Atascadero City Council
Staff Report – Fire Department

Multi-hazard Emergency Response Plan Update

RECOMMENDATION:

The Atascadero Disaster Council recommends the City Council:

Adopt Draft Resolution A, thereby adopting the updated Multi-hazard Emergency Response Plan (MERP).

DISCUSSION:

The purpose of the City of Atascadero’s Multi-hazard Emergency Response Plan (MERP) is to prescribe the City’s policies and concepts for responding to emergencies, which could affect the health, safety, environment, and property of the public within the City limits. In addition, the Plan is intended to provide:

- A basis for City coordinated disaster response
- Establish a mutual understanding of the emergency responsibilities and functions of civil government during emergencies
- Identify those historical and major potential disasters that may affect the City
- Provide continuity of government
- Coordinate operations with the emergency service organizations of other jurisdictions.

The original Emergency Plan was adopted in September 1993 and undergoes periodic review and is updated as necessary. The City of Atascadero Multi-hazard Emergency Response Plan (MERP) has been revised to better align this emergency-planning document with Federal, State and local planning documents.

Over the last eight years, staff has participated in a variety of different tabletop exercises; full scale Emergency Operations Center (EOC) activations in both the training setting and real emergency situations. Staff has activated the EOC for wildland
fire simulations, hazardous material releases, and storm events & earthquake disasters. The goal of these simulated emergencies is to test local and regional management capabilities and the interoperability of multiple agencies using the Incident Command System (ICS).

Staff continuously evaluates EOC Management, resource response and ordering, information sharing, and emergency public information and warning systems. Staff has collected suggested changes from the participants of these multiple exercises and sought input from local, State and Federal partners for suggestions that will make the City's plan more useful and compliant with regulatory agencies.

The Disaster Council is made up of the Mayor (Chair of the Disaster Council), City Manager (Director of Emergency Services - DES), Fire Chief (Deputy Director of Emergency Services - DDES) and the Chief of Police. In addition, other department heads and community representatives may serve on this Council as appointed by the Director of Emergency Services. The Disaster Council met March 4th 2011 to review staff’s proposed amendments to the MERP, and recommends the City Council adopt the MERP as proposed. For reference, the meetings' action minutes are attached.

The Multi-hazard Emergency Response Plan consists of three parts:

**Part 1 - The Basic Plan:** Serves as an overview for elements of response that are common to all types of emergencies.

**Part 2 - Hazard-specific Annexes:** Provides a checklist approach to emergencies. Part 2 is maintained independently from Parts 1 & 3 by City staff.

**Part 3 - Support Materials:** References, which are stand-alone documents. These materials are maintained independently of Parts 1 and 2. The materials are intended to provide emergency personnel with information and data to support the City's emergency response effort. Where appropriate, references to the support materials are provided in Parts 1 and 2 of the Plan.

Part 1 is the official portion of the Plan that is periodically brought to Council for review and adoption of proposed amendments. Part 2 & Part 3 are updated by City staff as needed and as new laws are enacted.

**Notable Changes:**

1. **Updated Plan Objectives:**
   - Protect the public and property in the City.
   - Establish official City policy for response to emergencies utilizing both the National Incident Management System, (NIMS) the Standard Emergency Management System, (SEMS) and the Incident Command System (ICS).
   - Identify authorities and assign responsibilities for planning and response activities.
   - Identify the scope of potential hazards which form a basis for planning.
   - Identify other jurisdictions and organizations with which planning and
emergency response activities should be coordinated.

- Establish the City Emergency Organization which will manage emergency response.
- Establish the City's policy for providing emergency information to the public.
- Outline preplanned response actions which will be taken by City emergency personnel to mitigate the emergency's effects.
- Describe the resources available to support emergency response activities.
- Outline the actions necessary to return the City to normal operations as soon as it is practical.
- Guide both City government and the community through a successful recovery process.
- Establish responsibilities for the maintenance of the overall City emergency preparedness program.

