION 1. Accepts and adopts the Emergency Operations Plan attached hereto and incorporated herein by reference.

SECTION 2. The Emergency Operations Plan will be reviewed, revised, and re-promulgated every five years or whenever substantial changes occur.

SECTION 3. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made without formal City Council approval.

I, the undersigned, hereby certify that the foregoing Resolution was duly and regularly adopted and passed by the Council of the City of Alameda in a regular meeting assembled on the 7th day of April 2026, by the following vote to wit:

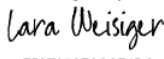
AYES: Councilmembers Boller, Daysog, Jensen, Pryor and Mayor Ezzy Ashcraft – 5.

NOES: None.


ABSENT: None.

ABSTENTIONS: None.

IN WITNESS, WHEREOF, I have hereunto set my hand and affixed the seal of said City this 8th day of April 2026.

DocuSigned by:

759F6A0E8CC74DC...
Lara Weisiger, City Clerk
City of Alameda

APPROVED AS TO FORM:

Signed by:

032BE506412945B...
Yibin Shen, City Attorney
City of Alameda

PLAN CONCURRENCE

TABLE 1. 2026 EMERGENCY OPERATIONS PLAN SIGNATURE LIST

		Date	Signature
City Departments	Mayor/City Council		
	Alameda Municipal Power	3/11/2026	DocuSigned by: Tim Haines
	Base Reuse and Economic Development	3/7/2026	FEC06A607EBB473... Signed by: Abigail Thorne-Lyman
	City Attorney	3/6/2026	3E1D71138B954F6... Signed by: Douglas W. McManamy
	City Manager	3/6/2026	E8FE719EEA4B49C... Signed by: Aaron W. Politzer
	City Clerk's Office	3/9/2026	10E7C1DD117F45C... DocuSigned by: Lara Weisiger
	Finance Department	3/11/2026	789F6A9E8C074DC... Signed by: Ross McLarty
	Fire Department	3/6/2026	3E42474819A2A31... DocuSigned by: [Signature]
	Housing and Human Services Department	3/9/2026	E1798A3FEC79A8B... DocuSigned by: Amy Woodbridge
	Human Resources Department	3/8/2026	CF377C8EC7864C4... DocuSigned by: Noelle White
	Information Technology	3/11/2026	B838E56998C48F... DocuSigned by: Demitrios Caganpan
	Library	3/6/2026	088595B22F644A... DocuSigned by: Michael Eitner
	Planning, Building, and Transportation Department	3/9/2026	1F31290A49714BC... Signed by: Allen Tai
	Police Department	3/6/2026	Signed by: [Signature]
	Public Works Department	3/9/2026	2DFC21CF892C497... Signed by: Erin Smith
Recreation and Parks Department	3/9/2026	325158B32737491... DocuSigned by: Justin Long	
			F9D7CCA807754F2...
External Agencies	Alameda County Regional Emergency Communications Center (ACRECC)		
	Alameda County Sheriff's Department		
	Naval Reserve Center Alameda		
	USCG Alameda		

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1 FOREWORD

The 2026 City of Alameda Emergency Operations Plan (EOP, “the Plan”) is the foundation for disaster response and recovery operations for the City of Alameda and may be used as a reference and guidance document. This Plan outlines how the City of Alameda government complies with and implements the requirements of the California Emergency Services Act to protect the lives and property of the City of Alameda’s community.

This Plan establishes the emergency organization, specifies policies and general procedures, and provides for the coordination of the City of Alameda’s responsibilities as a member of the Alameda County Operational Area with those of other member organizations in all phases of an emergency or disaster. This Plan builds upon previous efforts to enhance the City’s emergency and disaster preparedness, response, and recovery capabilities and includes the critical elements of the Incident Command System (ICS), Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the National Response Framework.

The City of Alameda EOP is an extension of the California State Emergency Plan, and its concepts may be used to coordinate localized emergencies as well as catastrophic disasters. The plan is flexible enough to use in all emergencies and will facilitate response and short-term recovery activities. This plan promotes coordination so that the City’s capabilities can adapt to a changing response environment and to the needs of supporting organizations. City employees will be trained on the Plan and will participate in periodic exercises to test and validate it, identify capability gaps, and identify areas for improvement. This plan is a living document and will be revised as necessary to meet changing conditions.

The City of Alameda City Council gives its full support to this Plan and urges all officials, employees, and community members, individually and collectively, to do their part in the City of Alameda’s emergency preparedness, response, and recovery efforts. This Emergency Operations Plan becomes effective upon approval and resolution of the City Council of the City of Alameda.

1.1 APPROVAL AND PROMULGATION

This EOP will be reviewed by all departments/agencies assigned a primary function in **Table 6 – Department EOC Roles by Section** (see page 39). Upon completion of review and written concurrence by these departments/agencies, the EOP will be submitted to the City Council for review and approval. Once approved by the City Council, the Plan will be officially adopted and promulgated.

1.2 DISTRIBUTION

1.2.1 Primary Distribution

The public can read or download the EOP Basic Plan and its attachments on the City’s website.

The complete EOP, including the Basic Plan, attachments, and annexes, is available to City employees in electronic format on the City’s intranet, the anchor, and on SharePoint.

1.2.2 Additional Copies

A limited number of printed copies are available in the following locations:

- Alameda Municipal Power
- City Manager’s Office
- Fire Department

- Police Watch Commander's office
- Primary EOC (2 copies)
- Public Works

These copies may be stored as standalone documents or with other plans and related documents, such as the Local Hazard Mitigation Plan.

The Alameda County Office of Emergency Services also holds an electronic copy of the complete EOP (including annexes).

Individual departments should print and store any parts of the EOP required for the performance of their Plan-related duties.

Refer any requests for additional copies or alternate formats of this document to the Alameda City Manager's Office.

1.3 DISCLOSURE EXEMPTIONS

Although much of this Plan is available for public review, certain sensitive portions are secluded to annexes that are exempt from public disclosure under the provisions of the [California Public Records Act, Government Code §7929.200](#). This sensitive information includes details of the City government's deployment, mobilization, and tactical operations in response to emergencies, personal privacy information, and information involving City, state, or national security.

2 EMERGENCY OPERATIONS PLAN INTRODUCTION

Disasters or emergencies can happen suddenly, posing threats to the safety and welfare of community members, employees, and visitors of the City of Alameda. The City must be prepared to respond to all types of hazards, both natural and human-caused, ranging from planned events to large-scale disasters. The Emergency Operations Plan (EOP) provides a common framework for the City's agencies to work together to respond to such incidents in a coordinated manner.

The Plan was designed to be flexible enough to be used in all emergencies and to facilitate response and short-term recovery activities. The Plan does not address normal day-to-day emergencies or the well-established, routine procedures used to cope with them. Instead, the operational concepts reflected in this Plan focus on potential large-scale emergencies or disasters that can generate unique situations requiring unusual emergency responses. This EOP is a preparedness document intended to be read, understood, and exercised before an emergency.

2.1 PURPOSE

The City of Alameda EOP addresses the City's planned response to emergency situations. The primary objective of the EOP is to coordinate the City's employees, facilities, and other resources into an efficient organization capable of responding to emergencies, disasters, and planned events. The EOP defines the citywide emergency management organization and discusses the method by which the City will coordinate emergency response, both within its jurisdiction and with external response organizations. The EOP further introduces the City's Emergency Operations Center (EOC), including activation and responsibilities. The EOP serves as a guiding document and is not intended to be the end-all for decision-making. The EOP empowers staff to make decisions based on the staff's professional assessment of the situation.

The EOP embraces FEMA's whole-community approach to emergency management. Along with City resources, it recognizes the roles of special districts, non-governmental organizations (NGOs), community-based organizations (CBOs), faith-based organizations (FBOs), private-sector businesses, educational organizations, and other stakeholders. The EOP is also intended to reflect the wide variety of support that community members, visitors, and businesses may require. Consideration for people with disabilities and access or functional needs (DAFN) will be given in all aspects of City emergency planning.

2.2 EMERGENCY MANAGEMENT GOALS

The City of Alameda's goals during an emergency, disaster, or any large-scale planned event are to:

- Protect the safety and welfare of community members, employees, and visitors in the City of Alameda.
- Provide for a safe and coordinated response to emergency situations.
- Protect the City's facilities, properties, infrastructure, and natural resources.
- Provide continuity of government.
- Enable the City to restore normal conditions in the shortest time possible.
- Provide for interface and coordination between incident sites and the City EOC.
- Provide for the orderly conversion of pre-designated sites into community shelters, when necessary.
- Provide for interface and coordination between the City and other responders, including utilities, agencies, and NGOs.

- Provide for interface and coordination between the City EOC and the Alameda County Operational Area (OA) EOC.
- Provide fiscally responsible stewardship of City funds and follow procedures that allow for state and federal reimbursement.
- Plan for, prepare for, respond to, and recover from future events in ways that mitigate their impact.
- Prioritize restoration of critical community lifelines, including power, water, wastewater, communications, and transportation, coordinated through the City EOC while responsible agencies determine technical restoration methods.

2.3 SCOPE

The City is dedicated to providing an efficient, coordinated response to any disaster that could threaten the well-being and health of its community members and visitors. In so doing, the City intends to follow all NIMS and SEMS requirements to facilitate maximum cost recovery from the federal and state governments.

The response to an emergency event will involve all affected City departments, community agencies, and other organizations/individuals who can provide resources and support recovery efforts. This includes related City, county, state, federal, non-profit agencies, volunteer organizations, and other volunteers called upon by local authorities to serve. This Plan encompasses all natural and human-caused hazards affecting the City, from planned events to large-scale disasters. Hazards to which the City is particularly vulnerable include (but are not limited to):

- Earthquakes
- Floods/tsunamis
- Civil emergencies

The procedures detailed in this Plan are scalable and can address incidents that develop over time as well as those that occur without warning.

2.4 RELATIONSHIP TO OTHER PLANS/REFERENCES

The City uses the EOP as the primary document describing the conduct of emergency management activities. The EOP provides the strategy and policy for conducting emergency response and recovery operations and for requesting and coordinating resource support.

The EOP is not a standalone document. Its purpose is to coordinate emergency operations while supporting the emergency plans and procedures of all City departments. The EOP is designed to be flexible enough to adapt to a changing response environment while meeting the needs of supporting and requesting organizations. Other plans and guidelines the EOP may support/complement include:

- City of Alameda General Plan
- City of Alameda Climate Adaptation and Hazard Mitigation Plan
- City of Alameda Climate Action and Resilience Plan
- Other City department emergency plans and standard operating procedures
- Alameda County Emergency Operations Plan
- Alameda County Local Hazard Mitigation Plan
- California State Emergency Plan
- California State Hazard Mitigation Plan

- California Emergency Management Mutual Aid Plan
- California Fire Service and Rescue Emergency Mutual Aid Plan
- California Law Enforcement Mutual Aid Plan
- California Public Health and Medical Emergency Operations Manual
- State Bay Area Earthquake Plan

2.5 ORGANIZATION OF THE EMERGENCY OPERATIONS PLAN

The City of Alameda Emergency Operations Plan consists of three sections: the Basic Plan, attachments, and annexes.

2.5.1 Basic Plan

The Basic Plan addresses the City's roles and responsibilities during an all-hazards emergency response. It identifies and describes the City's interactions with local, state, and federal agencies, the role of the City's EOC, and the coordination between the EOC and City entities during an incident. Furthermore, the Basic Plan:

- Establishes response policies and procedures, providing the City with clear guidance for planning purposes.
- Introduces the structure and coordination of the City's EOC.
- Provides a basis for unified training and response exercises to measure compliance.
- Complies with NIMS in accordance with the National Response Framework (NRF), SEMS, ICS, and the California State Emergency Plan.

2.5.2 Attachments

The EOP's attachments provide more in-depth information about topics germane to the Basic Plan but are not necessary to understand the overall strategies and policies presented in the Basic Plan.

2.5.3 Annexes

Several annexes support this Plan, including:

- Mission-specific or functional annexes (e.g., emergency management, emergency public information, evacuation)
- Hazard-specific annexes (e.g., earthquake, flood)

Collectively, these annexes describe the operational actions, roles, and responsibilities of departments, agencies, and supporting organizations for a particular function, response, or site. The annexes also reference existing agency and department plans and procedures as applicable.

Annexes (see page [51](#)) lists the completed and planned annexes and their descriptions.

2.6 WHOLE COMMUNITY STRATEGY AND INCLUSION

The “whole community” concept is a process by which community members, emergency management representatives, organizational and community leaders, and government officials can understand and assess the needs of their respective communities to determine the best ways to organize and strengthen their resources,

capacities, and interests. Engaging in whole-community emergency management planning builds a more effective path to societal security and resilience. This Plan seeks to support the following whole-community principles:

- Understand and meet the needs of the entire community, including people with disabilities and those with other access and functional needs.
- Engage and empower all parts of the community to assist in all phases of the disaster cycle.
- Strengthen what works well in communities daily.
- The effectiveness of the emergency response largely depends on the preparedness and resiliency of the community as a whole.

Community Resiliency consists of three key factors:

- 1) The ability of first-responder agencies (e.g., fire, law, and emergency medical services) to effectively and efficiently divert from their day-to-day operations to the emergency.
- 2) The strength and inclusivity of the City's emergency management system and organizations, including the City EOC and emergency public information systems and tools (e.g., mass notification and communication systems).
- 3) The preparedness of the City's community members, businesses, and community organizations.

Consistently focusing on enhancing all three of these components advances the City's overall resiliency.

As part of the City's "whole community" approach, the City may establish subcommittees or advisory/working groups for its Disaster Council. These groups and/or committees will provide input, guidance, and recommendations to represent the collective community of Alameda in all phases.

A section of the City's website (<https://www.alamedaca.gov/RESIDENTS/Alameda-Ready>) provides public emergency preparedness information. It includes hazard and risk information as well as links to tools and resources to support individual and collective readiness and resiliency.

The City recognizes and understands that the Alameda community is only as strong as its most vulnerable members. It strives to provide equal access to emergency systems and resources to all persons—regardless of race, religious creed, color, national origin, ancestry, physical disability, mental disability, medical condition, genetic information, marital status, sex, gender, gender identity, gender expression, age, sexual orientation, military and veteran status, socioeconomic status, citizenship, language, or residence status—to the greatest extent legal and possible during a disaster.

Given the City's diverse needs, however, it's understood that government alone can't accomplish this. Therefore, the City calls upon all its community members (community members, businesses, organizations, and the like) to engage, participate, and take ownership of the City's collective preparedness and resiliency.

2.7 PLANNING ASSUMPTIONS

Below are assumptions for emergency planning that reflect situations that must be considered to achieve effective emergency operations in Alameda.

- An emergency may occur at any time with little or no warning and may exceed local capabilities.
- The City's EOC will be partially or fully activated to support operations during major emergencies or disasters.

- City resources will be made available to local agencies and citizens to cope with disasters affecting this area.
- City personnel may be unable or unavailable to report to work or as assigned.
- Although non-essential City operations may be reduced or cancelled to prioritize resources, the continuity of City government must be maintained.
- Critical infrastructure—such as communications, transportation, and utilities—may be severely impacted and disrupted.
- Community members, businesses, and other entities will need to be self-sufficient for at least one week.
- Planning for resources and support will be needed to assist DAFN communities.
- The City will provide staging areas and support for utilities, agencies, and NGOs assisting in response and recovery.
- The City will commit its resources to a reasonable degree before requesting mutual aid assistance.
- The City will coordinate with the Alameda County Operational Area to request or provide resources outside of existing mutual aid agreements.
- Federal and state response and recovery operations will be mutually coordinated to promote effective mobilization of resources to and in support of the impacted jurisdictions.
- The City shall prepare for any known event as if a large-scale emergency or disaster were possible.

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3 SITUATION

The following section provides basic information about the City and identifies potential hazards that may pose risks to the City's communities.

3.1 CITY OVERVIEW

The City of Alameda, located seven miles east of San Francisco and just west of Oakland, is made up of Alameda Island, Bay Farm Peninsula, Coast Guard Island, and Ballena Isle. The City includes 10.45 square miles of land and 12.53 square miles of water. According to the 2023 U.S. Census 5-year American Community Survey, Alameda's population is 76,876.

At the time of the Spanish arrival, Alameda was a peninsula covered by a dense forest of coastal live oak and inhabited by the Confederated Villages of Lisjan, an Ohlone people. Settlement by Europeans and other non-natives began in 1820, when Luis Peralta divided Rancho San Antonio among his four sons. Alameda derived its original name, "the Encinal," from the large stands of native oaks ("encino" means "oak" in Spanish) on the Main Island. The Town of Alameda was granted a charter by the State Legislature in 1854; incorporation of all peninsula settlements into a single local government occurred in 1872.

During the rest of the 19th century, major shipyards and Neptune Beach (the "Coney Island of the West") were established along the northern and southern shores to take advantage of the island's coastal assets. In 1902, the Tidal Canal was completed, making Alameda an island. During the decades between 1920 and 1970, the City witnessed cycles of boom and bust. The United States' entry into World War II focused the City's attention on the war effort, with Alameda Naval Air Station and the City's shipyards becoming major employers.

An average of 300 homes were built each year between 1970 and 1990, mainly on Bay Farm Island. Bay Area growth pressure has facilitated the redevelopment of unused shipyards on the Northern Waterfront as business parks, homes, and marinas. The City is currently redeveloping the former Alameda Naval Air Station into a mixed-use area called Alameda Point, with residential, commercial, and industrial uses. Master planning and environmental documents developed in 2014 envision a cumulative build-out by 2035 of 1,425 housing units and 5.5 million square feet of office, retail, and manufacturing space.

According to the City of Alameda 2023-2031 Housing Element, the Association of Bay Area Governments (ABAG) projects the City's population will grow by 25.3 percent between 2010 and 2040, which is less than the 38.5 percent growth rate that ABAG projects for Alameda County as a whole. Alameda's projected population increase will result largely from residential development in the former industrial areas along the Northern Waterfront, in the former military installations at Alameda Point, on shopping center sites, along the transit corridors on Park Street and Webster Street, and in the neighborhoods, through modest infill development.

The City is bordered on the north and east by Oakland and on the west and south by San Francisco Bay. Interstate 880 closely parallels the Tidal Canal on the Oakland side, while California Highway 260 (Webster Street) bisects the island north-south, and CA 61 (Central Avenue/Encinal Avenue/Broadway/Otis Drive) runs west-southeast through Alameda Island to Bay Farm Island. Except for Alameda Point, the bulk of Alameda is built out with mostly low-rise residential and commercial development.

3.2 HAZARD IDENTIFICATION

It is important to note that Alameda is an island and, therefore, dependent on its connections to Oakland and the surrounding Bay Area. Any disaster affecting Alameda may also affect services outside the island that the City depends on, including emergency services, transportation, power, food, water, sanitation, communication, gasoline, natural gas, housing, medical care, education, and other services.

A hazard analysis indicates that the City of Alameda may be at risk from numerous hazards associated with natural disasters and technological/human-caused events, as shown in **Table 2**. These hazards are identified and analyzed in detail in the *2025 City of Alameda Climate Adaptation and Hazard Mitigation Plan* (under separate cover), which also provides general and specific information on the impacts and vulnerabilities associated with each hazard. A summary of these hazards and vulnerabilities can be found in **Attachment B – Hazards** (see page 65).

TABLE 2. SUMMARY OF HAZARD ANALYSIS			
Type	Hazard	Likelihood	Consequence
Hazards of Greatest Concern	Earthquakes	Likely	Catastrophic
	Flooding from storms	Likely	Moderate to Catastrophic
	Sea-level rise	Likely	Catastrophic
Hazards of Concern	Tsunamis	Possible	Moderate to Catastrophic
	Heat	Likely	Moderate
	Drought	Likely	Moderate
	Wildfire-related hazards (smoky air, PSPS)	Likely	Moderate
	Dam breach inundation	Unlikely	Moderate
	Groundwater Rise	Likely	Moderate
	Coastal Erosion	Likely	Moderate

A single incident or a combination of events could require evacuating or sheltering the population. Depending on the event, there may be a requirement to shelter in place or to evacuate to designated reception centers or shelters within or outside the jurisdiction’s boundaries.

4 CONCEPT OF OPERATIONS

During a major emergency response, the City will coordinate with numerous governmental, non-governmental, and private organizations. To facilitate such a multifaceted operation, the City follows a specific response structure that defines how local, county, and state-level entities coordinate and communicate during emergency response operations.

This Concept of Operations (CONOPS) provides guidance to City decision-makers and plan users on the sequence and scope of actions to be taken during a citywide emergency response. It defines the City's emergency management framework and describes its interactions with OA and state emergency management organizations. This Concept of Operations also identifies how SEMS, NIMS, ICS, and other principles guide the City's operational procedures during an emergency.

4.1 PHASES OF EMERGENCY MANAGEMENT

The City maintains an ongoing Emergency Management Program encompassing a wide range of activities. Although the City's EOP focuses on the response and recovery phases, the City's Emergency Management Program is actively involved in all four phases of emergency management: mitigation, preparedness, response, and recovery.