2. Comply with Federal Standards


3. City Organization

- Reflects the City’s current staffing structure

4. Updates to Parts 2

- Updates and additions to Part 2 - Hazard-specific Annexes reflect changes in the City structure/job titles and references to new materials added to Part 3 - Support materials. “How staff responds to emergencies”
  - EARTHQUAKE
  - HAZARDOUS MATERIALS
  - MAJOR FIRE
  - STORM/FLOOD
  - CIVIL DISTURBANCE
  - MASS CASUALTY INCIDENT

5. Part 3-Support Materials include:

- Recovery Plan - Working with both the County and the State of California Emergency Management Agency, a new Recovery Plan is being developed.
- Debris Management Plan - The County of San Luis Obispo developed a county wide plan in the year 2000. While the plan is somewhat out of date, the basics are essentially sound. Public Works staff is working with their counterparts in the County to update this plan.
- Mass Casualty Plan - Fire Department staff assisted in the development of a new plan in the year 2007.
- Mass Fatality Plan - The Sheriff-Coroner is about to publish a new plan, which staff has been instrumental in developing.
- Family Assistance Center/Care Plan - is a component of the new Mass Fatality Plan and serves to inform and account for all City
employees and their loved ones.

- Wildland Fire Evacuation Plan - Recently, an evacuation plan was developed for Atascadero’s Westside, utilizing grant funds. These plans were mailed to homeowners.

- Volunteers & Donations - A new Standard Operating Procedure (SOP) has been developed by the Fire Department which outlines practices and protocols for Donations and Volunteer Management. The San Luis Obispo County Fire Chiefs Association has partnered with the American Red Cross through Volunteers Organized to Assist in Disasters (VOAD). Co Chiefs are very active and maintains a liaison with VOAD.

FISCAL IMPACT:

None

ALTERNATIVES:

1. The City Council may adopt the Draft Resolution with changes. However, significant changes would have to be evaluated for consistency with the Federal, State, County and Atascadero Municipal Code requirements.

2. The City Council may reject the proposed changes. If the City Council rejects this plan, the City’s emergency plan will be inconsistent with County, State and Federal emergency plans. This action could result in the City’s ineligibility to receive Federal and State assistance following disasters in the future.

ATTACHMENTS:

1. Part 1 of the Multi-hazard Emergency Response Plan

2. Draft Resolution A

3. Minutes from March 4th 2011 Disaster Council Meeting
City of Atascadero

Multi-Hazard Emergency Response Plan

PART 1

BASIC PLAN

Developed by
Atascadero Fire Department
Kurt Stone, Fire Chief

Spring, 2011
PREFACE

The purpose of the City of Atascadero Multi-hazard Response Plan is to prescribe the City's policies and concepts for responding to any and all emergencies which could affect the health, safety, and property of the public within the City limits. The plan covers all emergencies and it is broken down into the following types of major events:

- EARTHQUAKE
- HAZARDOUS MATERIAL
- MULTI-CAUSALITY INCIDENT
- STORM/FLOOD
- WILDLAND/ MAJOR FIRE
- CIVIL DISTURBANCE/TERRORISM

PLAN ADOPTION

This is the official City of Atascadero Multi-hazard Emergency Response Plan for responding to various emergencies causing damage in the City of Atascadero. The Plan's responsibilities and authorities are effective as indicated below.

______________________________
Tom O'Malley, Mayor

______________________________
Wade G. McKinney, City Manager

______________________________
Date
CITY OF ATASCADERO
MULTI-HAZARD EMERGENCY RESPONSE PLAN

DISTRIBUTION LIST

City Locations
City Manager, City Fire Stations
City Hall, City Attorney
City Clerk, Emergency Operations Center
Public Works Dept., Community Services
Police Department, Community Development
Finance Department

Libraries
Atascadero Library

County and other Local Agencies
County Fire Department: County Fire Chief, Area Fire and Rescue Coordinator
County Office of Emergency Services
Paso Robles and Templeton Fire Departments

State Agencies
California Emergency Management Agency, Region I, Los Angeles
**REVISION PAGE**

This Section is for Plan Holders to record the posting of each Official Plan Revision made by the City. Please enter the revision number, the pages, the date the revision was posted, and the initials of the person posting the revision.