4.1.1 Mitigation

Mitigation means avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. It includes activities that strive to reduce the loss of life and property from natural or human-caused disasters. Mitigation seeks to break the cycle of disaster damage, reconstruction, and repeated damage.

Mitigation efforts occur both before and after disaster events. Post-disaster mitigation is part of the recovery process. Mitigation tools include:

- Local ordinances and statutes (zoning ordinance, building codes, and enforcement, etc.)
- Structural measures
- Tax levy or abatements
- Public information and community relations
- Land-use planning
- Professional training

4.1.2 Preparedness

Preparedness involves activities taken in advance of an emergency. These activities develop operational capabilities and effective disaster response. These actions might include mitigation activities, emergency/disaster planning, training and exercises, and public education. Organizations identified in this Plan as having either a primary or support response or recovery mission should prepare standard operating procedures (SOPs), emergency plans, or checklists detailing personnel assignments, policies, notification rosters, and resource lists. City employees should be familiar with these SOPs and checklists through periodic training on activation and execution procedures.

Increased Readiness

Increased readiness actions begin when the City Emergency Management Organization receives a warning, observes that an emergency situation is likely to occur soon, or is notified of a planned event that could become a disaster or emergency situation. Actions to be accomplished include, but aren't necessarily limited to:

- Reviewing and updating emergency plans, SOPs, and resource listings
- Disseminating accurate and timely emergency public information
- Accelerated training of permanent and auxiliary staff
- Inspection of critical facilities
- Recruiting additional staff and Disaster Service Worker Volunteers
- Mobilizing resources
- Testing warning and communications systems
- Facilitate a collaborative and comprehensive planning process involving all affected City departments and outside cooperators and stakeholders to respond to the event or planned event

4.1.3 Response

Response activities follow the issuance of a pending disaster warning or the occurrence of an actual disaster or emergency. These activities help to reduce casualties and damage and speed recovery. Response activities include public warnings, notifications to public authorities, evacuations, search and rescue, assistance, activation of the EOC, emergency proclamations, and other similar operations addressed in this Plan.

The emergency response phase has three types of response actions taken in support of an emergency or disaster: pre-emergency response, emergency response, and sustained response.

Pre-Emergency

Actions are precautionary and emphasize protecting life when a disaster is inevitable. Typical responses might be:

- Advising threatened populations of the emergency and apprising them of safety measures to be implemented
- Evacuation of threatened populations to safe areas
- Advising the Alameda County Operational Area of the emergency
- Identifying the need for mutual aid and requesting such through the appropriate channels
- Proclamation of a Local Emergency by local authorities

Emergency Response

During this phase, emphasis is placed on saving lives and property, controlling the situation, and minimizing the disaster's impact. Immediate response is accomplished within the affected area by local government agencies and segments of the private sector.

One of the following conditions will apply to the City during this phase:

- 1) The City is either minimally impacted or not impacted at all and is requested to provide mutual aid to other jurisdictions.
- 2) The situation can be controlled without mutual aid assistance from outside the City, or mutual aid from outside the City is required.
- 3) Evacuations of portions of the City are required due to immediate and ensuing uncontrollable threats.

The Emergency Management Organization will give priority to the following operations:

- Situation analysis
- Dissemination of accurate and timely emergency public information and warning to the public
- Resource allocation and control
- Evacuation and rescue operations
- Medical care operations
- Coroner operations
- Mass care and shelter operations
- Access and perimeter control
- Public health operations
- Restoration of vital services and utilities

When local resources are committed to the utmost and additional resources are required, requests for mutual aid will be initiated through the Alameda County OA. Fire and law enforcement agencies will request or render mutual aid directly through established channels. An appropriate local official must authorize any action that involves City financial outlay or a request for military assistance.

Depending on the severity of the emergency, the City may proclaim a Local Emergency, the local Emergency Operating Center (EOC) may be activated, and the Alameda County OA will be advised. The California Office of Emergency Services (Cal OES) Director may request a gubernatorial proclamation of a State of Emergency. Should a State of Emergency be proclaimed, state agencies will respond to requests for assistance to the extent possible. These activities will be coordinated with the Cal OES Director.

Cal OES may also activate the State Operations Center (SOC) in Rancho Cordova to support Cal OES Administrative Regions, state agencies, and other entities in the affected areas.

If the Governor requests and receives a Presidential Declaration of an Emergency or a Major Disaster under Public Law 93-288, he will appoint a State Coordinating Officer (SCO). The SCO and an appointed Federal Coordinating Officer (FCO) will coordinate and control state and federal recovery efforts in supporting local operations.

Sustained Response

As the emergency continues, responders assist disaster victims and make efforts to reduce secondary damage. Response support facilities may be established. The resource requirements continually change to meet the incident's needs.

4.1.4 Recovery

As soon as possible, Cal OES (operating through the SCO) will bring together representatives of federal, state, county, and city agencies, as well as the American Red Cross and other NGOs, to coordinate the implementation of assistance programs and establish support priorities. Local Assistance Centers (LACs) or telephonic centers may also be established, providing a "one-stop" service to initiate the process of receiving federal, state, and local recovery assistance.

The recovery period has major objectives that may overlap, including:

- Provision of essential public services
- Identification of residual hazards
- Reinstatement of family autonomy
- Permanent restoration of private and public property

- Plans to mitigate future hazards
- Recovery of costs associated with response and recovery efforts

Attachment D – Recovery Framework (see page 76) discusses the City’s Disaster Recovery Organization and basic strategies.

4.2 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

In an emergency, governmental response is an extraordinary extension of responsibility and action coupled with normal day-to-day activity. Normal governmental duties will be maintained, with emergency operations carried out by those agencies assigned specific emergency functions. The City uses SEMS to manage responses to multi-agency, multi-jurisdictional emergencies and to facilitate communication and coordination among all levels of the system and among all responding agencies. [California Code of Regulations, Chapter 1 of Division 2 of Title 19](#), establishes the standard response structure and basic protocols for emergency response and recovery.

SEMS incorporates four overarching principles:

- 1) The Incident Command System (ICS)
- 2) The Master Mutual Aid Agreement and existing mutual aid systems
- 3) The Operational Area Concept
- 4) Multiagency and inter-agency coordination

California’s emergency response operations rely on a system in which government levels work together from the field level upward, in a single, integrated structure. Incidents are managed at the lowest possible level. Local government has primary responsibility for emergency response activities within its jurisdiction.

SEMS evolved from lessons learned from the 1991 Oakland Hills fire. In 2005, the State of California adopted the National Incident Management System (NIMS)—modeled on SEMS—and integrated it into the existing SEMS.

4.2.1 SEMS Levels

SEMS consists of five levels: field response, local government, operational areas (countywide), CAL OES Mutual Aid Regions, and state government.

Field Response Level

The field response level is where emergency response personnel and resources, under the command of an appropriate authority, make tactical decisions and carry out activities in direct response to an incident or threat. SEMS regulations require jurisdictions to use ICS at the field response level of an incident to be eligible for state reimbursement of response-related personnel costs. The ICS field functions used for emergency management are command, operations, planning/intelligence, logistics, and finance/administration.

Local Government Level

Local governments include cities, counties, and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdictions. Local governments must use SEMS when their EOCs are activated or when a local emergency is proclaimed to be eligible for state reimbursement of response-related personnel costs. Local governmental levels use a similar set of ICS functions: management, operations, planning/intelligence, logistics, and finance/administration.

Local jurisdictions are responsible for the overall direction of personnel and equipment provided for emergency operations through mutual aid (California Government Code Section 8618). Cities are responsible for

disaster/emergency response within their boundaries, although some cities contract for some municipal services from other agencies. Special districts are primarily responsible, in emergencies, for restoring the services they normally provide. They may also be responsible for the safety of people at their facilities or on their property and for warning surrounding populations of hazards originating from their facilities or operations. Some special districts may assist other local governments in the disaster/emergency response.

All local governments are responsible for coordinating with other local governments, the field response level, and the operational area. Local governments are also responsible for providing mutual aid within their capabilities.

Operational Area

The California Emergency Services Act (CESA) ([California Government Code Title 2, Division 1, Chapter 7](#)) defines the SEMS operational area (OA) as an intermediate level of the state's emergency services organization. It consists of a county and all political subdivisions within the county area. Political subdivisions include cities, city and county governments, counties, special districts, other local governmental agencies, and public agencies authorized by law. The OA is responsible for:

- Coordinating information, resources, and priorities among local governments within the operational area
- Coordinating information, resources, and priorities between the regional level and the local government level
- Using multiagency or inter-agency coordination to facilitate decisions for overall operational area-level emergency response activities.

SEMS regulations specify that all local governments within a county's geographic area should be organized into a single OA, and that the county board of supervisors is responsible for establishing it. The Alameda County Sheriff's Office is the lead agency for the Alameda County OA. The Alameda County OA comprises the County of Alameda, 14 cities, and special districts within the county's boundaries. The "Agreement for Participation in the Alameda County Operational Area Emergency Management Organization," dated May 10, 2016, is an agreement to recognize and participate in an operational area emergency management organization. It is signed by the county, cities, special districts, and other public-benefit nonprofit corporations that are parties to the agreement, creating a partnership.

When the Alameda County OA EOC is activated, the Alameda County Sheriff serves as the Director of Emergency Services (DES) and the County's Operational Area Coordinator. As such, the Operational Area Coordinator is responsible for coordinating and supporting emergency/disaster operations within the County. The OA serves as the focal point for information sharing and support requests from cities within the County.

The Operational Area Coordinator and supporting staff constitute the OA Emergency Management Staff. The OA staff submits all requests for support that can't be obtained within the County, and other relevant information, to Cal OES Coastal Region, Mutual Aid Region II.

The Alameda County EOC fulfills the role of the OA EOC. Activation of the OA EOC during a State of Emergency or a Local Emergency is required by SEMS regulations under the following conditions:

- A local government within the operational area has activated its EOC and requested activation of the OA EOC to support its emergency operations.
- Two or more cities within the OA have proclaimed a local emergency.
- The county and one or more cities have proclaimed a local emergency.
- A city or the county has requested a Governor's proclamation of a state of emergency, as defined in the Government Code Section 8558(b).

- The Governor proclaims a state of emergency for the county or two or more cities within the OA.
- The OA is requesting resources from outside its boundaries. This does not include resources used in normal day-to-day operations that are obtained through existing mutual aid agreements.
- The OA has received resource requests from outside its boundaries. This does not include resources used in normal day-to-day operations that are obtained through existing mutual aid agreements.

Regional

Because of its size and geography, the state is divided into six mutual aid regions. Mutual aid regions provide for the more effective application and coordination of mutual aid and other emergency-related activities.

Cal OES has also established three Administrative Regions (Coastal, Inland, and Southern). These Administrative Regions help Cal OES maintain day-to-day contact with emergency services organizations at the local, county, and private-sector levels.

The SEMS regional level manages and coordinates information and resources among OAs within the mutual aid region and also between the OAs and the state level. The regional level also coordinates overall state agency support for emergency response activities within the region.

The City of Alameda is within Cal OES's Coastal Administrative Region and Region II mutual aid region.

State

The state-level SEMS manages state resources in response to the emergency needs of other levels and coordinates mutual aid among mutual aid regions and between the regional and state levels. The state level also serves as the coordination and communication link between the state and the federal disaster response system.

All resources available within the state that may be applied in disaster response and recovery phases, together with the private sector, are collectively referred to as the California Emergency Organization. Their goal is to support emergency activities to protect life, property, and the environment. During a state of war emergency, a state of emergency, or a local emergency, the Cal OES Director will coordinate the emergency activities of all state agencies ([CESA Article 5, Government Code §8587](#)).

4.3 NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

NIMS integrates existing best practices into a consistent, nationwide approach to domestic incident management that's applicable at all jurisdictional levels and across functional disciplines in an all-hazards context. [Homeland Security Presidential Directive-5](#) (HSPD-5) mandated NIMS in 2003. NIMS provides a consistent, nationwide approach for federal, state, local, and tribal governments, the private sector, and NGOs to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as:

- The Incident Command System (ICS)
- Multi-agency coordination systems
- Training
- Identification and management of resources
- Qualification and certification
- The collection, tracking, and reporting of incident information and incident resources

4.3.1 NIMS Components

Six major components make up this system's approach.

Command and Management

NIMS standard incident command structures are based on three key organizational systems:

- **The Incident Command System (ICS)** (see page 19) uses a standardized, on-scene, all-hazard incident management concept. Its organizational structure enables users to address the complexities and demands of single or multiple incidents without being hindered by jurisdictional boundaries.
- **Multi-Agency Coordination Systems (MACs)** provide coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. These systems include facilities, equipment, emergency operation centers (EOCs), personnel, procedures, and communications.
- **Public Information Systems** refer to processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations.

Preparedness

Effective incident management begins with a host of preparedness activities conducted on a "steady-state" basis well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification and certification standards, equipment acquisition and certification standards, and publication management processes and activities.

- **Planning.** Plans describe how personnel, equipment, and other resources are used to support incident management and emergency response activities. Plans provide mechanisms and systems for setting priorities, integrating multiple entities and functions, and making communications and other systems available in support of a full spectrum of incident management requirements.
- **Training.** Training includes standard courses on multiagency incident command and management, organizational structure, and operational procedures; discipline- and agency-specific incident management courses; and courses on the integration and use of supporting technologies.
- **Exercises.** Incident management organizations and personnel must participate in realistic exercises—including multidisciplinary, multi-jurisdictional, and multisector interactions—to improve integration and interoperability and optimize resource use during incident operations.
- **Mutual Aid.** Mutual-aid agreements are the means by which one jurisdiction provides resources, facilities, services, and other support to another jurisdiction during an incident. Each jurisdiction should be party to a mutual-aid agreement with appropriate jurisdictions from which they expect to receive or to which they expect to provide assistance during an incident.
- **Publications Management.** Publications management refers to forms, form standardization, developing publication materials, administering publications—including establishing naming and numbering conventions, managing the publication and promulgation of documents, and exercising control over sensitive documents—and revising publications when necessary.

Resource Management

NIMS defines standardized mechanisms and establishes requirements for processes to describe, inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident. Included in this are two major initiatives:

- **Personnel Qualification and Certification.** Qualification and certification activities identify and publish national-level standards, and measure performance against them. This increases the probability that incident management and emergency responder personnel are appropriately qualified and officially certified to perform NIMS-related functions.
- **Equipment Acquisition and Certification.** Incident management organizations and emergency responders at all levels rely on a range of equipment to perform mission-critical tasks. A critical component of operational preparedness is the acquisition of equipment that meets certain standards, including the capability to interoperate with similar equipment used by other jurisdictions.

Communications and Information Management

NIMS identifies the requirement for a standardized framework for communication, information management (collection, analysis, and dissemination), and information sharing at all levels of incident management.

- **Incident Management Communications.** Incident management organizations must use effective, interoperable communication processes, procedures, and systems to support a wide variety of incident management activities across agencies and jurisdictions.
- **Information Management.** Information management processes, procedures, and systems help information (including communications and data) flow efficiently through a commonly accepted architecture. This system supports numerous agencies and jurisdictions responsible for managing or directing domestic incidents, those impacted by the incident, and those contributing resources to the incident management effort. Effective information management enhances incident management and response and helps facilitate better-informed crisis decision-making.

Supporting Technologies

Technology and technological systems provide supporting capabilities essential to implementing and continuously refining NIMS. These include voice and data communications systems, information management systems (such as recordkeeping and resource tracking), and data display systems. Also included are specialized technologies that facilitate ongoing operations and incident management in situations that require unique technology-based capabilities.

Ongoing Management and Maintenance

This component establishes an activity to provide strategic direction and oversight of NIMS, supporting both routine review and the long-term continuous refinement of the system and its components.

4.3.2 NIMS Compliance

The State of California officially adopted NIMS through Executive Order S-2-05 on February 8, 2005. The NIMS Advisory Committee issued “California Implementation Guidelines for the National Incident Management System” in 2006 to assist state agencies, local governments, tribes, and special districts in incorporating NIMS into existing programs, plans, training, and exercises. The City follows this document, along with the “NIMS Implementation and Compliance Guidance” issued by FEMA, to guide the City’s NIMS compliance.

4.4 INCIDENT COMMAND SYSTEM (ICS)

The Incident Command System (ICS) is a nationally recognized on-scene emergency management system specifically designed to allow its users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS uses a common organizational structure to effectively manage incidents by objectives.

The five functions of the ICS organization are command, planning, operations, logistics, and finance.

- 1) **Command** is responsible for directing, ordering, and controlling resources by virtue of explicit legal, agency, or delegated authority. It includes the Incident Commander (IC), who is responsible for overall incident management. The command function typically includes the Public Information Officer, Liaison Officer, and Safety Officer. In an EOC, “command” is called “management.”
- 2) **Planning** is responsible for collecting, evaluating, documenting, and using information about the incident's development. It is also responsible for drafting the Incident Action Plan (IAP), which sets out the IC's directives for a designated period. (In an EOC, the IAP is known as an EOC Action Plan, or EAP.) The planning function typically includes the Resource Unit, Situation Analysis Unit, Documentation Unit, and Demobilization Unit.
- 3) **Operations** is responsible for the coordinated tactical response of all field operations directly applicable to or in support of the mission(s) per the IAP. Operations develops the IAP's operations portion, requests resources to support tactical operations, maintains close communication with the IC, and promotes safer tactical operations. The operations function includes branches, divisions, groups, and air operations personnel.
- 4) **Logistics** is responsible for providing facilities, services, personnel, and equipment. It tracks the status of incident-related resources and materials. The logistics function typically includes the supply unit, facilities unit, ground support unit, communications unit, food unit, and medical unit.
- 5) **Finance** is responsible for all financial and cost analysis aspects of the incident, as well as any administrative aspects not handled by the other functions. The finance function typically includes the Timekeeping Unit, Procurement Unit, Compensation/Claims Unit, and the Cost Unit.

Principles of ICS

The system's organizational structure adapts to any emergency or incident that emergency response agencies would expect to respond to. Components of ICS are:

- Common terminology
- Modular organization
- Unified command structure
- Consolidated action plans
- Manageable span-of-control
- Pre-designed incident facilities
- Comprehensive resource management
- Integrated communications

ICS calls for common names for organizational functions, resources, and facilities. The type and size of an incident determine the organizational structure. Staff build from the top down as the incident grows, with responsibility and performance initially placed with the IC.

Initially, the IC may perform all five ICS functions. As the incident grows, the IC may spin off each function into a section with several units under it.

Unified Command (UC)

A unified command structure is a team effort that allows all agencies with responsibility for the incident to manage it by establishing a common set of incident objectives and strategies.

4.5 MUTUAL AID

The City has only so many resources. Emergencies tend to use up resources very quickly. When this happens, the City may be able to get help from other local jurisdictions, higher levels of government, and other agencies. Mutual aid agreements and understandings (negotiated in advance or on an emergency basis) govern this practice of “borrowing from neighbors.” Mutual aid assistance may take the form of equipment, supplies, people, or other available capabilities.

The California Disaster and Civil Defense Master Mutual Aid Agreement provides the framework for providing mutual aid in this state. Other mutual aid systems, such as Public Works and Law Enforcement, follow the structures of the Master Mutual Aid Agreement. The City belongs to many of these mutual aid systems.

The City Manager (acting as the DES) and the City Council may authorize the City to enter into any additional mutual aid agreements and understandings during a disaster. These agreements will be formalized in writing whenever possible.

Attachment C – Mutual Aid (see page [70](#)) contains details regarding California’s mutual aid system. This attachment also provides an overview of the City’s role in the larger mutual aid system, along with specific policies and procedures. Individual annexes also include more specific mutual aid information, as appropriate.

4.6 REQUESTING COUNTY, STATE, OR FEDERAL AID

When an emergency exceeds the City’s capacity to respond, it can request assistance from Alameda County and the state. The City’s request takes the form of a Local Emergency proclamation. The proclamation includes a formal request submitted to Cal OES, asking the Governor to proclaim a State of Emergency or a Major Disaster. The federal government assists the state as required by the nature and scale of the emergency.

The City may proclaim an emergency to:

- Provide extraordinary police powers
- Gain immunity for emergency actions
- Authorize issuance of emergency orders and regulations
- Activate pre-established emergency provisions
- Activate certain mutual aid systems (such as public works or the Emergency Managers Mutual Aid)
- Enable a request for state or federal assistance

4.7 EMERGENCY PROCLAMATIONS

4.7.1 City Proclamations

The City Council or the City Manager may proclaim a local emergency as specified by the [Alameda Code of Ordinances Chapter § 2-24.6](#). If the City Manager issues the proclamation, the City Council must ratify the Local Emergency within seven days. The City Council must review, at its regularly scheduled meetings, the need to continue the local emergency, and in no event more than 21 days after the previous meeting.

The local emergency must be terminated by resolution as soon as conditions warrant. Proclamations are typically issued when an actual incident or a threat of disaster arises that endangers the safety of people and property within the City. Not all EOC activations will trigger an emergency proclamation.

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

- If necessary, request that the Governor proclaim a State of Emergency.
- Promulgate or suspend orders and regulations necessary to protect life and property, including issuing orders or regulations imposing a curfew within designated boundaries.
- Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements.
- Request state agencies and other jurisdictions to provide mutual aid.
- Require the emergency services of any local official or employee.
- Requisition necessary personnel and materials from any local department or agency.
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use.
- Impose penalties for violation of lawful orders.
- Conduct emergency operations without incurring legal liability for performance or failure of performance. (Note: CESA Article 17 provides for certain privileges and immunities.)
- Request financial assistance through the California Disaster Assistance Act (CDAA) by order of a Director's Concurrence or Governor's Proclamation. This request can be included in the local emergency proclamation or in a separate letterhead once the Council has identified and certified that local resources are insufficient.
- Increase spending authorities.

4.7.2 County Proclamations

The [Alameda County Administrative Code § 2.118.110](#) grants the Board of Supervisors the authority to proclaim a Local Emergency. The County Public Health Officer may proclaim a public health emergency. Under SEMS, cities must send their local proclamations to Cal OES through their county OA coordinator. A city doesn't need to proclaim an emergency if the County proclaims an emergency for the entire county or a specific area that includes the impacted city or cities; however, the City can do so if it feels it would be beneficial.

4.7.3 State of Emergency

Under [CESA Article 3](#), the Governor may proclaim a State of Emergency when:

- Conditions resulting from natural or human-caused disasters or extreme peril exist that threaten the safety of persons and property within the state.
- The Governor is requested to do so by local authorities.
- The Governor finds that the local authority is inadequate to cope with the emergency.
- Whenever the Governor proclaims a State of Emergency:
- Mutual aid shall be rendered according to the approved emergency plans when needed in any county or city for outside assistance.
- To the extent deemed necessary, the Governor shall have the right to exercise all police power vested in the state by the Constitution and the laws of the State of California within the designated area.
- Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency.
- The Governor may suspend the provisions of orders, rules, or regulations of any state agency and any regulatory statute or statute prescribing the procedure for conducting state business.
- The Governor may commandeer or make use of any private property or personnel (other than the media) in carrying out the responsibilities of the office.
- The Governor may promulgate rules and regulations and enforce orders deemed necessary.

4.7.4 State of War Emergency

Whenever the Governor proclaims a State of War Emergency, or if a State of War Emergency exists, all provisions associated with a State of Emergency apply, plus:

- All state agencies and political subdivisions are required to comply with the lawful orders and regulations of the Governor issued within the limits of authority provided in the CESA.

4.8 AMERICANS WITH DISABILITIES ACT: POPULATIONS WITH DISABILITIES AND OTHER ACCESS AND FUNCTIONAL NEEDS

While disasters can be challenging for all involved, these challenges can be more significant for individuals with disabilities, including those with access and functional needs. Several recent disasters have illustrated the need for emergency planning and response operations to take people with disabilities into account. For example, 70% of the individuals killed by Hurricane Katrina and the flooding it caused were at least 60 years of age, and 49% were at least 75 years of age. In Katrina and other disasters, some victims with functional needs or other disabilities could not evacuate because they lacked access to transportation or other necessary assistance. In a few instances, such individuals could obtain transportation but died because the transportation operators did not take the necessary safety precautions. As a community that places high importance on inclusion and meeting the needs of all individuals, Alameda is committed to ensuring that disaster planning, emergency response, and recovery operations consider the needs of the city's disabled population.

The U.S. Census Bureau estimated that in 2021, approximately 9.5% of the community's population had some form of disability, including 73% of individuals at least 65 years of age. The most common disability in Alameda is ambulatory difficulty, but other forms of disability may include hearing or vision challenges, cognitive difficulties, or

difficulties with self-care and independent living. Some community members may have multiple disabilities, while others may not be officially recognized as having a disability but may still have special care needs.

4.8.1 Planning Considerations for Functional Needs Populations

Individuals with disabilities may be unable to perform tasks that others may take for granted, including those necessary for staying informed during a disaster or evacuating an area. For example, individuals with hearing limitations may not be able to hear disaster alerts or warnings; persons with visual limitations may not be able to navigate areas with accumulated debris or other obstacles; and persons with mobility challenges may not be able to climb up or down stairs to evacuate a building. Additionally, persons with cognitive difficulties may not be able to fully comprehend or respond to emergency conditions. When developing plans for emergency response and recovery operations, including the EOC Action Plan and IAP developed after the emergency, it is vital to include special considerations for persons with disabilities. City staff conducting emergency planning activities should consider the following challenges faced by disabled persons and identify ways to minimize or eliminate these challenges:

- Persons with disabilities may not be able to receive notifications of disaster conditions or evacuation orders (e.g., as a result of visual or hearing impairments) or may have a cognitive difficulty that impacts their ability to adequately respond to the notification.
- Some people with mobility challenges may not be able to exit a building and reach a safe area within a reasonable period of time.
- Individuals with disabilities may have special needs for supplies and equipment, including medicine and medically necessary devices. Information for which shelters provide necessary access to specific resources is contained in the Mass Care and Shelter Annex. If people will need to supply these resources themselves, consider whether they can reasonably carry the supplies and equipment they need when evacuating.
- Persons with disabilities may require special infrastructure in basic facilities, such as restrooms and showers, that can accommodate persons with mobility challenges. Ensure that care or shelter facilities can meet these needs.

To effectively plan for persons with disabilities in an emergency situation, City staff should analyze their needs before emergencies occur and develop ways to address these challenges, such as determining which population will need medical devices (e.g., oxygen tanks) during emergencies. Staff should clearly identify which community members may have special needs in advance of an emergency, during a disaster, and after a disaster. This allows for a more effective emergency plan and a better understanding of the resources needed, leading to a more informed action plan.

This work should include building partnerships with community and advocacy groups that represent disabled individuals and working closely with them. It is important to work with institutional and industry groups that are not traditionally involved in emergency planning but can offer timely, important support. Alameda staff can learn from the knowledge, experience, and resources that individuals with disabilities and those who work with them can offer, which may lead to creative solutions to potential problems before emergency situations develop. These cooperative planning efforts also help to educate disabled individuals and emergency responders about realistic expectations of service during emergency response and recovery activities.

4.8.2 Communications Considerations for Access and Functional Needs Populations

Alameda emergency planning and response staff should be aware that individuals with disabilities, older adults, and individuals with limited English proficiency may be unemployed, socially or physically isolated, or in other ways less connected to traditional communication channels than other community members. As a result, these populations may be less likely to receive important information about emergency situations in a timely fashion. City personnel must ensure that all emergency-related communications are released with sufficient time for these individuals to receive, process, and act upon the information as needed. This should include information released well before the emergency (e.g., preparedness information), alerts and warnings about potential and pending emergency situations, information during an emergency, and information during recovery activities.

Staff should ensure that all messages and materials intended to improve emergency preparedness include information for people with disabilities and individuals with limited English proficiency, and that these items are presented and distributed in formats that are accessible, understandable, and culturally appropriate. This includes providing information in multiple languages consistent with the City's threshold languages and demographic data as well as using plain language with culturally relevant messaging.

While some of these considerations may be more obvious (e.g., avoiding placing critical information in small text or in formats that individuals with visual limitations may not be able to read), others may be less readily apparent to staff. For example, the text messages displayed on a television screen as part of an EAS message will not interfere with closed captioning text or sign language translations by programmed placement at the top of a screen or in a bordered graphic. Emergency telephone hotlines that allow community members to call in and receive information should include TTY/TTD systems (text telephone/telecommunications device for the deaf), which some individuals with disabilities use; essential information should also be conveyed in a format that some individuals with cognitive challenges can follow, such as simplified language, visual aids, and pictograms.

The City should coordinate with community-based organizations, faith-based groups, advocacy organizations, and cultural leaders to ensure emergency messaging reaches populations that may not access traditional government communication channels. These partners may assist in translating, disseminating, and reinforcing emergency information before, during, and after incidents.

4.8.3 Non-Discrimination

There will be no discrimination on grounds of regardless of race, religious creed, color, national origin, ancestry, physical disability, mental disability, medical condition, genetic information, marital status, sex, gender, gender identity, gender expression, age, sexual orientation, military and veteran status, socioeconomic status, citizenship, language, or residence status in the execution of emergency management functions. This policy applies to all levels of government, contractors, and labor unions.

Further, the City will comply with the Americans with Disabilities Act (ADA). Therefore, all communications will seek to provide appropriate aids and services to promote effective communication with individuals with disabilities. Individuals with disabilities will not be separated from their service animals or assistive devices, and disability-related assistance will be available to anyone who needs it during emergencies to the extent possible.

4.9 ANIMAL CONSIDERATIONS

The PETS Act ([Pets Evacuation and Transportation Standards Act of 2006](#)) requires state and local emergency preparedness plans to address the needs of people with pets and service animals before, during, and after a major disaster.

For many people, animals are helpers (as in the case of service animals) or companions; for others, animals are family members. People involved in past major disasters have refused to evacuate dangerous areas if they can't take their animals with them. Mass care plans must account for the needs of Alameda's domesticated animals.

The Americans with Disabilities Act requires that trained service animals be allowed to remain with their handlers in all situations, including during evacuations and sheltering. This mandate does not extend to "emotional support animals," which are legally no more privileged than pets.

Pets are not allowed inside Red Cross-operated shelters; however, an animal shelter may be located near a Red Cross-operated shelter. Alameda Animal Services may open and run evacuation pet shelters as needed during an emergency. If Alameda Animal Services is unable to meet the City's needs, the City may need to ask the Alameda County OA EOC for support from other agencies.

4.10 PRIVATE INDUSTRY, SPECIAL DISTRICTS, AND NON-GOVERNMENT ORGANIZATIONS

The City recognizes the importance of the private and non-profit sectors in the emergency organization. Business and industry own or have access to substantial response and support resources. CBOs and other NGOs also provide valuable resources and services before, during, and after a disaster. These resources can be effective assets at any level. The City will continue outreach and communication efforts with the greater Alameda community, as outlined in ***Whole Community Strategy and Inclusion*** (see page 5), and will also support Alameda OA-level organizations.

Volunteer and private agencies may participate in the mutual aid system alongside governmental agencies. For example, the disaster medical mutual aid system relies heavily on private-sector involvement for medical/health resources. Some volunteer agencies, such as the American Red Cross (ARC) and the Salvation Army, are essential elements of the statewide emergency response to meet the needs of disaster victims. Volunteer agencies mobilize volunteers and other resources through their own systems. They may also identify resource needs within their own systems that aren't met and request them through the mutual aid system. Volunteer agencies with extensive involvement in emergency response should be represented in EOCs.

Some private agencies have established mutual aid arrangements to assist other private agencies within their functional area. For example, electric, gas, and telecommunications utilities have mutual aid agreements within their industries and have established procedures for coordinating with governmental EOCs. In some functional areas, a mix of special districts, municipal agencies, and private agencies jointly provide services.

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5 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The City's emergency management organization covers all phases of emergency management: mitigation, preparedness, response, and recovery.

These emergency management systems provide not only for on-scene incident management but also for coordinating response activities between the City and other jurisdictions (such as neighboring cities, the Alameda County OA EOC, and supporting agencies).

5.1 EMERGENCY ORGANIZATION

According to [Alameda Municipal Code Section 2-24.7](#), "All officers and employees, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations, and persons who may by agreement or operation of law, including persons impressed into service under the provisions of Section 2-24.6a.(6)(c) of this section, be charged with duties incident to the protection of life and property during such emergency, shall constitute the emergency organization of the City of Alameda."

5.2 ASSIGNMENT OF RESPONSIBILITIES

5.2.1 DES/EOC Director

The DES/EOC Director is supported by the Emergency Management Organization and has overall responsibility for:

- Organizing, staffing, and operating the EOC
- Operating communications and warning systems
- Providing information and guidance to the public
- Maintaining information on the status of resources, services, and operations
- Directing overall operations
- Obtaining support for the City and providing support to other jurisdictions as required
- Identifying and analyzing potential hazards and recommending appropriate countermeasures
- Collecting, evaluating, and disseminating damage assessment and other essential information
- Providing status and other reports to the Alameda County OA

5.2.2 Assistant Director of Emergency Services

The DES appoints the Assistant Director of Emergency Services (ADES). The ADES develops emergency plans and manages the City's emergency programs under the supervision of the director and with the assistance of the emergency service chiefs. The DES may assign other powers and duties to the ADES.

5.2.3 Disaster Council

The Disaster Council develops and recommends to the City Council for adoption emergency and mutual aid plans and agreements, and such ordinances, resolutions, rules, and regulations as are necessary to implement such plans and agreements.

5.2.4 Other City Departments

Other City departments and supporting agencies have emergency responsibilities, as shown in **Table 6 – Department EOC Roles by Section** (see page 39). These agencies and departments are also responsible for developing and maintaining relevant standard operating procedures.

5.3 RESPONSE LEVELS

The State of California and the Alameda County OA EOP identify three emergency response levels. The City also uses this system. These levels, shown in **Table 3**, are common to all annexes in this Plan. Activation triggers and response activities are outlined in **Direction, Control, and Coordination** (see page 35) and within the City of Alameda *Emergency Management Annex*.

TABLE 3. EMERGENCY RESPONSE LEVELS	
Alameda Alameda County State of California	
LEVEL 3	A minor to moderate incident in which local resources are adequate and available. A LOCAL EMERGENCY is usually not proclaimed.
LEVEL 2	A moderate-to-severe emergency in which local resources are not adequate and mutual aid may be required on a regional or even statewide basis. A LOCAL EMERGENCY may be proclaimed, and a STATE OF EMERGENCY might be proclaimed.
LEVEL 1	A major disaster in which resources in or near the impacted area are overwhelmed and extensive state and/or federal resources are required. A LOCAL EMERGENCY and a STATE OF EMERGENCY will be proclaimed, and the governor may request a PRESIDENTIAL DECLARATION OF EMERGENCY or MAJOR DISASTER.

5.4 RECOVERY OPERATIONS FRAMEWORK

The Recovery Phase officially begins simultaneously with the Response Phase, though recovery typically begins in earnest after the disaster passes its acute phase. It’s possible that one part of the City may begin recovery while another part is still grappling with the disaster.

Recovering from a disaster takes coordination among the city, county, state, and federal governments, nonprofit organizations, and the private sector. The City requests reimbursement for response costs from the state and federal governments while also seeking grants and loans to help finance cleanup and rebuilding.

If the disaster has caused widespread damage and disruption, we’ll engage with our community members and businesses to not just restore what was lost, but to seize the opportunity to rebuild stronger, smarter, and more resilient. Recovery is our chance to reimagine the future of our community—transforming adversity into a path toward something better than before.

Attachment D – Recovery Framework (see page 76) provides more detail on the City’s recovery concept of operations, organization, and planning.

5.5 CONTINUITY OF GOVERNMENT

A major disaster or national security emergency could result in the deaths or injuries of key government officials, as well as the partial or complete destruction of established seats of government and public records essential to the continued operation of government.

Government at all levels is responsible for providing continuity of effective leadership, authority, and adequate direction of emergency and recovery operations (preparedness, response, recovery, and mitigation). Under California's concept of mutual aid, local officials retain control of their jurisdiction's emergency operations, while other jurisdictions may provide additional resources upon request. A key aspect of this control is the ability to communicate official requests, situation reports, and emergency information during any disaster a community might face.

The City of Alameda *Continuity of Government Annex* was developed to enhance the City's government continuity. The plan defines the following seven critical elements of government continuity:

- Succession of Officers
- Seat of Government
- Emergency Powers and Authority
- Emergency Plans
- Primary and Alternate Emergency Operations Center(s)
- Preservation of Vital Records
- Protection of Critical Infrastructure

5.5.1 Preservation of Local Government

[CESA Article 15](#) and the Constitution of California provide authority for state and local governments to reconstitute themselves if incumbents are unable to serve.

CESA Article 15:

- Provides the authority, as well as the procedures to be employed, to effect the continued functioning of political subdivisions within the State of California.
- Permits the appointment of up to three standby officers for each member of the governing body, and up to three standby officers for the chief executive, if not a member of the governing body.
- Provides for the succession of officers who head departments responsible for maintaining law and order, or in furnishing public services relating to health and safety.
- Outlines procedures to assure the continued functioning of political subdivisions if the governing body, including standby officers, is unavailable to serve.
- Provides for the preservation of the city government during and after a peacetime or national security emergency.

5.5.2 Standby Officers

The first step in assuring the continuity of government is to ensure personnel who are authorized and prepared to carry out emergency actions for the government during a natural, technological, or national security disaster.

CESA Article 15, Government Code § 8638, authorizes governing bodies to designate and appoint three standby officers for each member of the governing body and for the chief executive, if the chief executive is not a member of the governing body. Standby officers may be community members or officers of a political subdivision other than that to which they are appointed. Standby officers take the same oath as regular officers and are designated Number 1, 2, or 3, as the case may be. **Table 4** shows the line of succession for the City's mayor.

TABLE 4. LINE OF SUCCESSION FOR CITY MAYOR	
Order of Succession	Title
Mayor	Mayor
First Alternate	Vice Mayor
Second Alternate	Remaining Council to select Mayor Pro Tempore as outlined in City Charter.

CESA Article 15, Government Code § 8644 establishes a method for reconstituting the governing body. It authorizes that, should all members—including all standbys—be unavailable, temporary officers shall be appointed as follows:

- By the chairman of the board of the county in which the political subdivision is located, or
- By the chairman of the board of any other county within 150 miles (nearest and most populated down to farthest and least populated), or
- By the mayor of any city within 150 miles (nearest and most populated down to farthest and least populated).

The City Council appoints a successor to the DES position. The succession occurs:

- Should the director be unavailable or unable to serve, the positions listed below, in the order listed, shall act as the DES.
 - First Alternate: Assistant City Manager
 - Second Alternate: Public Works Director
 - Third Alternate: Police Chief
 - Fourth Alternate: Fire Chief
- Should these positions be unavailable or unable to serve, the individuals who hold permanent appointments to the following positions in the City will automatically serve as acting director in the order shown. The individual serving as acting director shall have the authority and powers of the Director and will serve until the Director is again able to serve or until the City Council appoints a successor.

Notification of any successor changes shall be made through the established chain of command.

CESA Article 15, Government Code § 8637 authorizes political subdivisions to provide for the succession of officers (department heads) having duties related to law and order and/or health and safety per **Table 5 – Lines of Succession for Department Heads** (see page 31).

CESA Article 15, Government Code § 8642 authorizes local governing bodies to convene as soon as possible whenever a State of War Emergency, State of Emergency, or Local Emergency exists, and at a place not necessarily within the political subdivision.

CESA Article 15, Government Code § 8643 describes the duties of a governing body during emergencies as follows:

- Ascertain the damage to the jurisdiction and its personnel and property.
- Reconstitute itself and any subdivisions.
- Perform functions in preserving law and order and furnishing local services.

5.5.3 Seat of Government

CESA Article 15, Government Code § 8642 authorizes the City Council to meet at a place not necessarily within the City during a State of War Emergency, State of Emergency, or Local Emergency.

Government Code Section 54954 provides that if a fire, flood, earthquake, or other emergency makes it unsafe to meet in the place designated for holding regular City Council meetings, the presiding officer of the City Council or his or her designee can designate the place where regular meetings will be held for the duration of the emergency. The presiding officer’s designation of a meeting place under those circumstances must be:

- Made in a notice to the local media that have requested notice pursuant to Section 54956 of the Government Code, and
- By the most rapid means of communication available at the time. (Section 54954(e)).

5.5.4 Preservation of Vital Records

The preservation of vital records is of high importance to the City. The City has an established Records Management Program that is tasked to manage City records efficiently and economically by:

- Reducing the number of unnecessary records being stored
- Creating a City-wide Records Retention Program
- Setting up standards and procedures for storing records
- Administering salvage paper programs
- Maintaining historical records of the City

Preserving vital records is critical to the City’s recovery from a catastrophic event. In addition to the information retrieval requirements for each response, each response function includes a record-keeping component. Although the principal focus of vital records preservation is to support recovery through reimbursement for disaster-related costs, vital records also have a broader and arguably more important function: Records become vital because they help describe a reasonably complete compilation of damage, death, physical and mental trauma, and allocation of public and private resources, making it possible to learn from the disaster experience.

The City of Alameda’s vital records are maintained in several locations, as detailed in the City of Alameda *Continuity of Government Annex*.