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SECTION I - INTRODUCTION

A. PURPOSE

The purpose of the City of Atascadero Multi-hazard Response Plan is to prescribe the City's policies and concepts for responding to major emergencies which could affect the health, safety, and property of the public within the city limits. In specific annexes the plan covers the city's response in more detail to the following types of emergencies:

- EARTHQUAKE
- HAZARDOUS MATERIAL
- MULTI-CAUSUALTY
- STORM-FLOOD
- WILDLAND-MAJOR FIRE
- CIVIL DISTURBANCE-TERRORISM

B. OBJECTIVES

The objectives of this Plan are to:

- Protect the public and property in the City.
- Establish official City policy for response to emergencies utilizing both the National Incident Management System, (NIMS) the Standard Emergency Management System, (SEMS) and the Incident Command System (ICS).
- Identify authorities and assigns responsibilities for planning and response activities.
- Identify the scope of potential hazards which form a basis for planning.
- Identify other jurisdictions and organizations with which planning and emergency response activities should be coordinated.
- Establish the City Emergency Organization which will manage emergency response.
- Establish the City's policy for providing emergency information to the public.
- Outline preplanned response actions which will be taken by City emergency personnel to mitigate the emergency's effects.
- Describe the resources available to support emergency response activities.
- Outline the actions necessary to return the city to normal operations as soon as it is practical.
- Guide both city government and the community through a successful recovery process.
Establish responsibilities for the maintenance of the overall City emergency preparedness program.

C. PLAN ORGANIZATION


An abstract of each part is provided below:

1. **PART 1 – Basic Plan**

   Part 1, the Basic Plan, serves as an overview for elements of response which are common to all types of emergencies. Policies and objectives for the City are set forth in this section; therefore approval by the City Council is required.

2. **PART 2 - Hazard-Specific Annexes**

   Part 2, contains the hazard-specific plans. These plans are more tactical in nature and changes are frequent, not requiring Council approval. The annexes contained in Part 2 are as follows:

   - Annex A  Earthquake
   - Annex B  Hazardous Material
   - Annex C  Multi-Casualty
   - Annex D  Storm-Flood
   - Annex E  Wildland-Major Fire
   - Annex F  Civil Disturbance-Terrorism

   Each Annex covers the planning elements specific to the type of emergency addressed in it.

3. **PART 3 - Support Materials**

   Part 3 of this plan consists of support materials and references which by themselves are stand-alone documents. These materials are maintained independent of Parts 1 and 2. The materials are intended to provide emergency personnel with information and data to support the City's emergency response and recovery efforts. As appropriate, references to the support materials are provided in Parts 1 and 2 of the plan.

   The Disaster Management Guides provide direction to emergency workers in the implementation of the concepts and policies
applicable to each type of emergency. They give guidance on how, when and by whom emergency actions are performed and give information and references necessary to support emergency workers in their tasks.

The types of documents found in Part III, Support Materials will include:

- City of Atascadero Special Needs Population List
- San Luis Obispo County Emergency Alerting System (EAS) and Sample Messages
- City of Atascadero Resource List (Vehicles and Equipment)
- City of Atascadero Phone Directory (Confidential Numbers-limited distribution)
- San Luis Obispo County Resource Directory
- Recovery plan
- Disaster Management Guides
- Employee Concerns – Family Care Plan
- Debris Management Plan
- Donation and Volunteer Management Information
- Sample legal documents pertaining to emergency declarations, evacuations and curfews.
- Wildland Fire Evacuation Plan

Note: Position specific plan holders may include additional reference materials, i.e. the Finance Section Chief may add pertinent budget documents on spending limits.

D. PLAN COORDINATION

Almost all major emergencies result in response by more than one jurisdiction. Therefore, the city must assure that program development is coordinated with surrounding jurisdictions. Response during emergency must also be coordinated.

The following is a sample listing of jurisdictions where plan development and response coordination is required:

- Federal Emergency Management Agency (FEMA)
- California Emergency Management Agency
- San Luis Obispo County Office of Emergency Services
- San Luis Obispo County Fire Department
- San Luis Obispo County Sheriff
- All Cities within San Luis Obispo County
SECTION II - AUTHORITIES and REFERENCES

A. AUTHORITIES

The following is a listing of authorities and references for the development and implementation of the plan.

1. Federal Authorities
   - Federal Civil Defense Act of 1950 (PL 920)
   - Federal Disaster Relief Act of 1988 (PL 93-288)

2. State Authorities
   - California Government Code (Chapter 7, Division 1, Title 2)
     Section 8550 et. seq. - California Emergency Service Act
   - California Code of Regulations Title 19, Chapter 2, Subchapter 3 sec 2620 et seq.
   - California Government Code sec 8607(a)
   - Standardized Emergency Management System (SEMS) Regulations, Chapter 1 of Division 2 of Title 21 of the Calif. Code of Regulations.
   - California Vehicle Code (Article 4, Chapter 2, Div. 2) Section 2452 - Hazardous Substance Defined.
   - California Vehicle Code (Article 4, Chapter 2, Div. 2) Section 2453 - Hazardous Spill Notification System

3. Local Authorities
   - City of Atascadero Municipal Code. Title 4 Public Safety, Chapter 4 Emergency Organizations and Functions
   - San Luis Obispo County Code (Ord. No. 1384) Chapter 2.80 - Emergency Organization and Functions
   - San Luis Obispo County/Cities Basic Plan for Peacetime
B. REFERENCES

The following is a listing of references used in the development of this emergency plan.

- California Emergency Plan, 1998
- California Emergency Resources Management Plan
- California Fire and Rescue Operations Plan
- California Law Enforcement Mutual Aid Plan
- California Master Mutual Aid Agreement
- California Emergency Medical Services Authority Multi-Causality Incident Guidelines
- City Of Atascadero Fire Department, SOP/SOG Manual
- Federal Response Plan
- FIRESCOPE Field Operations Guide - ICS 420-1
- San Luis Obispo County Basic Plan for Peacetime Emergencies
- San Luis Obispo County Hazardous Materials Emergency Response Plan, San Luis Obispo County OES.
- San Luis Obispo County/Cities Nuclear Power Plant Emergency Response Plan
SECTION III - HAZARD OVERVIEW

This section provides a general overview of the potential threat presented by each of the types of emergencies listed in Part 1, Section I. A detailed hazard assessment for each type of emergency is presented in the hazard-specific annexes found in Part 2 of this plan. Each annex examines the potential effects which could result if an emergency of that type were it to occur.

A. EARTHQUAKE

Five (5) known seismically active faults run through San Luis Obispo County. These include the San Andreas Fault, the Nacimiento-Rinconada Fault, the Los Osos Fault, the Hosgri Fault and the San Simeon Fault. The San Andreas Fault, capable of an 8.5 magnitude earthquake, is the best known of these four and potentially poses the greatest threat. Increases along this fault between Parkfield and Cholame indicate that we are past due for a 5.5 to 7.4 Richter magnitude earthquake in this area.

Potential emergencies or problems that may be triggered as a result of a light-to-heavy damage earthquake impacting the city include: building collapse (particularly un-reinforced masonry structures) causing need for rescue, mass injuries, hazardous materials releases, major fires, utility disruptions, major natural gas leaks, communication disruptions, need for evacuation, command and coordination problems, roadway and transportation system disruptions and hospital/school disruptions, to list a few.

The potential direct and indirect consequences of a major earthquake will severely stress the resources of the city and will require a high level of self-help, coordination and cooperation. Out-of-city assistance from other local, regional, state, federal and private agencies may be delayed by more than 72 hours, depending on the regional severity of the earthquake.

The Fire Department assumes the primary role in the management of an earthquake emergency.

B. HAZARDOUS MATERIALS

A hazardous material is any substance, natural or man-made that may be harmful to life or to the environment. Hazardous materials incidents are any emergency, where these substances are involved. Hazardous materials incidents may occur at fixed facilities, along any air or land transportation route and in unpredictable areas relatively inaccessible by ground transportation. The city contains major transportation arteries, such as US 101 and a major railway, each transporting hundreds of thousands of tons of hazardous materials through and into densely
populated areas of the city each year.

Pesticides and chemicals are stored at numerous sites around the city. Air transportation of hazardous materials poses a small, but still potential hazard. Hazardous waste is often shipped along US 101 to a major dump site, located in the Kettleman Hills near Highway 5.

The potential for a hazardous materials emergency exists primarily through transportation accidents of surface and rail vehicles. Although the probability for a disastrous hazardous materials incident is low, the probability for extreme risk to life and property is high, should such an emergency occur.