5.5.5 City Department Director Line of Succession

TABLE 5. LINES OF SUCCESSION FOR DEPARTMENT HEADS		
Service or Department	Rank	Title or Position
Alameda Municipal Power	1	General Manager
	2	Assistant General Manager – Engineering & Operations
	3	Assistant General Manager – Administration
City Attorney	1	City Attorney
	2	Chief Assistant City Attorney
	3	Risk Manager

TABLE 5. LINES OF SUCCESSION FOR DEPARTMENT HEADS

Service or Department	Rank	Title or Position
City Clerk	1	City Clerk
	2	Assistant City Clerk
	3	Deputy City Clerk
City Manager (Director of Emergency Services)	1	City Manager
	2	Assistant City Manager
	3	N/A
Economic Development	1	Director of Economic Development
	2	Base Reuse Manager – Development
	3	Economic Development Division
Finance	1	Director of Finance
	2	Controller
	3	Budget Manager
Fire	1	Fire Chief
	2	Deputy Chief - Operations
	3	Deputy Chief – Fire Marshal
Housing Programs & Services	1	Housing and Human Services Manager
	2	Program Manager - Housing
	3	Program Manager – Social Services
Human Resources	1	Director of Human Resources
	2	Senior Human Resources Analyst
	3	Human Resources Analyst II
Information Technology	1	Director of Information Technology
	2	Information Technology Manager
	3	Information Technology Systems Analyst
Library	1	Library Director
	2	Library Services Manager #1
	3	Library Services Manager #2
Planning, Building, and Transportation	1	Director of Planning, Building, and Transportation
	2	Building Official
	3	Planning Services Manager
Police	1	Police Chief
	2	Police Captain - Patrol
	3	Police Captain – Bureau of Support Services
Public Information Office	1	Communications Director and Legislative Affairs Officer
	2	Alameda Police Department PIO
	3	Alameda Municipal Power PIO

TABLE 5. LINES OF SUCCESSION FOR DEPARTMENT HEADS

Service or Department	Rank	Title or Position
Public Works	1	Director of Public Works
	2	Deputy Director of Public Works
	3	Public Works Coordinator
Recreation and Parks	1	Director of Recreation and Parks
	2	Assistant Director of Recreation and Parks
	3	Recreation Manager

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6 DIRECTION, CONTROL, AND COORDINATION

All incidents should be managed at the lowest possible level. The City Council, the City Manager (as the designated DES), and this Plan provide the structure (based on SEMS and NIMS) for implementing City-level policy and operational coordination for emergency response. The City can partially or fully implement this structure in response to a potential or actual threat or in anticipation of a significant event. Selective implementation enables a scaled response, the delivery of needed resources, and an appropriate level of coordination.

6.1 ON-SCENE COMMAND AND MANAGEMENT

The on-scene IC has overall authority and responsibility for all response activities at the incident site, including developing strategies and tactics and ordering and releasing resources.

A unified command may lead the response when multiple command authorities are involved. Unified command includes officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance, or agreement. The unified command provides direct, on-scene control of tactical operations.

At the tactical level, on-scene incident command and management occur at an Incident Command Post (ICP), which typically includes representatives from local and mutual aid agencies.

6.2 EMERGENCY OPERATIONS CENTER (EOC)

The Alameda Emergency Operations Center (City EOC) is the location from which centralized management of an emergency response and recovery is conducted and is organized according to SEMS and the ICS structure. The use of an EOC is a standard practice in emergency management. The City EOC serves as the central point for information gathering, processing, and dissemination; coordination of City emergency operations; and coordination with other agencies and the Alameda OA EOC.

The EOC does not directly manage or command incidents. Field-level emergency responders, such as law enforcement, fire and rescue, and public works departments, are managed by on-scene IC(s). Information is disseminated through the EOC Director, and tactical decisions are coordinated by field response personnel.

The EOC may serve as a multi-agency coordination center from which local governments can provide interagency coordination and executive decision-making in support of incident response and recovery operations. The decisions made through the EOC are designed to be broad in scope and offer general guidance on priorities.

6.2.1 EOC Activation and Deactivation

The EOC may be partially or fully activated by the Director, depending on the situation. Key decision-making personnel operate from the EOC during the emergency response to develop a common operating picture that provides a basis for establishing policy and priorities. The EOC is equipped with a variety of systems and tools that support data collection and sharing, resource allocation, and other critical functions.

The following individuals and their designees have the authority to activate the City EOC:

- City Manager
- Assistant City Manager
- Chief of Police
- Police Captains
- Fire Chief

- Deputy Chief of Operations (Fire)
- Division Chief of Suppression (Fire)
- Public Works Director
- Emergency Management Division Captain

The primary method of activation will be through the use of the VEOCI emergency management software system. Through this method, the City's Emergency Manager, EOC section chiefs/department heads, and PIOs will be immediately notified to initiate EOC setup. Each department will be required to notify its staff of the emergency or disaster, the immediate situation, and the recall or reporting of EOC staff for an activation.

Upon notification, departments are responsible for contacting all appropriate support personnel within their oversight and directing them to their assignment, whether in the EOC, at the field level, or to maintain City operations. Each City department shall develop and maintain a current duty staff roster to be used to recall staff during off-time emergencies. It is the responsibility of the individual department heads to determine who from their department is best suited to fill the positions in the EOC for which their department is responsible.

EOC Activation

The EOC may be activated as a result of one of the following conditions:

- On the order of the City Council, based upon recommendation from the City's DES, if the Council is in session; or the DES shall issue the proclamation if the Council is not in session, subject to ratification by the Council within seven days thereafter (City of Alameda Municipal Code, Chapter 2-24.6 Director and Assistant DES; Powers and Duties).
- When an actual or threatened existence of conditions of disaster or of extreme peril to the safety of persons and property arises in the City, as defined by [CESA Article 2, Government Code § 8558](#).
- When the Governor proclaims a State of Emergency for an area that includes the City.
- Automatically on the proclamation of a State of War Emergency as defined in California Emergency Services Act (Government Code §§ 8550, et seq.).
- A Presidential Declaration of a National Emergency.
- Automatically on receipt of an attack warning or the observation of a nuclear detonation.

6.2.2 EOC Purpose and Functions

The EOC provides a central location for authority and information and enables face-to-face coordination among personnel who must make emergency decisions. The City's EOC performs the following functions.

- Manage and coordinate disaster/emergency operations.
- Receive and disseminate warning information.
- Develop emergency policies and procedures.
- Collect intelligence from, and disseminate information to, the various EOC representatives, and, as appropriate, to county and state agencies, military, and federal agencies.
- Prepare intelligence/information summaries, situation reports, operational reports, and other reports as required.
- Maintain general and specific maps, information display boards, and other data pertaining to disaster/emergency operations.

- Continue analyzing and evaluating all data pertaining to disaster/emergency operations.
- Control and coordinate, within established policy, the operational and logistical support of departmental resources committed to the disaster/emergency.
- Maintain contact and coordination with field units, support DOCs, other local government EOCs, and the Alameda County Operational Area.
- Provide emergency information and instructions to the public, make official releases to the news media, and schedule media conferences as necessary.

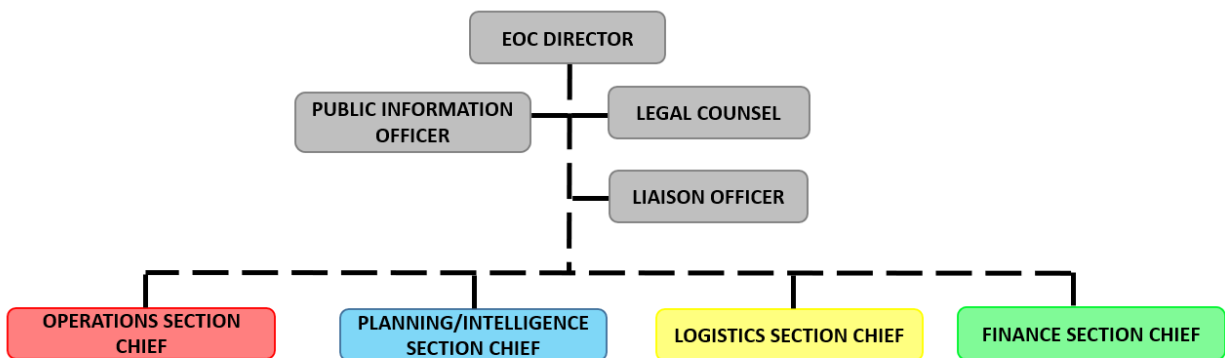
The EOC activates and staffs to the level necessary for the response to accomplish these functions.

The EOC organization should include representatives from special districts, volunteer agencies, and private agencies with significant response roles, as appropriate.

6.2.3 EOC Organization

The City of Alameda’s EOC operates under NIMS and SEMS based on the Incident Command System. The City has identified roles and responsibilities for each EOC function and assigned specific City departments to lead or support its coordination. Using this model, each EOC section, branch, and unit within the EOC will be headed by a single City department acting as the coordinating department and supported by any number of other City departments. **Table 6 – Department EOC Roles by Section** (see page 39) shows the departmental EOC assignments. **Figure 1** shows a basic ICS organizational structure.

Figure 1. Emergency Response Levels



The City EOC consists of five sections, each responsible for carrying out different aspects of the response.

Note: The City of Alameda *Emergency Management Annex* shows activation levels, the City of Alameda EOC organizational structure, and additional information regarding EOC operations.

Management Section

- Exercises overall management of the emergency.
- Provides policy and guidance for the emergency response.
- Coordinates the overall prioritization, decision-making, coordination, tasking, and conflict resolution for the response and early recovery effort.

- Reports to the City Council.

Planning Section

- Prepares the EOC Action Plan.
- Collects, analyzes, and displays incident-related information to provide the overall common operating picture.
- Sets the “operational tempo” of the EOC by scheduling and moderating all EOC briefings to facilitate EOC staff members’ awareness of the current response effort and objectives.
- Maintains resource status.
- Maintains situation status.

Operations Section

- Coordinates all incident-related tactical operations as directed by the Management Staff and in accordance with incident objectives.
- Coordinates priority missions with branch directors and monitors whether resource deployment aligns with City objectives.
- Receives and disseminates requests from field-based units and incidents to appropriate EOC staff to facilitate incident response.

Logistics Section

The Logistics Section procures equipment, supplies, personnel, transportation, food, facilities, and communications services (including information technology, phones, radios, and other devices) needed to support the response.

Finance & Administration Section

The Finance & Administration Section maintains all financial records and tracks all incident-associated costs, including personnel time, equipment use, and claims.

6.2.4 EOC Maintenance

The Emergency Management Division Captain, Fire Department, or designee is responsible for maintaining the EOC in a state of full readiness for activation. EOC supplies must be maintained in preparation for an EOC activation.

TABLE 6. DEPARTMENT EOC ROLES BY SECTION					
Department	EOC Function				
	Management	Operations	Planning	Logistics	Finance & Admin
City Manager	X				X
City Attorney	X				
City Clerk			X		
Alameda Municipal Power		X	X	X	
Animal Shelter (FAAS)		X			
Economic Development			X		
Finance					X
Fire	X	X			
Housing Programs & Services		X			
Human Resources				X	
Information Technology				X	
Library			X		
Planning, Building, & Transportation		X	X		
Police	X	X			
Public Works	X	X		X	
Recreation & Parks		X		X	

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7 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

7.1 INFORMATION COLLECTION

The EOC serves as the hub for collecting, analyzing, and disseminating information about an incident or event.

Effective emergency management relies on establishing a common operating picture and maintaining situational awareness. Information may come from any number of sources, such as:

- Incident Command Posts
- Field responders
- Field observers
- Alameda Police Department Communications Center calls
- Interagency coordination meetings/calls
- Law enforcement monitoring networks (such as NCRIC)
- Institutional news media reports
- Social media

The EOC Planning Section's Situation Status Unit is responsible for seeking out and compiling this information throughout the term of the disaster.

7.2 INFORMATION ANALYSIS AND DISSEMINATION

The Planning Section is responsible for vetting and analyzing incoming information to produce intelligence. Actionable intelligence supports decision-making to achieve established operational priorities. The EOC Management Staff and Operations Section will inform the Planning Section of their priority information requirements. The Planning Section will help them determine the essential elements of information needed to make timely decisions and prioritize key tasks and information requests.

Processed intelligence can be disseminated in various ways, including briefings, maps, reports, fact sheets, infographics, charts, and graphs. The output format depends on the nature of the intelligence, consumer needs, and available time and resources.

Periodic EOC briefings update the response organization on the incident's status. These briefings take place at the discretion of the EOC Director or as mandated by the action planning process. Briefings should occur at least once per shift, or whenever conditions change materially (such as an aftershock or secondary explosion). The briefing schedule can and will be adjusted to suit the situation.

The EOC will share necessary information with other levels of government, other agencies and departments outside the City, and the private sector, as appropriate. This practice enhances public safety, economic integrity, and effective resource management for response and recovery.

7.3 PUBLIC INFORMATION

The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services, and knowledge of what individuals and groups should do to increase their chances of survival and recovery.

Before any emergency, public awareness is crucial to successful public information efforts during and after the emergency. Pre-disaster awareness programs must be viewed as equally important as other emergency preparations and receive adequate planning. These programs must be coordinated among local, state, and federal officials to enhance their contribution to emergency preparedness and response operations.

7.3.1 Community Outreach

Throughout the year, the departments with emergency responsibilities are involved in a wide range of community outreach activities, including presentations, neighborhood meetings, community events, and fairs.

Effective community outreach creates opportunities to inform community members and business owners of the City's emergency procedures and to provide personal preparedness information, plans, and techniques.

The City's website link is <https://www.alamedaca.gov/>. During a major emergency, a webpage on the City's website will provide City community members and outside agencies with real-time access to information on disasters and emergencies in or around Alameda. Real-time information will also be provided via the City's social media outlets when appropriate.

7.4 ALERT AND WARNING

Alert and warning is the process of alerting governmental forces and warning the general public to the threat of imminent, extraordinary danger. Success in saving lives and property depends upon the timely dissemination of warning and emergency information to people in threatened areas. Local government is responsible for warning the population within its jurisdiction. Depending on the nature of the threat and the population at risk, warnings can originate at any level of government. Often, the use of various warning systems and devices originates or is disseminated from a central location staffed 24 hours a day, typically the communications center.

Detailed information about the City of Alameda's alert and warning systems is described in the City of Alameda *Emergency Public Information Annex*.

7.5 EMERGENCY COMMUNICATIONS

The EOC communicates with the rest of the City and the other agencies/organizations through several channels, including telephones, cellular telephones, city radios, internet, satellite internet, and amateur radio. Communication facilities will be continuously staffed during emergencies, either by volunteers or City staff. The EOC Logistics Section is responsible for communications.

8 ADMINISTRATION, FINANCE, AND LOGISTICS

8.1 FINANCIAL MANAGEMENT

State and local entities don't normally integrate emergency expenditures into their budgeting process. However, events periodically occur that require substantial unanticipated obligations and expenditures.

The EOC Finance & Administration Section manages all financial, administrative, and cost analysis aspects of an emergency. This work may start in the EOC, but in later stages of the emergency, this function may be accomplished at alternate locations or concurrently within the bounds of normal operating procedures.

Several state and federal programs may reimburse state agencies, local jurisdictions, and some non-governmental organizations for their disaster-related expenditures. The state and federal governments may authorize reimbursement of approved costs for emergency protective measures and for work performed in the restoration of certain public facilities after a presidential declaration of major disaster.

The EOC Finance & Administration Section documents:

- Expenditures
- Cost accounting
- Purchase authorizations
- Timekeeping records (force account labor)
- Equipment use (force account equipment)
- Assisting with leases and contracts
- Injury and property damage claims (accomplished in conjunction with Risk Management)
- Cost recovery/reimbursement process

The Finance & Administration Section works closely with the Logistics Section to execute proper documentation of human, equipment, and other resources, as well as procurement processes.

State and federal government authorities may conduct audits of local jurisdiction emergency expenditures. Projects funded by federal disaster assistance are audited to determine the eligibility of the costs claimed by the applicant. The City recognizes that proper documentation in accordance with established codes and regulations is essential for state or federal reimbursement.

8.2 LOGISTICS

Logistics means locating, procuring, coordinating, and tracking resources. In this Plan's context, logistics primarily addresses protocols, processes, and systems for requesting, using, tracking, and reporting the status of resources that fall outside the pre-existing, discipline-specific mutual aid agreements (such as law enforcement, public works, fire, and coroner).

For the purposes of this Plan and its annexes, resource means "personnel, equipment, facilities, services, or supplies needed to achieve an identified task."

The EOC Logistics Section is responsible for coordinating and managing citywide resources during an event. The section's main functions include, but aren't limited to:

- Tracking and processing resource requests
- Inventory of resources

- Requesting, ordering, mobilizing, or acquiring resources
- Donations and volunteer management
- Certification and credentialing
- Resource recovery and demobilization

The Logistics Section works closely with the Finance & Administration Section to complete proper documentation and to maximize cost recovery.

8.3 STAFF AUGMENTATION/DISASTER SERVICE WORKERS

[California Government Code §3100-3101](#) designates all paid (full- and part-time) public employees as Disaster Service Workers (DSWs). The term “public employees” includes all persons employed by the state, or any county, city, or special district. Furthermore, [Alameda Municipal Code, Chapter 2, §2-24.6](#), states that every employee and officer of the City is liable to act as a Disaster Service Worker and (in §2-24.7) is part of the City’s emergency organization.

Some City departments (such as Police, Fire, Alameda Municipal Power (AMP), and Public Works) have specific disaster response duties that employees are trained to fulfill. City employees who don’t have a specific disaster assignment or emergency-related training may be assigned to perform general duties under the DSW Program.

In an emergency, supervisors may release non-essential City employees (those not required for the continuity of operations) from their day-to-day duties, so they’re available to assist any agency or organization in carrying out its emergency response duties. Gaining agencies and organizations will assign DSWs to duties within the scope of their training, skills, and abilities.

If necessary, the City or county can quickly register volunteers as DSW Volunteers (DSWVs). DSWVs are eligible for Workers' Compensation and liability coverage.

8.4 AFTER-ACTION REVIEW AND REPORTING

SEMS regulations require jurisdictions to complete an After-Action Report (AAR) within 120 days of each emergency proclamation. The SEMS regulations under Title IX, Division 2, Chapter 1, Section 2450(a), require any federal, state, or local jurisdiction proclaiming or responding to a Local Emergency for which the Governor has declared a state of emergency or state of war emergency shall complete and transmit an AAR to Cal OES within 90 days of the close of the emergency period.

The AAR documents the City’s response activities and identifies areas of concern and success.

The AAR is a composite of documents submitted by all functions and provides a broad perspective of the incident. It references more detailed documents and addresses all areas specified in the regulations. It includes information gathered from all documents generated during the response phase and interviews with emergency responders. It will coordinate with, but not encompass, hazard mitigation. Hazard mitigation efforts, however, may be included in the AAR’s “Recovery Actions to Date” section.

At a minimum, the AAR must provide:

- Response actions taken
- Applications of SEMS/NIMS
- Suggested modifications to SEMS/NIMS
- Necessary mediation to plans and procedures
- Identified training needs
- Recovery activities to date

The EOC Planning Section develops the AAR. The Emergency Management Division is responsible for preparing the After-Action Report with input from involved City departments. Within 90 days, the Emergency Management Division (or the ADES) will send the AAR to the Cal OES Coastal Region, with an information copy to the Alameda County OA.

On completion of the AAR, corrective actions must be identified to make recommendations for correcting problems noted in the response/recovery effort, or during exercises and training. Depending on the level of the AAR, corrective actions may range from recommendations to improve individual agency plans and procedures to systemwide improvements. Priority corrective actions are assigned to relevant stakeholders and tracked to determine whether the identified problem has been addressed.

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9 PLAN DEVELOPMENT, MAINTENANCE, AND TRAINING

The City of Alameda EOP is developed under the authority conveyed to the City of Alameda Disaster Council in accordance with CESA Article 10, Government Code § 8610. The Alameda Municipal Code, Chapter II, Article II, Section 2-24 also directs the development of the City’s emergency plan, providing for “the effective mobilization of all of the resources of this jurisdiction, both public and private, to meet any condition constituting a local emergency, state of emergency, or state of war emergency; and shall provide for the organization, powers and duties, services, and staff of the emergency organization.”

9.1 PLAN UPDATES

The Plan will be reviewed after every implementation, including real events and exercises. Departmental revisions should be submitted to the Alameda Fire Department Emergency Management Division (EMD), which will manage EOP revisions and document them in the revisions record table. Revisions to the Plan will be kept electronically in a single location. Departments and agencies shown on the Plan distribution list will be advised of any updates to the Plan. Current hard copies of the Plan will be available at the EOC. This EOP Basic Plan is subject to various review and approval processes, whereas the appendices and various annexes are not. Major changes to the EOP Basic Plan will be submitted to the City Manager for approval or recommendation for City Council review.

The EMD will also review documents that provide the legal basis for emergency planning to verify compliance with SEMS/NIMS requirements and to modify them as necessary.

9.2 EOC RESPONDER TRAINING

By law, all City employees are Disaster Service Workers (DSWs). As such, City employees will receive basic orientation to DSW expectations and yearly refresher training on their responsibilities.

All employees with responsibilities in emergency response or assigned to the EOC are trained on the EOP and its annexes. The appropriate SEMS/NIMS/ICS training is provided to all public safety, EOC, and first responder personnel. According to NIMS, individuals must maintain proper documentation verifying that they have the certification required to fill a specific role. These documents show that all personnel possess a minimum common level of training, experience, and capability for the positions they are to fill. Each department is responsible for scheduling and documenting ongoing emergency management training for its employees designated as emergency roles. Department management or supervisors will submit training documentation directly to the City of Alameda Disaster Preparedness Coordinator. Their department will maintain all other DSW training documentation. The training requirements for City of Alameda emergency management roles are shown in **Table 6**.