The Fire Department assumes the primary role in the management of a Hazardous Materials emergency.

C. MULTI-CASUALTY

Multi-casualty incident involves a sufficient number of injured persons to overwhelm the first responding medical resources or an incident with a significant medical hazard to a large population (natural disaster, hazardous material, etc) or involves evacuation of a medical facility (hospital, convalescent home, etc).

Given the travel routes through the city, the modes of public transportation available (train and airport) and the fact that the city is directly below the normal flight path of the commercial aviation system, a distinct possibility for a large transportation accident exists within the city Limits.

As indicated in the plan, the responsibility for managing the event will be dictated by where and why the event has occurred; however, quite typically these events are managed by Fire Department Agencies.

D. STORM-FLOOD

Rainfall and inclement weather is primarily seen from November through March. Typical rainfall amounts range from 10 to 15 inches over most of the city, however much higher amounts can be expected in the coastal mountains to the West of the city.

Atascadero Creek bisects the city from southwest to northeast and empties into the Salinas River, which forms the eastern boundary of the city. Atascadero Creek runs through the downtown area and several residential areas, running a course parallel to and north of Highway 41/Morro Road. A secondary drainage occurs from Atascadero Lake; this drainage parallels the south boundary of Highway 41/Morro Road.
When rainfall and surface run-off from a storm exceeds a drainage system's capacity to adequately channel and contain the water, flooding may occur. Potential flood problem areas include the downtown area adjacent to Atascadero Creek; Atascadero Creek parallel to Highway 41/Morro Road; the underpass at US 101 and Highway 41; and low lying areas adjacent to the Salinas River. Other problems and hazards associated with flooding and inclement weather include landslides, utility disruptions, power lines down, trees down and transportation route disruptions.

In addition to the threat of standing and running water, storms may pose other, more serious threats to the city. Due to the largely unconsolidated nature of the sedimentary soils found in the city, washout of the materials on which bridges and roads are built may be a major problem. River channel banks currently abut several roads. In addition, slumping of hillsides may result in sections of roads being blocked or carried away.

The Fire Department assumes the primary role in management of a storm emergency or flood and is supported in this role by the Public Works Department.

E. WILDLAND- MAJOR FIRE

The City of Atascadero has a severe threat from wildfire. Each “fire season”, the Fire Department responds to numerous vegetation/wildland fires in and around the city, any of which could become a major conflagration due to steep terrain, the rural nature of the community, and expansion of residential development into high fire-risk areas with brush and dry grass. The large area involved and long reflex time for fire equipment and crews to respond, in some cases requiring as much as 10 minutes to arrive and commence suppression operations, exacerbates the risk from wildfire as does the continued expansion of development into inter-face areas.

Command and coordination of resources, area evacuations/sheltering of those displaced, and reoccupation are major plan components.

The Fire Department assumes the primary role in the management of Wildland or Major Fire emergency.

F. CIVIL DISTURBANCE- TERRORISM

For planning purposes, these two types of events have been combined together. These occurrences are primarily law enforcement responsibilities; however, it is difficult to predict how the emergency(s) may impact the community, as they may occur in a variety of forms.
Successful outcomes to these situations will often require the use of more than one annex of the City Emergency Response Plan. The Plan basis then becomes one more of resource coordination and objectives rather than tactical procedures.

1. **CIVIL DISTURBANCE**

The spontaneous disruption of normal/orderly conduct or out break of rioting or violence, of a large nature, is referred to as civil disturbance or disorder. Civil disorder is a demonstration of popular unrest that may manifest itself in acts of violence and destruction against property and human life. Civil disorder can be spurred by specific events, such as large sporting events and criminal trials or can be the result of long-term disfavor with authority. Civil disorder is usually noted by the fact that normal on-duty Police and Fire Department personnel cannot adequately deal with the situation, until additional resources can be acquired. This is the time frame, when civil unrest can grow to large proportions.

The threat to law enforcement or other city employees can be severe and bold in nature. Securing of essential facilities and services is necessary. Looting and fires can take place as a result of perceived or actual non-intervention by authorities.

High density, event-oriented populations can occur at various times throughout the year. School sporting events, parades, concerts or festivals can attract large numbers of persons, which could present a threat of civil unrest. However, the threat of civil unrest from the indigenous population is minimal compared with the threat that could be posed by a “transient” population attending any of these types of events in the city.

The Police Department assumes the primary role in the management of Civil Disturbance Emergency.

2. **TERRORISM**

Terrorism involves a struggle between competing principles and ideologies below the level of conventional war. Principal targets include military personnel and facilities, commercial establishments, government buildings and property and/or any location where large numbers of people congregate.

The effects of terrorist activities can vary significantly, depending on the type, severity, scope and duration of the activity. Terrorist activities may result in disruption of utility services, property damage, injuries and the loss of lives.
While San Luis Obispo County is a low population area, with generally low population density, when compared with major metropolitan areas, the possibility of a terrorist action, which might have an impact on the city, cannot be discounted. Terrorist actions may include biological, chemical, incendiary, explosive, nuclear/radiological, or electronic (such as software system) attacks.

The Police Department assumes the primary role in the management of Terrorism.
SECTION IV – PLANNING BASIS

This section discusses the planning basis for each type of emergency addressed in this plan. It covers the planning, regulation, guidance, concepts and policies, which form the city’s foundation for response to each of the types of emergency(s) covered by this plan. The City of Atascadero Multi-hazard Emergency Response Plan, including the Hazard Specific Annexes, were developed using State Multi-hazard functional planning guidelines and as such, complies with State and Federal mandates. Compatibility with San Luis Obispo County Multi-hazard Emergency Response Plans was built into the city’s plan. Common elements in the plan include: an annual review and update of all plans, regular field or tabletop exercises for all plans, development of Standard Operating Procedures (SOP’s) for field level operations by each involved city department, automatic EOC activation points and incident management using The National Emergency Management (NIMS), SEMS (Standard Emergency Management System) and ICS (Incident Command System).

A. EARTHQUAKE

The effects of a major earthquake will be widespread, quickly exhausting resources and requiring extensive outside aid. The Earthquake Annex of this plan concentrates on obtaining and coordinating these resources through use of the Incident Command System and establishment of an Emergency Operations Center. The San Luis Obispo County Emergency Response Plan was a primary reference to assure that coordination with San Luis Obispo County efforts would occur. Areas of responsibility for city departments are outlined and the development of Standard Operating Procedures for each department is assigned.

B. HAZARDOUS MATERIALS

The release of hazardous materials, into the environment, can cause a wide range of problems. The Hazardous Materials Emergency Response Plan determines responsibilities and outlines a management system (ICS) and Standard Operating Procedures used to mitigate the effects of such an event. Incident Commander authority is determined based on incident location. Assistance for mitigation, clean-up and funding is addressed. Evacuation of significant portions of the City is planned for as is a chain of mandatory regulatory agency notifications.
C. **MULTI- CASUALTY**

The Multi-Casualty Incident (MCI) Plan has been developed, on a county wide basis, to provide an organized emergency medical response to an incident or incidents that involve numerous victims.

The goals of the plan are to organize and implement a countywide system Emergency Medical System (EMS) plan of action. To manage multi-casualty incidents, provide the greatest medical good for the greatest number of patients, give early notification to area hospitals so they can assess and prepare their casualty care capabilities, early triage and separation of specific patient problems to ensure their distribution to the most appropriate hospital, avoid patient overload at any one hospital, ensure all EMS agencies follow the same Multi-Casualty Incident Plan of action.

D. **STORM- FLOOD**

The occasional seasonal effects of heavy winter storms have historically caused short term problems within the city. The Storm/Flood Plan designates the Fire Department as the managing agency for battling the effects of a flood. The plan identifies a management organization and emergency resources and facilities.

E. **WILDLAND- MAJOR FIRE**

The effects of a large-scale wildland fire or major structure fire(s) will require many fire suppression resources be brought into the city. A quick response and efficient management of these resources is addressed. Also, the establishment of a unified command with the County Fire Department is set as a priority. Evacuation and securing of fire damaged areas via Police assistance is also a prime planning element.