TABLE 7. RECOMMENDED EMERGENCY MANAGEMENT TRAINING

	SEMS Intro G606	ICS 100	ICS 200	ICS 300	ICS 400	ICS 402	IS 700 Series	NRF IS 800	EOC G611
Full-time DSW employees	X	X					X		
EOC branch, division, group, or unit supervisors	X	X	X	X			X	X	X
Command/Management or General Staff at the EOC, IC, or Area Command	X	X	X	X	X		X	X	X
Executives, administrators, and policy makers within agencies supporting a SEMS organization	X					X	X	X	

9.3 EXERCISES

The City’s emergency exercises follow the guiding principles of the Homeland Security Exercise and Evaluation Program (HSEEP). HSEEP provides a common method for managing the exercise program, designing and developing the exercises, performing and evaluating the exercises, and conducting improvement planning. Exercises are a key component of preparedness, providing an opportunity to assess and validate capabilities and address areas for improvement. Exercises play a vital role in national preparedness by enabling whole-community stakeholders to test and validate plans and capabilities, and to identify capability gaps and areas for improvement. A well-designed exercise provides a low-risk environment to test capabilities, familiarize personnel with roles and responsibilities, and foster meaningful interaction and communication across organizations.

9.3.1 Discussion-Based Exercises

All City employees with emergency management response assignments should participate annually in one discussion-based exercise. Discussion-based exercises include seminars, workshops, tabletop exercises, and games. These types of exercises can be used to familiarize participants with existing plans, policies, agreements, and procedures, or to develop new ones. Exercises should be conducted at the EOC site, and the scenario topics should vary to address different incidents and conditions.

9.3.2 Operations-Based Exercises

Operations-based exercises include drills, functional exercises, and full-scale exercises. These exercises can be used to validate plans, policies, agreements, and procedures; clarify roles and responsibilities; and identify resource gaps. Operations-based exercises are characterized by observance of actual reactions to an exercise scenario, such as initiating communications or mobilizing personnel and resources.

The City should conduct at least one operations-based exercise semi-annually that simulates an actual incident or disaster. This serves to practice policies, procedures, and decision-making skills. The exercise can be for the City

alone or in conjunction with other jurisdictions. This is the most effective method of training staff. Shortly after the functional exercise, a lessons-learned workshop should be held with all participants.

9.3.3 After-Action Reporting

Exercise evaluation assesses the ability to meet exercise objectives and capabilities by documenting strengths, areas for improvement, core capability performance, and corrective actions in an internal After-Action Report/Improvement Plan. This AAR will present to City management an overview of the exercise, the observed strengths and challenges for people and systems, and areas for improvement. Through improvement planning, organizations take the corrective actions needed to improve plans, build and sustain capabilities, and maintain readiness.

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10 ANNEXES

While the Basic Plan covers general emergency policy and doctrine, many functions require more specific guidance. Also, various types of emergencies require more detailed guidelines and policy discussions. The City of Alameda’s EOP annexes fill these needs.

Typically, there are three kinds of annexes:

- 1) **Functional annexes (Table 8)** discuss certain functions or operations that cut across most or all emergencies, such as emergency management and public information.
- 2) **Hazard-specific annexes (Table 9)** address the unique characteristics of certain types of emergencies and how the City may need to modify the general policies and doctrines in the Basic Plan in those circumstances.
- 3) **Site-specific annexes** provide emergency coordination details for properties within the City's bounds that, if impacted, could have major ramifications for the City and require additional coordination with external groups.

All existing EOP annexes are available on the City’s network. Due to the sensitivity of the information contained in the annexes, the City withholds them from public view in accordance with **Disclosure Exemptions** (see page 2).

TABLE 8. FUNCTIONAL ANNEXES

Annex Title	Last Update	Description
Emergency Management		This Annex describes how the City manages emergencies. It provides a basis for centralized control, coordination, and direction of emergency operations.
Emergency Public Information		This Annex provides guidance on the conduct and coordination of public information activities, as well as the processes needed to provide alerts and warnings to the population impacted by or at risk from an emergency.
Mass Care & Shelter		This Annex describes care and shelter operations within the City of Alameda, defining the collective and individual responsibilities of City and non-governmental agencies responding to or supporting mass care and shelter operations. The annex provides guidance on mass care and sheltering operations for the DAFN population.
Debris Management		This annex will describe how the City will accomplish debris removal and management following a disaster or emergency.
Evacuation and Mass Movement		This annex outlines strategies, procedures, recommendations, and organizational structures for implementing a coordinated citywide evacuation effort.
Family Assistance Center		This annex details how a Family Assistance Center (FAC) will be established and operated after a disaster. These centers provide a secure, centralized location for families to receive information, emotional support, and a variety of services like mental health care, spiritual care, and assistance with logistics for missing or deceased individuals.
Public Health		This annex outlines specific roles, responsibilities, and procedures for responding to public health emergencies like outbreaks, epidemics, and other health-related disasters.

TABLE 9. HAZARD- OR THREAT-SPECIFIC ANNEXES

Annex Title	Last Update	Description
Earthquake		This annex provides procedures, goals, and actions for preparing for, responding to, and recovering from an earthquake. This annex outlines specific roles and responsibilities for agencies and personnel to minimize loss of life and property following an earthquake.
Fire		This annex details specific guidelines, procedures, and best practices for fire prevention, mitigation, response, and short-term recovery.
Tsunami		This annex details planning and procedures for a tsunami. It provides unique details for tsunami response, such as identifying risk zones, outlining evacuation routes, and setting activation criteria for public warning systems.
Water System Failure		This annex outlines the specific strategies, resources, and procedures for a coordinated response to interruptions or losses of water services.
Weather-Related		This annex outlines procedures for responding to severe weather events, including severe winds, severe storms, and extreme heat and cold. It details unique actions for monitoring, warning, response, and recovery.

11 AUTHORITIES AND REFERENCES

The following references provide authorities for conducting or supporting emergency operations.

11.1 CITY OF ALAMEDA

- City of Alameda Resolution No. 15515 adopting the 2019 City of Alameda Emergency Operations Plan, Basic Plan, on April 2, 2019.
- City of Alameda, California Municipal Code, Chapter II, Article II, Section 2-24: City of Alameda Disaster Council.
- City of Alameda Climate Adaptation and Hazard Mitigation Plan, 2022.

11.2 COUNTY OF ALAMEDA

- County of Alameda Administrative Code, Title 2, Chapter 2.118, “Civil Defense,” June 30, 2002
- County of Alameda Resolution No. R-87-465, “Adopt Multihazard Functional Plan,” June 2, 1987
- County of Alameda Resolution No. 58748, “Adopting the California Master Mutual Aid Agreement,” November 28, 1950
- County of Alameda, “Agreement for Participation in Alameda County Operational Area Emergency Management Organization,” January 24, 1995

11.3 STATE OF CALIFORNIA, OFFICE OF EMERGENCY SERVICES

- [California Emergency Services Act](#) (California Government Code, Title 2, Division 1, Chapter 7)
- [California State Emergency Plan](#) (2024) and sub-plans/annexes
- [Operational Areas](#) (California Government Code, Title 2, Chapter 7, Article 9, Section 8605)
- [California Disaster and Civil Defense Master Mutual Aid Agreement](#) (November 1950)
- [California Emergency Management Mutual Aid Plan](#) (March 2022)
- [California Law Enforcement Mutual Aid Plan](#) (July 2019)
- [California Fire Service and Rescue Emergency Mutual Aid Plan](#) (February 2023)
- [Standardized Emergency Management System Guidelines](#) (September 2006)
- [California Disaster Assistance Act](#) (California Government Code, Title 2, Division 1, Chapter 7.5)
- California Office of Emergency Services, [Emergency Proclamations Guide Quick Reference Guide for Local Government](#) (October 2022)
- [California Public Records Act](#) (California Government Code, Title 1, Division 10)
- Continuity of Government in California ([Article IV, Section 21 of the State Constitution](#))
- Preservation of Local Government ([CESA Article 15](#))

- Temporary Seat of State Government ([Section 450, Title 1, Division 3, Chapter 1 of the California Government Code](#))
- Temporary County Seats ([Section 23600, Title 3, Division 1, Chapter 4, Article 1 of the Government Code](#))
- Member of the Legislature ([Section 9004, Title 2, Division 2, Part 1, Chapter 1.5, Article 1 of the Government Code](#))
- Legislative Session after War or Enemy-Caused Disaster ([Sections 9035-9038, Title 2, Division 2, Part 1, Chapter 1.5, Article 2.5 of the Government Code](#))
- Succession to the Office of Governor ([Article V, Section 10 of the State Constitution](#))
- Succession to the Office of Governor ([Sections 12058-12063, Title 2, Division 3, Part 2, Chapter 1, Articles 5.5 and 6 of the Government Code](#))
- Succession to Constitutional Offices ([Sections 12700-12704, Title 2, Division 3, Part 2, Chapter 7 of the Government Code](#))
- Preservation of State Records ([Sections 14745-14750, Title 2, Division 3, Part 5.5, Chapter 5, Articles 1 and 2 of the Government Code](#))

11.4 FEDERAL

- Developing and Maintaining Emergency Operations Plans, [Comprehensive Preparedness Guide \(CPG\) 101, Version 2.0](#) (November 2010)
- Federal Emergency Management Agency, [Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelter](#) (November 2010)
- Federal Emergency Management Agency, [A Whole Community Approach to Emergency Management: Principles, Themes and Pathways for Action](#) (December 2011)
- [Americans with Disabilities Act](#) (1990)
- [ADA Amendments Act](#) (P.L. 110-325, 2008), and those associated with them
- [Rehabilitation Act](#) (P.L. 93-112, 1973), Sections 501, 503, 504, and 508
- [Older Americans Act](#) (P.L. 89-73, 1965), Title III
- [Emergency Management Assistance Compact](#) (EMAC) (2005)
- [Executive Order 13407, Public Alert and Warning System](#) (June 2006)
- Presidential Memorandum “Emergency Alert System Statement of Requirements” (September 15, 1995)
- [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 2003)
- [Homeland Security Presidential Directive 8](#), National Preparedness (December 2003)
- [Code of Federal Regulations, Title 44, Chapter 1](#), Federal Emergency Management Agency (October 2007)
- [Post-Katrina Emergency Management Reform Act of 2006](#), 6 U.S.C. 701
- [National Response Framework](#) (October 2019)

- [National Incident Management System](#) (NIMS) (October 2017)
- [Presidential Decision Directive \(PDD\) 39](#) (U.S. Policy on Counterterrorism) and [PDD 62](#) (Protection Against Unconventional Threats to the Homeland and Americans Overseas)

All authorities and references listed apply to the Basic Plan and all corresponding annexes. Many County of Alameda, state, and federal references are available electronically via links embedded in the references above. Agreements with voluntary organizations and other governmental and private organizations are also on file, as appropriate.

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ATTACHMENT A – ACRONYMS AND GLOSSARY OF TERMS

A.1. ACRONYMS

AAR	After-Action Report
ADA	Americans with Disabilities Act
ADES	Assistant Director of Emergency Services
Cal OES	California Office of Emergency Services
CAR	Corrective Action Report
CDAAC	California Disaster Assistance Act
CESA	California Emergency Services Act
DES	Director of Emergency Services
DMAC	Disaster Management Area Coordinator
DSW	Disaster Service Worker
DSWV	Disaster Service Worker Volunteer
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center

EOP	Emergency Operations Plan
ESC	Emergency Services Coordinator
FEMA	Federal Emergency Management Agency
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
MACS	Multi-Agency Coordination System
NGO	Non-Governmental Organization
NIMS	National Incident Management System
OA	Operational Area
PIO	Public Information Officer
SEMS	Standardized Emergency Management System

A.2. GLOSSARY OF TERMS

This list contains definitions of terms used in this Plan and commonly used in Emergency Management.

Activation: (1) The notification and recall of jurisdiction staff to respond to an emergency. (2) Bringing a facility or resource into operation.

After-Action Report (AAR): A post-incident report covering response actions, application of SEMS, modifications to plans and procedures, training needs, and recovery activities. AARs are required under SEMS after any event that requires a governor’s emergency proclamation. Reports are required within 90 days of the emergency’s end.

Agency: An agency is an organization or business established to provide a particular service, typically one that involves organizing transactions between two other parties. Agencies may be public (governmental) or private. In ICS, agencies are defined as *jurisdictional* (having statutory responsibility for incident mitigation) or *assisting and/or cooperating* (providing resources and/or assistance). (See *Assisting Agency*, *Cooperating Agency*, and *Multi-agency*.)

Agency Representative: An individual assigned to an incident or EOC by an assisting or cooperating agency. The agency rep has been delegated authority to make decisions regarding that agency's participation at the incident or EOC. They report to the Liaison Officer at the SEMS Field and EOC levels.

Area Command: An organization established to: 1) oversee the management of multiple incidents that are each assigned to an Incident Command System organization; or, 2) oversee the management of a very large incident that has multiple Incident Management Teams assigned to it. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, manage incidents properly, and monitor whether objectives are met and strategies followed.

Branch: The organizational level at the SEMS Field and EOC levels having functional or geographic responsibility for major parts of incident operations. A branch falls organizationally between the section and the division/group in the Operations Section, and between the section and the unit in the Logistics Section. Branches are identified by Roman numerals or by functional name (e.g., medical, security, etc.).

Branch Director: The ICS title for individuals responsible for supervision of a branch at the Field Level. At the SEMS EOC level, the preferred title is Branch Coordinator.

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

Command Post: (See Incident Command Post)

Command Staff: The Command Staff at the SEMS Field level consists of the Information Officer, Safety Officer, Legal Officer, and Liaison Officer. They report directly to the Incident Commander. They may have assistants, as needed. The SEMS EOC level may also include these functions. At the EOC, they report to the EOC Director but may be designated as coordinators. At EOCs, the functions may also be established as sections or branches to accommodate subsequent expansion.

Compacts: Formal working agreements among agencies to obtain mutual aid.

Continuity of Operations Planning: Documents how an organization can sustain vital operations, including administrative and business components, immediately following a crisis or disaster situation.

Cooperating Agency: An agency supplying assistance other than direct tactical or support functions or resources to an incident response (e.g., American Red Cross, telephone company, etc.).

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

Deputy: A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy may serve as relief for a superior and must therefore be fully qualified for the position. Deputies may exist at all SEMS EOC levels.

Director of Emergency Services / Director of Emergency Management: The individual within each political subdivision who has overall responsibility for jurisdiction emergency management. For cities and counties, local ordinances commonly assign this responsibility.

Division: Divisions divide an incident into geographical areas of operations. Divisions are identified by alphabetic characters for horizontal applications and, often, by numbers when used in buildings. Divisions may fall organizationally between branches and units at SEMS EOC levels.

Division or Group Supervisor: The position title for individuals responsible for command of a Division or Group at an Incident. At the EOC level, the title is Division Coordinator.

Emergency: The actual or threatened existence of conditions of disaster or of extreme peril to the safety of persons and property within this city caused by conditions such as air pollution, fire, flood, storm, epidemic, riot, drought, cyberterrorism, sudden and severe energy shortage, deenergization event, plant or animal infestation or disease, the Governor’s warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, other than conditions resulting from a labor controversy, that are or are likely to be beyond the control of the services, personnel, equipment, and facilities of the city and require the combined forces of other political subdivisions to combat; or with respect to regulated energy utilities, a sudden and severe energy shortage or deenergization event that requires extraordinary measures beyond the authority vested in the California Public Utilities Commission.

Emergency Operations Center (EOC): A location in which an organization may perform centralized emergency management. Agencies and jurisdictions establish EOC facilities to coordinate the overall agency or jurisdictional response and support to an emergency.

Emergency Operations Plan (EOP): The plan that each jurisdiction has and maintains for responding to appropriate hazards.

EOC Action Plan: The plan developed at the SEMS EOC level that contains objectives, planned actions, assignments, and supporting information for the next operational period.

Finance Section: One of the five primary functions found at all SEMS levels. It’s responsible for all costs and financial considerations. At the SEMS EOC level, the Section can include the Time Unit, Procurement Unit, Compensation/Claims Unit, and Cost Unit.

Function: In ICS, *function* refers to the five major activities in the ICS, i.e., Command, Operations, Planning, Logistics, and Finance. The same five functions are also found at all SEMS EOC levels. At the EOC, the term “Management” replaces “Command.” *Function* also describes the activity involved, e.g., "the planning function."

General Staff: The group of management personnel reporting to the Incident Commander or to the EOC Director. They may each have a deputy, as needed. At the SEMS Field level, the General Staff consists of:

- Operations Section Chief
- Planning/Intelligence Section Chief
- Logistics Section Chief
- Finance Section Chief

At some SEMS EOC levels, the positions are titled Section Coordinators.

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

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

Incident Action Plan (IAP): The plan developed at the field response level that 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 (IC): The individual responsible for the command of all functions at the field response level.

Incident Command Post (ICP): The location at which the Incident Commander executes primary command functions. The ICP may be collocated with the incident base or other incident facilities.

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

Incident Objectives: Statements of guidance and direction necessary for the selection of appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow for strategic and tactical alternatives.

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

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

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

Liaison Officer: A member of the Command Staff at the SEMS Field and EOC levels responsible for coordinating with representatives from cooperating and assisting agencies.

Local Government: Means local agencies per Article 3 of the SEMS regulations. California Government Code 8680.2 defines local agencies as any city, city and county, county, school district, or special district.

Logistics Section: One of the five primary functions found at all SEMS levels. The section responsible for providing facilities, services, and materials for the incident or at an EOC.

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

Mitigation: The activities designed to reduce or eliminate risks to persons or property, or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented before, during, or after an incident and may be informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analyses of hazard-related data to determine safe areas for building or locating temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization: The process and procedures used by all federal, state, and local agencies for activating, assembling, and transporting all resources requested to respond to or support an incident.

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

Multi-Agency Coordination System (MACS): The combination of personnel, facilities, equipment, procedures, and communications integrated into a common system. When activated, MACS is responsible for coordinating assisting agency resources and support in a multi-agency or multi-jurisdictional environment. MAC groups function within the MACS. California fire services commonly use MACS organizations.

Mutual Aid Agreement: Written agreement between agencies and/or jurisdictions in which the parties define how they will assist one another by furnishing personnel and equipment upon request.

Mutual Aid Coordinator: An individual at the local government, operational area, region, or state level who receives mutual aid requests, coordinates the provision of resources from within the coordinator's geographic area of responsibility, and passes on unfilled requests to the next level. Mutual Aid Coordinator duties vary depending on the mutual aid system.

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent nationwide approach for governments (federal, state, local, territorial, and tribal), the private sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents. NIMS includes a core set of concepts, principles, and terminology to provide for interoperability and compatibility among different governmental capabilities. HSPD-5 identifies these core concepts: ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying resource types); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

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

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

Operational Period: The amount of time scheduled for execution of a given set of operational actions, as specified in the Incident Action Plan. Operational periods can vary in length, though they are usually not over 24 hours.

Operations Section: One of the five primary functions found at all SEMS levels. The section is responsible for all tactical operations at the incident or for coordinating operational activities at an EOC. The Operations Section at the SEMS Field level can include branches, divisions, groups, task forces, teams, single resources, and staging areas. At the SEMS EOC level, the Operations Section may include branches or divisions as necessary due to span-of-control considerations.

Planning Meeting: A meeting held as needed throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. In larger incidents, the planning meeting is a major element in developing the Incident Action Plan. Planning meetings is an essential activity at all SEMS EOC levels.

Planning Section: One of the five primary functions found at all SEMS levels. Responsible for the collection, evaluation, and dissemination of information related to the incident or an emergency, and for the preparation and documentation of incident or EOC action plans. The section also maintains information on the current and forecast situations, as well as the status of resources assigned to the incident. At the SEMS Field level, the section will include the Situation, Resource, Documentation, and Demobilization Units, as well as technical specialists. Other units may be added at the SEMS EOC level.

Preparedness: Activities undertaken in advance of an emergency or disaster to develop a jurisdiction's capabilities for an effective response. Preparedness may include developing or updating disaster plans, developing hazard analyses, training and exercising response personnel, purchasing equipment, and improving public information and communications systems.

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

Public Information Officer (PIO): A member of the ICS Command Staff responsible for interfacing with the public and media or with other agencies requiring information directly from the incident. There is only one Public Information Officer per incident. The PIO may have assistants. Some disciplines refer to this position as Public Affairs or Information Officer. At SEMS EOC levels, the PIO function may exist as a Coordinator or as a section or branch reporting directly to the EOC Director.

Resources: Personnel, equipment, services, and supplies available, or potentially available, for assignment to incidents or to EOCs. Resources are described by type and may be used in tactical support or supervisory capacities at incidents or EOCs.

Recovery: Recovery activities involve restoring services to the public and returning an affected area to pre-emergency conditions. Recovery activities may be both short-term and long-term, ranging from restoring essential utilities such as water and power to mitigation measures designed to prevent future occurrences of a given threat.

Regional Operation Center (ROC): A State of California coordination facility that supports Operational Areas, including Alameda County, by facilitating information sharing, situational awareness, and resource coordination during emergencies. The ROC acts as an intermediary between local jurisdictions and the State Operations Center.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and the environment, and meet basic human needs. Response also includes the execution of operational plans and mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes.