F. **CIVIL DISTURBANCE- TERRORISM**

The handling of any civil disturbance is very delicate in nature. Our actions in response to civil disturbance should attempt to prevent an escalation of the situation and to protect people and property. We should constantly evaluate the situation and respond at a level necessary to control or mitigate confrontations. This annex identifies a management plan and addresses actions and resources necessary for civil disturbance emergencies.
It is prudent to increase preparedness and awareness efforts in addressing the threat of terrorism throughout the nation, including San Luis Obispo County. There are a number of emergency management systems and procedures which could be put into play, should an event occur locally. The specific type of terrorist act will dictate which specific plan will best handle the event. Any event of consequence will see significant Federal Government intervention and support based on the national security concerns.
SECTION V - EMERGENCY MANAGEMENT

A. DISCUSSION

The City will manage emergencies using the National Incident Management System (NIMS), the Standard Emergency Management System (SEMS) and the Incident Command System (ICS). These management systems are designed for incidents involving a multi-jurisdictional response. They provide effective direction and control of an emergency from the time of notification, through all its stages, until the situation de-escalates to a point where emergency resources are no longer needed. Note: The National Incident Management System (NIMS) includes additional components for Emergency Preparedness, Communication and Information Management and Joint Information Sharing. The intent of this system is a more coordinated approach to disaster management at the national level. Following NIMS is required to receive Federal disaster recovery funding.

On February 28, 2003, the President issued Homeland Security Presidential Directive 5 (HSPD–5), “Management of Domestic Incidents,” which directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). This system provides a consistent nationwide template to enable Federal, State, tribal, and local governments, nongovernmental organizations (NGOs), and the private sector to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity. This consistency provides the foundation for utilization of NIMS for all incidents, ranging from daily occurrences to incidents requiring a coordinated Federal response.

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

B. STANDARD EMERGENCY MANAGEMENT SYSTEM (SEMS)

In an emergency, governmental response is an extraordinary extension of responsibility and action, coupled with the normal day-to-day activities associated with governing. Any emergency event of major consequence will more than likely overwhelm local government resources, requiring assistance from a multitude of agencies. The Standardized Emergency
Management System (SEMS), which has been adopted by the City of Atascadero, establishes a state-wide standard response structure and basic protocols to be used by all agencies in both emergency response and recovery to a major event. Its authority and structure can be found in Chapter 1 of Division 2 of Title 19 of the California Code of Regulations.

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

C. INCIDENT COMMAND SYSTEM

ICS consists of several components. When applied together, the following provide the basis for effective emergency management:

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

The modular aspect of ICS establishes a dynamic emergency organization based on the resources needed to support all phases of an emergency. The organization’s staff will be integrated from the top down. If a situation escalates, additional resources can be brought into the organization. Likewise, when the situation de-escalates, resources can be released when they are no longer needed.

D. CITY EMERGENCY ORGANIZATION

Table V-1, found at the end of this section, lists the city personnel that will be trained to fill the emergency positions shown. Each position has alternate personnel. Some personnel are cross-trained to fill several positions. The staffing and actual structure of the organization will vary based on the type and severity of the emergency. The Incident Management Organization is headed by the Incident Commander (IC). The IC has overall responsibility for the city's emergency management. By ordinance, the City Manager is designated as the Director of Emergency Services and is to provide policy guidance to the Incident Commander. (See note below)

Depending on the type of emergency as described in Section III, the
highest ranking on duty Police or Fire Officer will act as the IC at the onset. When a designated Incident Commander arrives at the City Emergency Operations Center (EOC), the acting IC will relinquish command and act as Deputy Incident Commander until command is stable and the arriving Incident Commander has been briefed. When the Incident Management Organization is mobilized, the Incident Commander is supported by five functional groups.

The functional ICS groups are:

- Command Staff
- Operations Section
- Planning Section
- Logistics Section
- Finance Section

Each of these groups is headed by a Section Chief, except for Command which includes the Incident Commander and a support staff. The Section Chiefs comprise the General Staff, which is the management core under the Incident Commander. The Section Chiefs may activate functions as needed to support Section Operations.

**Note:** Large, complex incidents may require the use of more than one IC, typically positioned in the field. In these situations the City Manager will become the EOC Director and will be responsible for establishing objectives and prioritizing resources with advice and counsel from the Administrative Policy Group.