Safety Officer: A member of the Command Staff at an ICP or EOC who monitors and assesses safety hazards or unsafe situations and develops measures for enhancing personnel safety. The Safety Officer may have assistants.

Section: That organization level with responsibility for a major functional area of the incident or at an EOC, e.g., Operations, Planning, Logistics, or Finance & Administration.

Section Chief: The ICS title for individuals responsible for the command of functional sections. At the EOC level, the position title may be Section Coordinator.

Special District: (as defined in [Title 2, California Government Code § 17520](#)) A unit of local government in the state (other than a city, county, or city and county) with authority or responsibility to own, operate, or maintain a project, including a joint powers authority.

Staging Area: A location set up near an incident where resources await a tactical assignment. The ICP Operations Section manages staging areas.

Standardized Emergency Management System (SEMS): A system for managing responses to multi-agency and multi-jurisdiction emergencies in California. SEMS consists of four key components: ICS, the operational area concept, multi-agency coordination, and mutual aid. SEMS is mandatory for state agencies. Local governments must adopt and use SEMS to qualify for reimbursement of response costs under the CDAA.

Unified Command: An ICS construct used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through designated members of the UC, often senior representatives from participating agencies and/or disciplines. UC members establish a common set of objectives and strategies, as well as a single Incident Action Plan.

Unit: An ICS organizational element having functional responsibility. ICP Planning, Logistics, or Finance sections commonly use units, which may also appear in Operations for some applications. EOC organizations may also include units.

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ATTACHMENT B – HAZARDS

The following are brief descriptions of the leading hazards the City faces, as outlined in *the 2022 Alameda Climate Adaptation and Hazard Mitigation Plan*. Additional detailed hazard information can be found in the City of Alameda General Plan. These descriptions correspond with **Table 3 – Emergency Response Levels** (see page 28).

B.1. ADVERSE WEATHER: DROUGHT

A drought is a long period with substantially less precipitation than usual. The primary direct impact of a drought is the reduction of available water supplies. This is particularly concerning in agricultural areas and natural environments but can also affect urban areas. Droughts can harm landscapes because plants do not get the water they need to survive. In severe cases, droughts may lead to a human health risk if available water supplies are insufficient to meet basic needs.

Indirectly, drought causes soils to dry out, making them harder and less able to absorb water. When precipitation returns, the soil absorbs less water, increasing runoff and potentially leading to flooding. Dry soils are more susceptible to erosion, especially if plants have died or no longer provide stability due to root loss and changes in soil composition. Drought causes many plants in natural areas to dry out, making them more susceptible to pests/diseases and increasing the risk of wildfires. There is also an increased ignition risk to electrical infrastructure during adverse weather conditions such as drought.

B.2. ADVERSE WEATHER: EXTREME HEAT

Extreme heat is a period when temperatures are abnormally high relative to the normal temperature range. There are generally three types of extreme heat events:

Extreme Heat Days. A day during which the maximum temperature surpasses 98 percent of all historic high temperatures for the area, using the time between April and October from 1950 to 2005 as the baseline.

Warm Nights. A day between April and October when the minimum temperature exceeds 98 percent of all historic minimum daytime temperatures observed between 1950 and 2005.

Extreme Heat Waves. A successive series of extreme heat days and warm nights where extreme temperatures do not abate. While no universally accepted minimum duration for a heatwave event exists, Cal-Adapt considers four consecutive extreme heat days and warm nights to be the minimum threshold for an extreme heatwave.

Extreme heat events are expected to increase in frequency, severity, and duration in Alameda due to climate change, with more extreme heat days and nights, higher temperatures on extreme days, and longer durations of extreme heat events. Extreme heat events impact all of Alameda and can be exacerbated by Alameda's relatively high average maximum relative humidity.

B.3. EARTHQUAKE HAZARDS: SEISMIC SHAKING

An earthquake is a sudden motion or trembling caused by a release of strain accumulated within or along the edge of the Earth's tectonic plates. The effects of an earthquake can be felt far beyond its epicenter. They usually occur without warning and can cause massive damage and extensive casualties after just a few seconds. Common effects of earthquakes are ground motion and shaking, surface fault ruptures, and ground failure. Ground motion is the vibration or shaking of the ground during an earthquake. When a fault ruptures, seismic waves radiate, causing the ground to vibrate. The severity of the vibration increases with the amount of energy released and decreases with distance from the causative fault or epicenter. This sudden release of energy into the crust can lead to the rupture of

land sitting on fault lines, liquefaction in areas with loose water-saturated sands and muds, or landslides in hilly or mountainous areas.

Seismic shaking is the motion felt on the Earth’s surface caused by an earthquake. In most cases, earthquakes are not strong enough to be felt. However, particularly powerful earthquakes can generate significant shaking, causing widespread destruction and property damage.

California is seismically active because of the movement of the North American Plate—on which everything east of the San Andreas Fault sits—and the Pacific Plate, which includes coastal communities west of the fault. The planning area lies on the Pacific Plate, which is constantly moving northwest past the North American Plate at a relative rate of about 2 inches per year. The nearby Hayward Fault is capable of generating large earthquakes. There is a 33% probability that it will generate a magnitude 6.7 or greater earthquake before 2043.

In Alameda, fires following earthquakes could be very damaging. Firefighting resources would be stretched thin due to multiple simultaneous incidents and competing regional demands. Older wood structures in dense urban environments are likely to be damaged, and fires can rapidly spread between structures.

Earthquake impacts may also disrupt the municipal water system, including damage to pipelines, loss of pressure, or reduced water availability due to system failures or regional demand. These conditions could significantly hinder firefighting operations, increase reliance on alternative water sources, and prolong fire suppression efforts. In some areas, broken mains or infrastructure damage could result in limited or no water supply for firefighting during the initial response period. Earthquakes can cause significant electrical system damage, leading to fire risks, electrocution, and arc flash hazards from broken wires. Utility lines can be severed, causing energized debris; contact with these lines can be fatal.

B.4. EARTHQUAKE HAZARDS: LIQUEFACTION

Liquefaction occurs when loosely packed, water-logged sediments at or near the ground surface lose their strength in response to strong ground shaking, and as a result, these surfaces behave like liquids. During liquefaction events, the liquefied soil can lose much of its stability, causing damage to buildings and infrastructure built upon it. In severe cases, some buildings may completely collapse. Pipelines or other utility lines running through a liquefaction zone can be breached during a liquefaction event, leading to flooding or the release of hazardous materials.

The entire City is vulnerable to liquefaction. The areas north of Atlantic Avenue and west and south of Central Avenue have a very high liquefaction potential (approximately 50 percent chance of liquefying), as does most of Bay Farm Island. Areas that experience liquefaction are also more vulnerable to post-earthquake fires. There is a greater potential for underground natural gas lines to rupture and start fires. Additionally, because water lines in these areas may also be damaged by liquefaction, firefighting with regular resources may not be possible.

Areas of Alameda built on artificial fill and other young, water-saturated sediments—such as much of Alameda Island, Bay Farm Island, and other low-lying bayward zones (i.e., south of Fernside)—are among the most susceptible to earthquake-induced liquefaction. USGS liquefaction hazard maps for [northwestern Alameda County](#) show that these fill-rich zones are more likely to exhibit surface manifestations of liquefaction (e.g., ground cracking, sand boils) during a major Hayward Fault event, underscoring the increased risk to infrastructure and neighborhoods on these deposits.

B.5. FLOODING

Flooding occurs when an area becomes inundated with more water than it can drain in a specified period. This can range from a small, confined area (such as a grassy field in a park that floods for a few hours after a rainstorm) to entire city sections, such as streets becoming impassable due to floodwaters. When floods are small, they may only represent a minor inconvenience as some recreational pathways and curb cuts become flooded. These smaller

instances of flooding, where water collects into a pool of standing water, are referred to as ponding. On the other hand, larger flood events can hamper a city’s operations. For example, if multiple streets flooded simultaneously, the results could prevent emergency workers from reaching people needing assistance. Flooding also has the destructive potential to damage critical infrastructure. For instance, unprotected electronic equipment can short-circuit if it becomes inundated by floodwaters. This can lead to outages in street lighting, traffic signals, and even city and government computer systems.

Over 23 miles of shoreline surround both the main island of Alameda and Bay Farm Island. As such, the City is vulnerable to flooding from both coastal storms—when water enters the land along the lower elevations of the shoreline—and overland flooding from rainfall within the City during and after storm events. In the near term, both are likely to be temporary, limited by high-tide cycles and the intensity of events, with flooding likely shallow—on the order of 2 feet or less in depth. However, as climate change intensifies storm events, sea levels, and groundwater levels, the depth and extent of flooding are expected to increase, becoming more frequent or permanent. Today’s 100-year floodplain is approximately equivalent to 3 feet of sea level rise.

Coastal storm and overland flooding are not mutually exclusive. During high tides, many of the City’s outfalls are already underwater, and the pipes upstream are partially full as a result. Some outfalls also have chronic issues with mud deposition; their inherent capacity is already reduced. When a coastal storm event occurs, the resulting temporary, higher sea levels back up already submerged pipes even more. As rainfall enters the pipes from upstream, this capacity is diminished further.

B.6. FLOODING: DAM FAILURE

Dam and reservoir failures can result from several causes, including earthquakes, rapidly rising floodwaters, and structural design flaws. These hazards can occur instantaneously or very gradually, depending on the source of the failure. Inundation associated with these events can cause loss of life, property damage, and other impacts, such as the displacement of people residing in the inundation path and the loss of critical infrastructure. An uncontrolled release from either the Chabot Dam or the New Upper San Leandro Dam (both operated by EBMUD) would pose a serious inundation risk to Bay Farm Island. However, only the Eastshore area of Alameda Island would be affected. A failure of these dams would not be expected to create a long-term loss of water supply for Alameda, because the EBMUD system operates a regional, interconnected water system with multiple reservoirs and imported water sources. However, a major failure could cause significant short- to medium-term disruptions in water availability and pressure. .

Of note, inundation is very unlikely due to recent seismic upgrades of the dams. Chabot Dam was originally built in 1875 and upgraded or regraded in 1892, 1967, and 1980. The construction of the New Upper San Leandro Dam was completed in 2018. This project was designed to meet modern seismic standards and ensure regional water supply resilience in the event of a major earthquake, including potential shaking from the Hayward Fault.

B.7. SEA-LEVEL RISE

All low-lying coastal areas in Alameda are exposed to sea-level rise. Higher sea levels may increase community vulnerability to hazards such as storm surges and tidal flooding and exacerbate coastal erosion by reducing the size of protective beaches. These hazards could threaten private buildings, public facilities, roads, beaches, and ports or marinas in vulnerable areas such as Alameda Point, Ballena Bay, and Pacific Marina. Knowing that sea level rise will increase the likelihood and severity of floods in Alameda, the City should continue to assess vulnerability and develop and implement priority shoreline protection projects to address these risks.

Sea-level rise can also significantly affect local and regional groundwater levels. As the sea level rises, the freshwater lens rises as well, even in areas that are not hydrologically connected to the ocean. The magnitude of groundwater

rise due to sea-level rise varies with local geology and hydrology. Rising groundwater can damage underground assets like cables and pipes and increase the basement flooding that many Alamedans already experience. Depending on the thickness of the freshwater lens and the rate of groundwater-level rise, saltwater intrusion can corrode some metallic infrastructure materials. High groundwater levels can also reduce the effectiveness and capacity of the stormwater system, potentially leading to surface flooding. As mentioned earlier, high groundwater levels may make larger areas of Alameda vulnerable to liquefaction during an earthquake.

B.8. TSUNAMI

Ground displacements from large underwater earthquakes or landslides trigger tsunami waves. Tsunami waves do not “break” when they reach the shore like normal waves; instead, they rush ashore like a fast-rising tide with powerful currents that extend much farther inland than normal tides. Even small tsunamis are associated with extremely strong currents capable of knocking someone off their feet.

Tsunamis impacting Alameda can result from offshore earthquakes within the Bay Area or from distant offshore subduction faults, such as those in the Pacific Northwest, Alaska, Japan, and South America. Alameda will have several hours of warning time for tsunamis generated in distant locations.

Local tsunamis can also be generated from offshore strike-slip faults within the Bay Area and would provide little warning time. However, these faults are unlikely to produce significant tsunamis because they move side to side rather than up and down, which is the displacement needed to generate them. They may cause slight vertical displacements or small underwater landslides, but overall there is minimal risk of a significant tsunami in the Bay Area from a local fault.

The greatest risk to Alameda is from events in the Cascadia Subduction Zone and the Aleutian Islands. These events could generate significant tsunami waves that would reach Alameda within a few hours, providing little time for evacuation.

B.9. WILDFIRE-RELATED HAZARDS

While wildfires do not directly impact the City, the effects of smoky air from wildfires across the state are regularly felt in Alameda. Also, public safety power shutoffs (PSPS)—designed to prevent wildfire ignitions from power lines—could cause power outages in Alameda.

While wildfires do not occur within the City, winds can carry smoke from active wildfires into the region, and wildfire smoke can reach hazardous levels in Alameda. During the 2018 Camp Fire, for instance, air quality measured by PM2.5 (particulate matter with a diameter of 2.5 micrometers or less) was rated “hazardous for all groups” for 12 consecutive days, with the peak occurring on November 16, 2018, when “very unhealthy” levels were recorded at a monitoring station near Alameda.

Alameda has not been affected by PSPS outages to date but could be in the future. Alameda does experience rolling brownouts. While AMP procures and provides power to customers in Alameda, electricity travels from power generation sources across the state to Alameda on PG&E transmission lines. Alameda receives power from two redundant transmission lines that enter Alameda from the south and from the north. Each transmission line is fully capable of carrying Alameda’s electric load. One transmission line crosses the Estuary at the High Street Bridge, and one transmission line crosses at Webster Street.

Additionally, there are two more AMP transmission line crossings to provide power to Coast Guard Island. The likelihood of both transmission lines serving Alameda and Bay Farm being de-energized for PSPS simultaneously is considered extremely low. Alameda has redundant power feeds, helping reduce the likelihood of shutoffs affecting

the city. Additionally, Alameda is part of the Northern California Power Authority and has 2-25kw jet turbine power plants on the island.

ATTACHMENT C – MUTUAL AID

The foundation of California's emergency planning and response is the statewide mutual aid system. This system is designed to facilitate the provision of adequate resources, facilities, and other support services to jurisdictions whenever their own resources are exceeded or overwhelmed during any incident.

The California Disaster and Civil Defense Master Mutual Aid Agreement (developed in 1950) is the basis for the system, as provided for in the California Emergency Services Act. California's incorporated cities and all 58 counties have adopted the Master Mutual Aid Agreement. It created a formal structure in which each jurisdiction retains control over its own personnel and facilities, while being able to give and receive assistance as needed. State government, on the other hand, is obligated to provide available resources to assist local jurisdictions in emergencies. Mutual aid is an essential component of SEMS.

Through this system, each local jurisdiction relies first on its own resources, then calls for assistance:

- City to City
- City to Operational Area
- OA to OA
- OA to the Cal OES administrative region, which relays unmet requests to the state

To facilitate the coordination and flow of mutual aid, the state is divided into six Cal OES Mutual Aid Regions and three Administrative Regions. Through this structure, Cal OES receives a constant flow of information from every geographic and organizational area of the state. This information enables operational areas and the state to recognize or anticipate an emergency, mitigate its effects through accelerated preparations, or prevent an incident from developing into disaster proportions.

To further facilitate the mutual aid process, particularly during day-to-day emergencies involving public safety agencies, Fire and Rescue, Law Enforcement, and Medical and Health Mutual Aid Coordinators function at the Operational Area (countywide), Mutual Aid Region (two or more counties), and at the state level. During a catastrophic event such as an earthquake, mutual aid coordinators will be assigned at these levels for other essential services (such as public works).

Figure 2 provides a notional diagram of the mutual aid system, including coordination and information flow.

The City is located within OES Mutual Aid Region II and the OES Coastal Administrative Region (**Figure 3**). The primary mission of the Coastal Region's emergency management organization is to support operational area response and recovery operations and to coordinate regional non-law and non-fire mutual aid response and recovery operations through the Region.

In addition to the City's mutual aid agreements that are currently in place, the City's electric utility (Alameda Municipal Power) has utility mutual aid agreements that can be activated and coordinated through the EOC.

Figure 2. Mutual Aid Channels

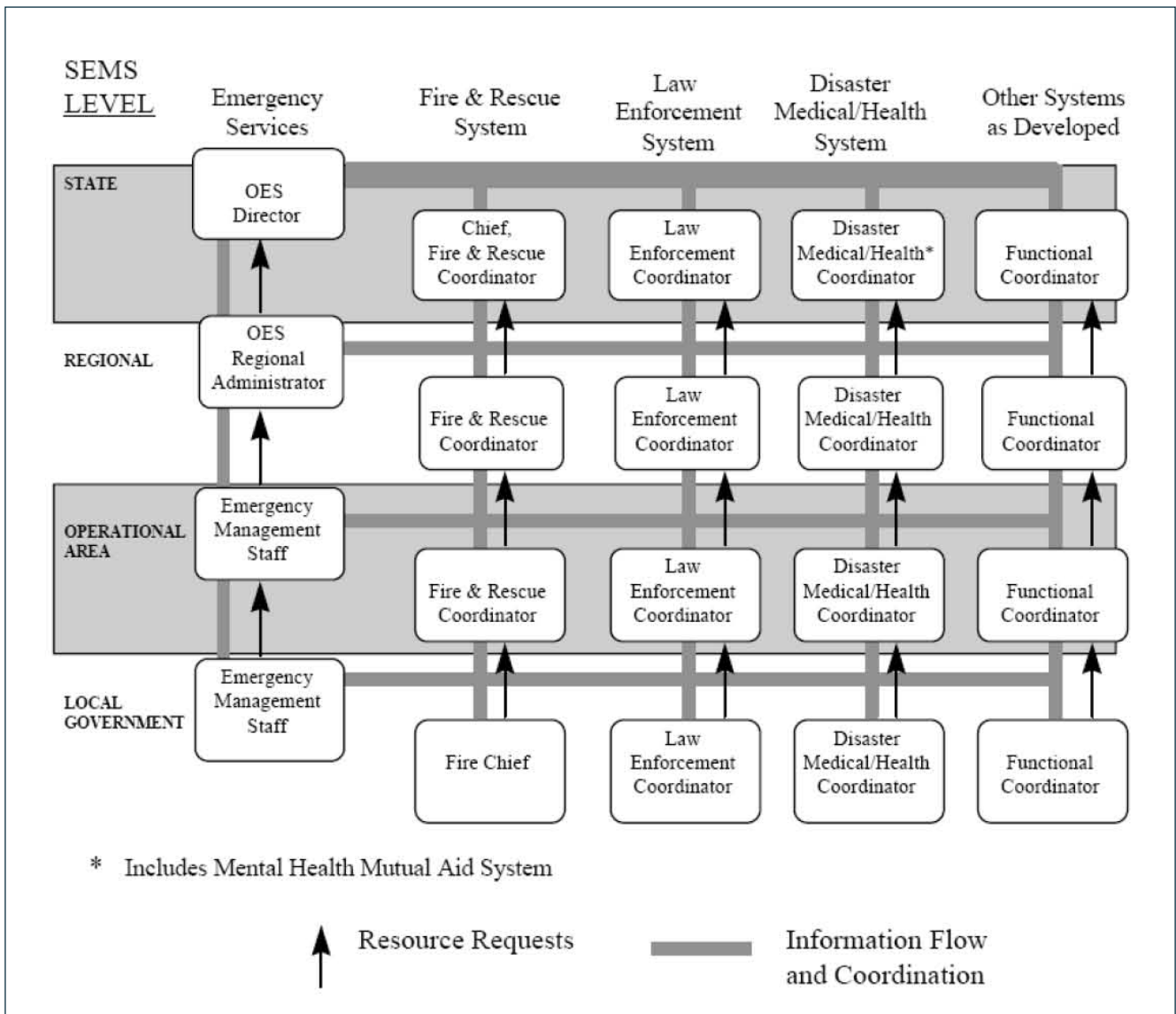
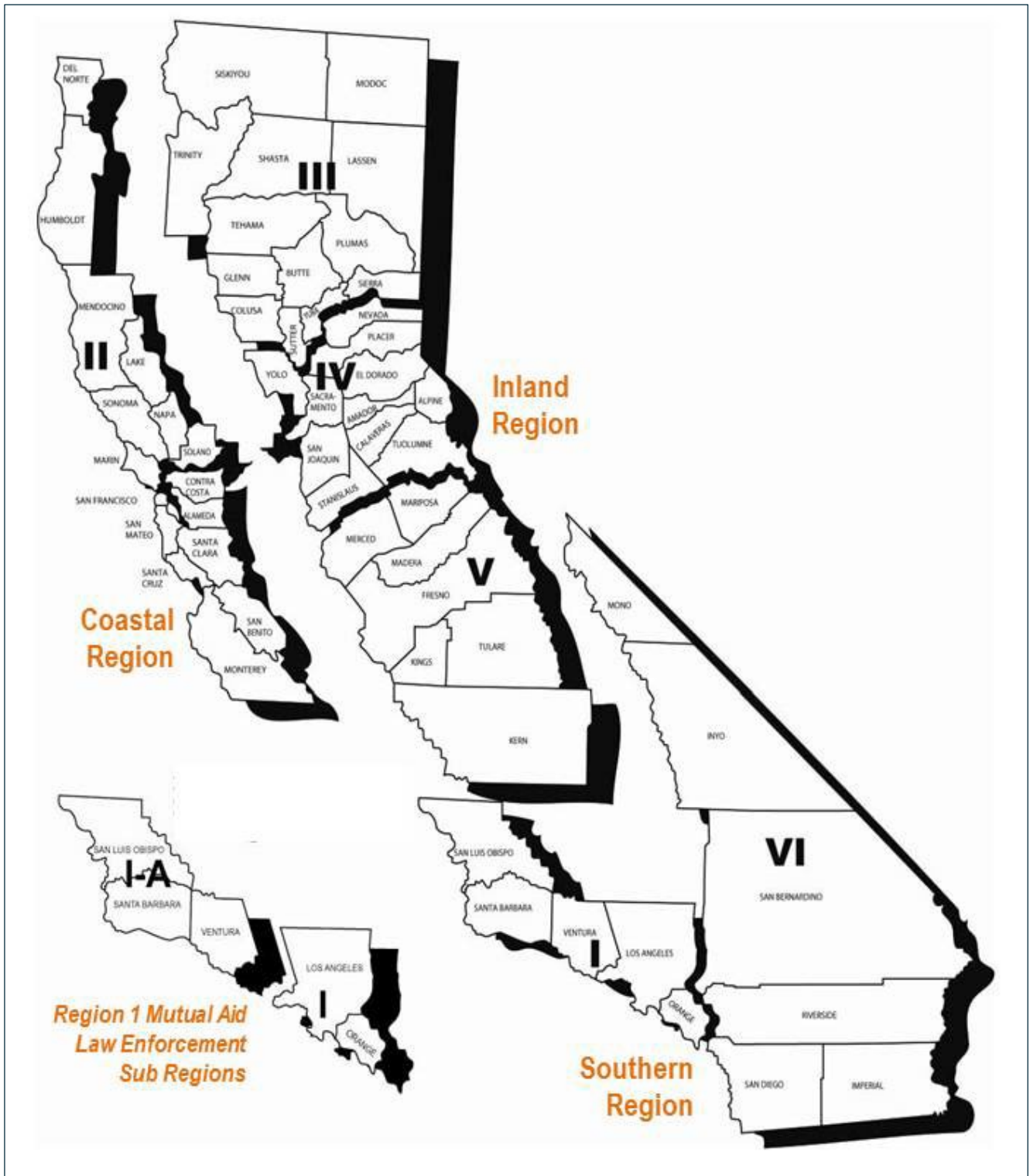


Figure 3. California Mutual Aid and Cal OES Administrative Region Map



C.1. RESPONSIBILITIES

C.1.1. Local Jurisdictions

- Develop and maintain current emergency plans that are compatible with the California Master Mutual Aid Agreement and the plans of neighboring jurisdictions and are designed to apply local resources to the emergency requirements of the immediate community or its neighbors.
- Maintain liaison with the appropriate Operational Area and neighboring jurisdictions.
- Identify multi-purpose staging areas to serve as rally points for incoming mutual aid and/or as staging areas for support and recovery activities.
- Respond to requests for mutual aid.
- Dispatch situation reports to the appropriate Operational Area Coordinator and/or the Cal OES Mutual Aid Region as the emergency develops and changes dictate.
- Request assistance from neighboring jurisdictions and/or the OA as necessary and feasible.
- Receive and employ resources provided by neighboring jurisdictions, state, federal, and private agencies.
- Carry out emergency regulations issued by the Governor.

C.1.2. Operational Area

- Coordinate intra-county mutual aid.
- Maintain liaison with the appropriate Cal OES Mutual Aid Region Coordinators, the local jurisdictions within the OA, and neighboring OAs.
- Identify staging areas to provide rally points for incoming mutual aid and/or support and recovery activities.
- Channel local mutual aid requests that can't be satisfied from within the OA to the appropriate Cal OES Mutual Aid Region Coordinator.
- Dispatch reports to the appropriate OES Mutual Aid Region Coordinator as the emergency develops and as changes in the emergency dictate.
- Receive and employ resources provided by other OAs, state, federal, and private agencies.
- Carry out emergency regulations issued by the Governor.

C.1.3. Cal OES Mutual Aid Region

- Coordinate inter-OA mutual aid.
- Maintain liaison with appropriate state, federal, and local emergency response agencies located within the region.
- Provide planning guidance and assistance to local jurisdictions.
- Respond to mutual aid requests submitted by jurisdictions and/or Operational Area Coordinators.
- Receive, evaluate, and disseminate information on emergency operations.
- Provide the Cal OES Director with situation reports and, as appropriate, recommend courses of action.

C.1.4. California Governor’s Office of Emergency Services

- Perform executive functions assigned by the Governor.
- Coordinate the extraordinary emergency activities of all state agencies.
- Receive, evaluate, and disseminate information on emergency operations.
- Prepare emergency proclamations and orders for the Governor and disseminate them to all concerned parties.
- Receive, process, evaluate, and act on requests for mutual aid.
- Coordinate the application of state mutual aid resources and services.
- Receive, process, and transmit requests for federal assistance.
- Direct the receipt, allocation, and integration of resources supplied by federal agencies and/or other states.
- Maintain liaison with appropriate state, federal, and private agencies.
- Coordinate emergency operations with bordering states.

C.1.5. Other State Agencies

Other state agencies may provide mutual aid assistance to local jurisdictions based on capabilities and available resources.

C.1.6. Interstate

The [Emergency Management Assistance Compact](#) (EMAC) is a mutual aid compact administered through the National Emergency Management Association. It legally establishes a national system to facilitate the flow of resources across state lines during an emergency or disaster. [Public Law 104-321](#) ratified EMAC in 1996, making it the first Congressionally ratified national disaster compact since the Civil Defense Act of 1950.

Through EMAC, states can send personnel, equipment, services, and commodities to support disaster response and relief efforts in other states experiencing a Governor-proclaimed state of emergency. EMAC covers all hazards, and may also be used to support special events, so long as the requesting state is under a Governor-proclaimed emergency.

C.2. POLICIES AND PROCEDURES

C.2.1. Alameda-Specific Policies and Procedures

The City of Alameda requests all mutual aid (except fire) through the OA EOC (if activated) or on-duty ACSO Watch Commander (OA EOC not activated). The OA then requests law, public works, emergency management, or other mutual aid through its regular channels.

- If mutual aid is not available due to a lack of communication, an existing system, or because the City has been so devastated that managers are unsure of what steps to take, the DES or designated successor will submit to the Operational Area a request for support.
- The Operational Area will inform the City of the status of the request and provide the EOC with updated information in periodic Situation Reports.

- The City will follow existing mutual aid agreements and financial protocols.

C.2.2. General Mutual Aid System Policies and Procedures

- Mutual aid resources are provided through and used in accordance with the California Master Mutual Aid Agreement and supporting separate agreements.
- During a proclaimed emergency, inter-jurisdictional mutual aid will be coordinated at the appropriate Operational Area or Mutual Aid Regional level whenever the available resources are:
 - Subject to state or federal control
 - Subject to military control
 - Located outside the requesting jurisdiction
 - Allocated on a priority basis
- Due to the variety of radio communications systems, local agencies should, where possible, coordinate with incoming mutual aid forces to provide an interoperable communications plan.
- Requests for and coordination of mutual aid support will normally be accomplished through established channels (cities to OA, OA to mutual aid regions, and mutual aid regions to the state). Requests should include, as applicable:
 - Number of personnel needed
 - Type and amount of equipment
 - Reporting time and location
 - Authority to whom they are to report
 - Access routes
 - Estimated duration of operations

C.3. REFERENCES

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

- [California Fire Service and Rescue Emergency Mutual Aid System Mutual Aid Plan](#)
- [State of California Law Enforcement Mutual Aid Plan](#)
- [Public Works Mutual Aid Agreement](#)
- [State of California Emergency Management Mutual Aid Plan](#)
- [State of California Coroners' Mutual Aid Plan](#)
- Local mutual aid agreements
- [Federal Disaster Relief Act \(Stafford Act\) of 1974](#). (Public Law 93-288) (Provides federal support to state and local disaster activities.)

ATTACHMENT D – RECOVERY FRAMEWORK

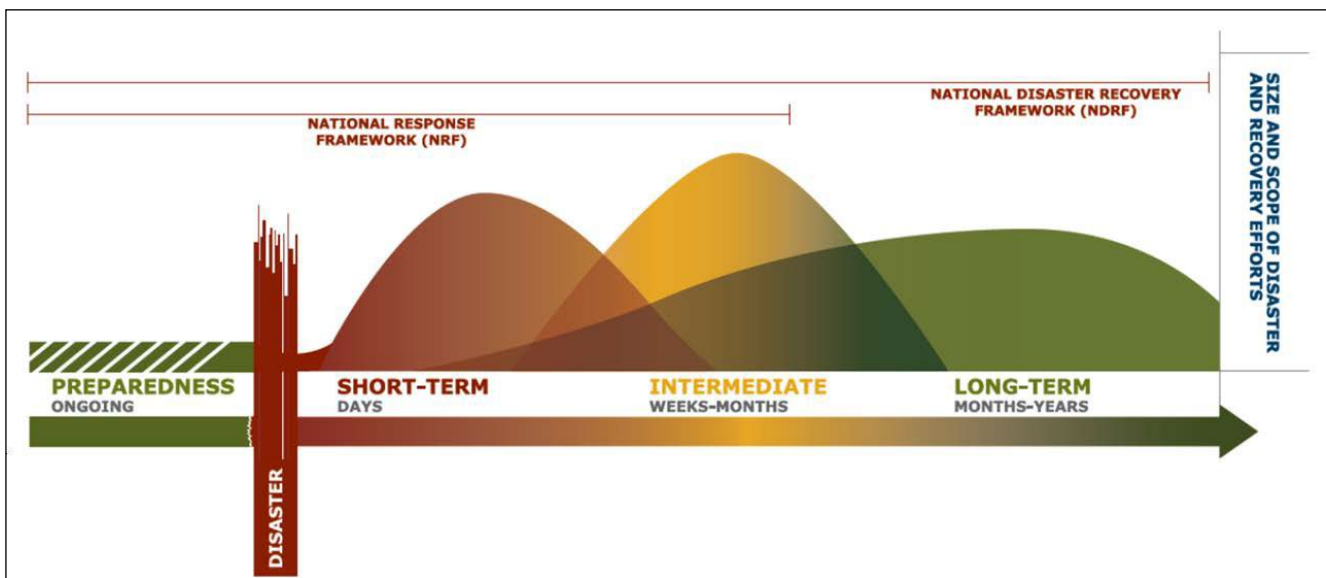
The City of Alameda, the special districts, and private companies serving the City (for example, PG&E) will be involved in recovery operations. In the aftermath of a disaster, many community members and business owners will have specific needs that must be met before they can resume their pre-disaster lives. Typically, there will be a need for services such as:

- Assessment of the extent and severity of damage to homes and other property
- Restoration of services generally available in communities - water, food, and medical assistance
- Repair of damaged homes and property
- Professional counseling is necessary when the sudden changes resulting from the emergency have resulted in mental anguish and the inability to cope

Recovery includes restoring and strengthening key systems and resource assets critical to the community's economic stability, vitality, and long-term sustainability. These include health (including behavioral health) and human services capabilities and networks; public and private disability support and service systems; educational systems; community social networks; natural and cultural resources; affordable and accessible housing; infrastructure systems; and local economic drivers. Together, these elements of recovery contribute to rebuilding resilient communities equipped with the physical, social, cultural, economic, and natural infrastructure required to meet future needs.

The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward its planned recovery outcomes. Decisions made and priorities set by a community before a disaster and early in the recovery process have a cascading effect on the nature, speed, and inclusiveness of recovery. **Figure 4** depicts the interconnectedness of recovery activities from pre-incident through the long term.

Figure 4. Recovery Continuum



D.1. RECOVERY PHASES

D.1.1. Short-Term Recovery

Short-term recovery includes utility restoration, expanded social, medical, and mental health services, reconstitution of Alameda government operations, restoration of transportation routes, debris removal and cleanup, and the abatement and demolition of hazardous structures. The City will coordinate with special districts and private utility companies on all efforts to restore utility systems and services during recovery operations. For federally declared disasters, FEMA will establish hotlines to assist disaster victims and businesses in applying for individual assistance grants and Small Business Administration loans. In coordination with the American Red Cross, temporary housing will be provided for disaster victims until long-term housing can be arranged.

D.1.2. Intermediate (Mid-Term) Recovery

Intermediate or mid-term recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional state, if not pre-disaster. Such activities are often characterized by temporary measures that serve as a bridge to permanent ones.

D.1.3. Long-Term Recovery

Long-term recovery includes land-use planning, zoning variances, hazard mitigation, restoration or reconstruction of public facilities, and financial recovery. The City's zoning variances, building codes, plan reviews, seismic safety elements, and other land-use planning techniques will be handled on a case-by-case basis. Normal City procedures and policies may be adjusted to streamline the recovery process and promote rapid recovery.

However, the City has decided that public safety will be the primary factor when considering streamlining procedures and policies. The City and special districts will identify hazard mitigation projects to reduce the City's vulnerability to future disasters. The City and special districts will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing, or reconstructing them during long-term recovery operations. An application for financial recovery activities will be submitted to recoup the cost of responding to and recovering from the disaster. Relief programs will also be sought for individual citizens and private businesses.

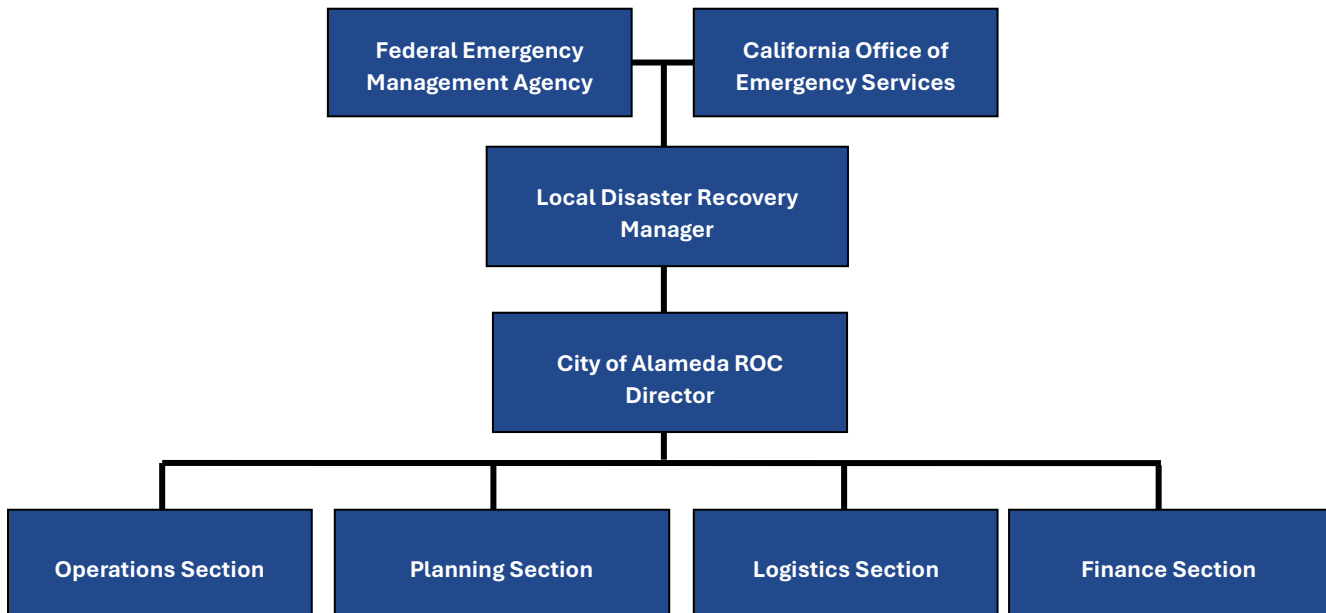
D.2. SEMS DISASTER RECOVERY ORGANIZATION

The National Disaster Recovery Framework (NDRF) strongly recommends that local government leaders appoint a Local Disaster Recovery Manager (LDRM) to serve as the jurisdiction's central recovery coordination manager. The role of the LDRM is to organize, coordinate, and advance the recovery at the City level. The LDRM will serve as the City's primary point of contact with state agencies. The City has selected the Assistant City Manager to fill this position.

The City's Disaster Council may convene to review a recovery plan and make recommendations on priorities, objectives, and issues to be addressed in the recovery plan. The City Manager serves as the Chair of the Disaster Council.

To support the LDRM, the City uses an ICS structure that complements and augments the EOC. **Figure 5** depicts the City's Disaster Recovery Organization and the Recovery Operations Center (ROC).

Figure 5. City Disaster Recovery Organization



All City Departments will support the ROC with staff and resources. They will also coordinate the provision of additional contract staff and services as required.

D.3. DAMAGE ASSESSMENTS AND INCIDENT IMPACTS

After a disaster, the City will seek to rebuild and revitalize all sectors of the community, including critical infrastructure and essential services. City departments must also focus on business resumption and retention, as well as on redeveloping damaged or destroyed housing units. The process of repairing and rebuilding presents an opportunity for the City government to promote and integrate mitigation measures into recovery, rebuilding, and planning strategies.

Damage assessment is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. Under the City EOC’s Standard Operating Procedures, an Initial Damage Estimate is developed during the emergency response phase to support a gubernatorial proclamation and for the state to request a presidential declaration. The City and special districts will develop a detailed assessment of damage during the recovery phase. When applying for the various disaster financial assistance programs, the City or district will use the detailed damage assessment. The public works departments will complete the detailed damage assessment. The administrative and operational divisions of special districts will, in most cases, complete the detailed damage assessment.

The Planning, Building and Transportation Department currently has eleven (11) staff members that are CAL OES certified as either evaluators or coordinators. The majority of staff are certified as coordinators and can lead teams of evaluators for faster response times during emergencies. The eleven persons team includes six (6) that can perform detailed evaluations including two engineers and one architect.

Additional information must be collected from privately owned critical infrastructure providers and commercial entities located in the City. Detailed damage assessments of City facilities must be completed by:

- Planning, Building, and Transportation

- Fire Department
- Public Works
- City Manager's Office
- Alameda Municipal Power

Additional damage assessments must be collected from other organizations, including:

- Caltrans
- Cellular service providers such as AT&T, Verizon, and others
- East Bay Municipal Utilities District
- Alameda County Public Works
- Pacific Gas & Electric
- School districts
- WETA (Waterborne Emergency Transportation Authority)
- Alameda Chamber of Commerce
- Local hospitals and medical clinics
- Long-term care and skilled nursing facilities
- Churches and NGOs

Damage assessments should include the following information at a minimum:

- Location, such as street address or description of the location (e.g., the collapse of the northeast portion of Safeway's roof at South Shore Center)
- Potential hazards
- Detailed description of the facility (number of buildings, dimensions, size, use, contents, occupancy)
- Detailed description of damage by construction systems (foundations, walls, roofing, HVAC, electrical, plumbing, IT, fixtures, pavement, and parking)
- The estimated cost associated with damage
- Insurance coverage and limits

Not all the information may be available initially. Acquiring it may require professional engineering services. Cal OES operates the statewide Safety Assessment Program (SAP) for post-earthquake damage assessments. The SAP provides certified engineers and scientists to support jurisdictions after a disaster. More information is available at:

<https://www.caloes.ca.gov/office-of-the-director/operations/recovery-directorate/interagency-recovery-coordination/recovery-analytics-engineers-and-specialists/safety-assessment-program/>

The ROC Planning Section is responsible for compiling damage assessments and providing information and displays to the LDRM to support resource requests and prioritization. Damage assessment information should also be provided to the Operational Area, Cal OES, and FEMA to support their preliminary damage assessments (PDA) for Stafford Act assistance programs such as Individual and Public Assistance.

D.4. RECOVERY REPORTING AND DOCUMENTATION

Documentation is the key to recovering emergency response and recovery costs. Damage assessment documentation will be critical to establishing eligibility for disaster assistance programs. Under the California Disaster Assistance Act (CDAA), documentation is required for damage sustained to public buildings, levees, flood

control works, irrigation works, County roads, City streets, bridges, and other public works, except those facilities used solely for recreational purposes. Under federal disaster assistance programs, documentation of damage sustained to roads, water control facilities, public buildings, and related equipment, public utilities, facilities under construction, recreational and park facilities, educational institutions, and certain private non-profit facilities must be obtained. Debris removal and emergency response costs incurred by the affected entities should also be documented for assistance purposes under the federal programs. It will be the responsibility of the City and special districts to collect documentation of these damages.

The documented information should include the location, photos, extent of damage, and estimates of costs for debris removal, emergency work, and repairing or replacing damaged facilities to pre-disaster condition. The cost of compliance with building codes for new construction, repair, and restoration will also be documented. However, the cost of improving facilities will not be included. Documentation, including photographs, is key to recovering expenditures related to emergency response and recovery operations. For the City and its special districts, documentation must begin at the field response level and continue through the operation of their Emergency Operations Centers, throughout the disaster.

Keeping accurate, complete records of recovery efforts is essential for reimbursement and for promoting the efficient use of limited resources and funds. The ROC Finance Section is responsible for maintaining documentation for the post-disaster recovery process. Documentation is required for the following disaster-related activities:

- Staff overtime
- Emergency protective measures
- Mutual aid support from other jurisdictions
- Contracted emergency services and equipment
- Disaster debris removal
- Inspections, repairs, and reconstruction of City facilities

Documentation goes beyond a description of the extent and nature of the damage to facilities. It should also include detailed assessments of the overall community impacts. Key indicators are:

- Percent of housing stock affected
- Percent of community without essential services, including utilities, phone service, fuel, groceries, and prescription medication access
- Status of public and private schools
- Businesses that have shut down or reduced operations
- Available funds for recovery financing
- Number of people in long-term shelters
- Percent of the population displaced
- Impacts on neighboring jurisdictions and the region

Monitoring these indicators provides City leaders with information essential to guide recovery planning efforts, request resources, and determine priorities.

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ATTACHMENT E – EOC ACTION PLANNING AND REPORTING

E.1. DEVELOPMENT OF THE ACTION PLAN

The ICS emphasizes orderly and systematic planning. The Action Plan is the central tool for planning during an emergency response. The Planning Section Chief prepares the Action Plan with input from the appropriate EOC sections and units. It should be written at the outset and revised continually throughout the response.

Incidents vary in type, complexity, size, and the requirements for detailed, written plans. An initial response for a readily controlled incident may not require a written Action Plan. However, larger, more complex incidents will require an Action Plan to coordinate activities. The level of detail required in an Action Plan will vary according to the complexity of the response. The Action Plan process ensures the timely and coordinated development of situational awareness, objectives, tactics, planning, execution, and emergency response assessment.

The following outlines the process for developing an Action Plan. Following the steps below will enable the effective development of an Action Plan while minimizing the time required.

E.1.1. City of Alameda ICS Forms

The City of Alameda utilizes digital versions of ICS forms through WebEOC. WebEOC supports situational awareness, resource tracking, and coordination with the Alameda County Operational Area and partner agencies. Authorized personnel will access the system in accordance with established procedures and user roles. Forms can be assigned to individuals within the EOC through the WebEOC platform. Additionally, hard copies of the forms are available at the EOC.

E.2. GENERAL RESPONSIBILITIES OF THE PLANNING SECTION

The Planning Section Chief should review with the EOC Manager and General Staff the following responsibilities associated with developing the Action Plan before the planning meeting.

- **EOC Manager**
 - Provide general incident objectives and strategy
 - Provide direction or overall management and strategy
 - Approve the completed Action Plan by signature
- **Planning Section Chief**
 - Conduct the planning meeting and operation period briefing
 - Coordinate preparation of the Action Plan
- **Operations Section Chief**
 - Determine resource requirements
 - Determine tactics
 - Determine work assignments for operations personnel
- **Logistics Section Chief**
 - Establish the procedure for resource ordering
 - Ensure that the Logistics Section can support the Action Plan

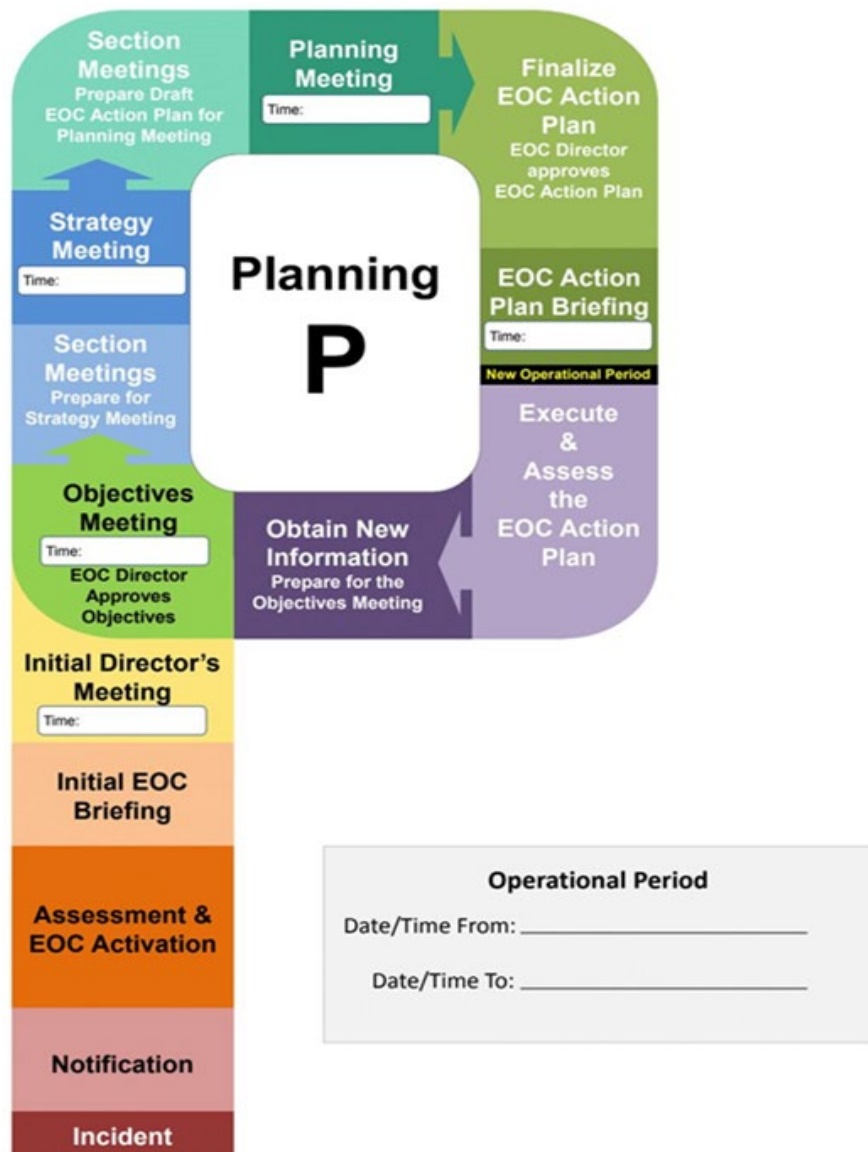
- **Finance Section Chief**

- Provide cost implications of incident objectives as required
- Ensure that the Action Plan remains within the financial limits established by the Director of Emergency Services

E.3. THE PLANNING CYCLE

Action Plan development involves ten steps. Once the initial response is complete (through Step 1), the remaining process (Steps 2–10, the circle of the “P”) is repeated for each operational period.

Meeting templates for meeting steps can be found in *Planning Cycle Meeting Templates* (see page 88).



Step 1 – Initial Director’s Meeting (Initial Response)

Note: Meeting template available in *Planning Cycle Meeting Templates* (see page 88).

The planning cycle should begin immediately after the event. At the EOC level, the initial response to the event will be to activate the EOC. Based on the initial assessment of the emergency, the EOC Director or Planning & Intelligence Section Chief will provide an Incident Briefing using ICS Form 201. A template for conducting the Initial Meeting is provided in the following page.

The ICS Form 201 should include information on potential operational objectives, the current state of situational awareness, resources employed and deployed, and significant actions.

Outcome and Next Steps

The pace is set for the Action Planning Process. Next:

- Prepare for the Objectives Meeting
- Set an Objectives Meeting time

Step 2 – Objectives Meeting (Setting Incident Objectives)

Note: Meeting template available in *Planning Cycle Meeting Templates* (see page 88).

Before finalizing the Incident Objectives, the EOC Director will provide a draft copy to the Operations Section Chief. The Operations Section Chief should ensure the Incident Objectives are understood and realistic.

After discussion, the Incident Objectives are written on ICS Form 202 and delivered to the Operations Section Chief, the Planning & Intelligence Section Chief, the PIO, and the Liaison Officer to inform them of the strategy for the next shift. The Planning & Intelligence Section Chief then prepares for the Tactics Meeting.

Guidelines for the EOC Director on Setting Goals and Objectives

Setting or reaffirming goals and objectives at the beginning of each shift is the EOC Director's duty and a top priority.

Three important guidelines:

- 1) Goals and objectives must be clearly stated, understood, and measurable so that the EOC Team can determine the extent to which they are accomplished during the current operations shift.
- 2) Goals and objectives must be attainable given the people, equipment, and supplies available during that operation's shift.
- 3) Goals and objectives must be broad and flexible enough for the Operations Section Chief to achieve them in the best way possible.

Outcome and Next Steps

A set of EOC Objectives are set for the next operational period. Next:

- EOC Director approves EOC Objectives
- Section Meetings to Prepare for the Strategy Meeting
- Set a Strategy Meeting time

Step 3 – Section Meetings (Preparing with General Staff for the Strategy Meeting)

ICS Form 201, Incident Briefing Form and/or ICS Form 209 Incident Status Summary Form are reviewed by Section Chiefs with their staff and other appropriate EOC Team members. The EOC Director will update the initial objectives if warranted. Upon review, the Planning & Intelligence Section Chief will provide the necessary alternatives and strategies before the Strategy Meeting begins.

Step 4 – Strategy Meeting

Note: Meeting template available in *Planning Cycle Meeting Templates* (see page 88).

The Operations Section Chief, Safety Officer, Logistics Section Chief, and Logistics Section Unit Leaders attend the Strategy Meeting. The Operations Section Chief leads the Strategy Meeting.

Resource availability and prioritization are reviewed. Resource assignments to support field elements will include the types, quantities, and availability of resources required to achieve the objectives for the Operational Period. If the required resources are unavailable, the planned strategy should be adjusted. It is critical that, to the extent possible, resource availability and the availability of other required support be determined before strategies for tactical operations are developed.

The ICS Forms 215 (Operational Planning Worksheet) and 215A (Incident Safety Analysis) are used to document the Tactics Meeting. These forms should be completed at least one hour before the Planning Meeting. Figure 3 provides a template for the Strategy Meeting.

Outcome and Next Steps

A set of EOC Strategies to support the EOC Objectives are completed. Next:

- Prepare Draft EOC Action Plan for the Planning Meeting
- Set a Planning Meeting time

Step 5 – Section Meetings (Preparing for the Planning Meeting)

Following the Strategy Meeting, the Section Chiefs review the results with their staff. Preparations are made for the Planning Meeting, including the following actions coordinated by the Planning & Intelligence Section:

- Review the ICS Form 215 developed in the Strategy Meeting
- Review the ICS Form 215A, Incident Safety Analysis (prepared by the Safety Officer), based on the information in the ICS Form 215
- Assess current operations effectiveness and resource efficiency
- Gather information to support incident management decisions

Step 6 – Planning Meeting

Note: Meeting template available in *Planning Cycle Meeting Templates* (see page 88).

The Planning Meeting provides the Management and General Staff with the opportunity to review and validate the operational plan proposed by the Operations Section Chief. Attendance is required for all Management and General Staff. Additional EOC personnel may attend at the request of the Planning & Intelligence Section Chief or the EOC Director. The Planning & Intelligence Section Chief conducts the Planning Meeting following the agenda template.

The Operations Section Chief delineates the amount and type of resources field units will need to accomplish the plan.

At the conclusion of the meeting, the Planning & Intelligence Section Staff will indicate when all elements of the plan and supporting documents must be submitted so the plan can be collated, duplicated, and made ready for the Operational Period Briefing.

Outcome and Next Steps

A review and verbal approval of the EOC Action Plan is obtained. Next:

- Finalize EOC Action Plan and obtain signed approval from EOC Director
- Prepare for the Action Plan Briefing with all EOC Staff
- Set an Action Plan Briefing meeting time

Step 7 – Finalize EOC Action Plan (Final Preparation and Approval)

The next step in the Action Plan Process is final plan preparation and approval. The written plan comprises a series of standard forms and supporting documents developed during this process that convey the EOC Director's intent and the Operations Section's direction for accomplishing the plan for that Operational Period.

For simple incidents of short duration, the EOC Director will develop an Action Plan and communicate it to subordinates during a verbal briefing. The planning associated with this level of complexity does not require the formal planning meeting process outlined above.

Certain conditions require the EOC Director to engage in a more formal process. A written Action Plan should be considered under the following conditions:

- Two or more jurisdictions are involved in the response
- The incident continues into the next Operational Period
- A number of ICS organizational elements are activated (e.g., when General Staff Sections are staffed)
- It is required to support recovery processes
- An evacuation or community hazardous materials incident is involved, in which case, a written Action Plan is required.

Step 8 – EOC Action Plan Briefing

Note: Meeting template available in *Planning Cycle Meeting Templates* (see page [88](#)).

The Action Plan Briefing may also be referred to as the Shift Briefing. This briefing is conducted at the beginning of each Operational Period and presents the Action Plan to the next shift. Following the Action Plan Briefing, Section Chiefs will meet with their assigned staff to review their respective assignments in detail.

Outcome and Next Steps

The EOC Action Planning process is complete. Next:

- Execute and assess the plan
- Prepare for the next Objectives Meeting
- Set an Objectives Meeting time

Step 9 – Execute and Assess the EOC Action Plan

The Operations Section directs the implementation of the plan. The supervisory personnel within the Operations Section (e.g., Operations Section Chief) is responsible for implementing the plan for the specific Operational Period. The plan is evaluated at various stages in its development and implementation. The Operations Section Chief may make appropriate adjustments during the Operational Period to ensure the objectives are effectively met.

Step 10 – Obtain New Information (Prepare to Restart the Cycle)

As new information is obtained, the planning cycle continues and starts again with preparing for the objectives meeting.

E.4. PLANNING CYCLE MEETING TEMPLATES

Step 1 Template – Initial Director’s Meeting

Facilitator:	EOC Director or Planning & Intelligence Section Chief	
Purpose:	<ul style="list-style-type: none"> ▪ Review and/or Update EOC Objectives and Action Plan ▪ Establish Operational Periods ▪ Identify Conditions, Actions, and Needs (CAN) 	
Attendees:	Management and General Staff (Section Chiefs and above) (Add members as required)	
1.	Bring meeting to order, conduct roll call, and cover ground rules EOC Management, General Staff, and others) (Plans)	<input type="checkbox"/>
2.	Discuss situation as obtained from field and other EOCs/DOCs (Plans)	<input type="checkbox"/>
3.	Review and/or Update Objectives and/or stock Action Plan (Plans)	<input type="checkbox"/>
4.	CAN Reports (Conditions, Actions, Needs) <ul style="list-style-type: none"> ▪ Management (EOC Director) ▪ Operations (Operations Chief) ▪ Logistics (Logistics Chief) ▪ Finance (Finance Chief) ▪ Planning & Intelligence (Planning & Intelligence Chief) 	<input type="checkbox"/>
5.	Establish Operational Periods (EOC Director)	<input type="checkbox"/>
6.	Review and/or establish the timing of coordination meetings (e.g., Objectives Meeting, Strategy Meeting, Planning Meeting)	<input type="checkbox"/>
7.	Roundtable and Closing Comments (All)	<input type="checkbox"/>
8.	Adjourn (Plans)	<input type="checkbox"/>

Step 2 Template – Objectives Meeting Template

Facilitator:	Planning & Intelligence Section Chief	
Purpose:	<ul style="list-style-type: none"> ▪ Assess previous objectives to determine carry-over items ▪ Identify and prioritize EOC Objectives for the NEXT OPERATIONAL PERIOD ▪ Discuss and resolve limitations in supporting EOC Objectives 	
Attendees:	Operations, Logistics, Finance, Planning & Intelligence, Safety Officer, EOC Director (Add members as required)	
1.	Bring meeting to order, conduct roll call, and cover ground rules EOC Management, General Staff, and others)	<input type="checkbox"/>
2.	Discuss the current situation and assess previous objectives to determine carry-over items	<input type="checkbox"/>
3.	Establish and prioritize EOC Objectives for the NEXT OPERATIONAL PERIOD <ul style="list-style-type: none"> ▪ Management (EOC Director) ▪ Operations (Operations Chief) ▪ Logistics (Logistics Chief) ▪ Finance (Finance Chief) ▪ Planning & Intelligence (Planning & Intelligence Chief) 	<input type="checkbox"/>
4.	Discuss needs for additional plans (e.g., Evacuation Plan, Traffic Plan, etc.)	<input type="checkbox"/>
5.	Roundtable and Closing Comments (All)	<input type="checkbox"/>
6.	Adjourn (Plans)	<input type="checkbox"/>

Step 4 Template – Strategy Meeting

Facilitator:	Operations Section Chief	
Purpose:	<ul style="list-style-type: none"> ▪ Ensure the EOC Action Plan supports the EOC Objectives ▪ Address and resolve coordination or support issues ▪ Identify resources to address limitations ▪ Finalize strategies and responsibilities for the NEXT OPERATIONAL PERIOD 	
Attendees:	Operations, Logistics, Logistics Units, Planning & Intelligence, Safety Officer, EOC Director (Add members as required)	
1.	Bring meeting to order, conduct roll call, and cover ground rules (Planning & Intelligence)	<input type="checkbox"/>
2.	Review current and projected situation (Planning & Intelligence)	<input type="checkbox"/>
3.	Review Approved EOC Objectives (Planning & Intelligence)	<input type="checkbox"/>
4.	Review Draft Strategies (consider resource needs and staffing levels) <ul style="list-style-type: none"> ▪ Management (EOC Director) ▪ Operations (Operations Chief) ▪ Logistics (Logistics Chief) 	<input type="checkbox"/>
5.	Identify logistical capabilities, limitations, and support needs (e.g., Communications, IT, vendor issues, etc.) (Logistics)	<input type="checkbox"/>
6.	Identify, discuss, and mitigate safety issues and requirements (Safety Officer)	<input type="checkbox"/>
7.	Roundtable and Closing Comments (All)	<input type="checkbox"/>
8.	Adjourn (Planning & Intelligence)	<input type="checkbox"/>

Step 6 Template – Planning Meeting

Facilitator:	Planning & Intelligence Section Chief	
Purpose:	<ul style="list-style-type: none"> ▪ Review the Draft EOC Action Plan, adjust as needed ▪ Discuss and resolve issues prior to approving EOC Action Plan ▪ Obtain buy-in/support for EOC Action Plan from Management and General Staff ▪ Obtain EOC Director’s VERBAL APPROVAL of EOC Action Plan 	
Attendees:	Operations, Logistics, Finance, Planning & Intelligence, Safety Officer, EOC Director (Add members as required)	
1.	Bring meeting to order, conduct roll call, and cover ground rules (EOC Management, General Staff, and others) (Planning & Intelligence Chief)	<input type="checkbox"/>
2.	Situation Update (Planning & Intelligence Chief)	<input type="checkbox"/>
3.	Review EOC Objectives and Strategy for the NEXT OPERATIONAL PERIOD	<input type="checkbox"/>
4.	Review all other parts of the Draft EOC Action Plan <ul style="list-style-type: none"> ▪ Management (EOC Director) ▪ Operations (Operations Chief) ▪ Logistics (Logistics Chief) ▪ Finance (Finance Chief) ▪ Planning & Intelligence (Planning & Intelligence Chief) 	<input type="checkbox"/>
5.	Obtain feedback and commitment from General Staff to support the EOC Action Plan	<input type="checkbox"/>
6.	Obtain EOC Director’s VERBAL APPROVAL of the EOC Action Plan	<input type="checkbox"/>
7.	Roundtable and Closing Comments (All)	<input type="checkbox"/>
8.	Adjourn (Plans)	<input type="checkbox"/>

Step 8 Template – Action Plan Briefing

Facilitator:	Planning & Intelligence Section Chief	
Purpose:	<ul style="list-style-type: none"> ▪ Distribute approved EOC Action Plan ▪ A “stand-up” briefing is conducted at the end/beginning of each Operational Period to brief the EOC Action Plan to oncoming EOC Staff 	
Attendees:	All EOC Staff - Distribute the approved EOC Action Plan to all EOC Staff before the briefing begins	
1.	Current Situation Review (Planning & Intelligence Chief or Situation Status Unit Lead)	<input type="checkbox"/>
2.	Weather Conditions (Planning & Intelligence Chief or Situation Status Unit Lead)	<input type="checkbox"/>
3.	Review Objectives from EOC Action Plan (Planning & Intelligence)	<input type="checkbox"/>
4.	Brief out status & strategies Management (EOC Director) Operations (Operations Chief) Logistics (Logistics Chief) Finance (Finance Chief) Planning & Intelligence (Planning & Intelligence Chief)	<input type="checkbox"/>
5.	Provide Logistics Guidance (i.e., forms, process) (Logistics)	<input type="checkbox"/>
6.	Provide Finance/Administration Guidance (i.e., forms, process) (Finance)	<input type="checkbox"/>
7.	Provide other guidance as needed	<input type="checkbox"/>
8.	Provide Safety Guidance (Safety Officer)	<input type="checkbox"/>
9.	Closing Comments (EOC Director)	<input type="checkbox"/>