**E. RESPONSIBILITIES**

This section outlines the general responsibilities of the functional Incident Management Organization groups.

1. **Incident Commander**

The Incident Commander has responsibility for all emergency operations. Depending on the type of emergency, personnel authorized to act in the capacity of Incident Commander are as follows:

- Fire Chief
- Police Chief
- Public Works Director
- Designated Fire and Police Department Personnel
- City Manager
The Incident Commander's responsibilities include:

- Directing the Command Staff and General Staff.
- Developing and implementing strategic decisions.
- Approving the order and release of resources.
- Activating ICS elements.
- Ensuring planning meetings are conducted.
- Approving and authorizing implementation of Incident Action Plans.
- Determining information needs and informing the Command Staff.
- Reviewing and authorizing the release of information to the news media and public.
- Ensuring the general welfare and safety of Incident Management Organization personnel.
- Approving the plan for demobilization and recovery.

2. **Safety Officer**

The Safety Officer is responsible for monitoring and assessing hazardous and unsafe situations and developing measures for assuring personnel safety. The Safety Officer will make recommendations to the IC to correct unsafe acts or conditions. The Safety Officer will provide input in the development of Incident Action Plans regarding safe operations conduct.

3. **Information Officer/Liaison Officer**

The Information Officer is responsible for formulating and releasing information about the emergency to the news media and the general public. The Liaison Officer serves as the primary contact for outside agencies. In some situation the Information Officer and the Liaison Function may be handled by one person. In large-scale emergency situations additional staff may be required in order for this function to operate effectively.

The Information Officer’s/Liaison Function responsibilities include:

- Gathering and disseminating emergency information.
- Obtaining Incident Commander approval for the release of information.
- Coordinating the release of emergency information to the public and news media with other agencies.
- Responding to special requests for information.
- Providing information about the emergency to the Incident Management Organization.
- Identifying contacts and communication links with outside
agencies and organizations.

- Providing information to and responding to requests from interagency and intra-agency contacts.

4. **Admin/Policy Group**

Headed by the Mayor and City Council and supported by the City Manager, City Clerk and City Attorney, this group will provide legal and long range policy as the emergency effects the overall operation of the City. Direction to the Incident Commander must be updated on a regular basis. **Note:** In large complex incidents the City Manager may become the EOC Director - see page 20.

5. **Operations Section**

This Section is headed by the Operations Section Chief who is a member of the General staff. The Section is responsible for the following operations:

- Providing and coordinating fire protection services.
- Providing and coordinating emergency medical services for the City.
- Providing and coordinating law enforcement services, including assisting other law enforcement agencies in traffic management.
- Providing and coordinating public works services, including providing and placing barricades and signs for traffic management activities.
- Establishing and managing staging areas.
- Ensuring the general welfare and safety of section personnel.
- Coordinate with the Red Cross to providing for the shelter and welfare of the general public.

The Fire Service, Law Enforcement, Public Works, Shelter Welfare and the Medical Branches are examples of functions, which will operate under the direction of the Operations Section Chief.

6. **Planning Section**

This Section is headed by the Planning Section Chief who is a member of the General Staff. The Section is responsible for obtaining, evaluating, disseminating and using information concerning the developing status of the emergency. This information is needed by the Incident Management Organization to have an understanding of the current situation and develop appropriate courses of action to effectively manage the emergency.
response.

The Resources Unit, Situation Unit, Documentation Unit, and Technical Specialist are examples of functions which will operate under the direction of the Planning Section Chief.

7. **Logistics Section**

This Section is headed by the Logistics Section Chief who is a member of the General staff. The Section Chief, with assistance from several units, is responsible for providing the Incident Management Organization with logistical needs such as facilities, communications, equipment, and supplies. The Chief is also responsible for ensuring the general welfare and safety of section personnel.

The Equipment Unit, Communications Unit, Facilities Unit, Food Unit, and Supply Unit are examples of functions which will operate under the direction of the Logistics Section Chief.

8. **Finance Section**

Headed by the Finance Section Chief, who is a member of the General staff, this Section is responsible for all financial and cost aspects associated with the emergency. The Chief manages and is assisted by four units; the Time Unit, Procurement Unit, Cost Unit, Compensation and Claims Unit. These are examples of function which will be under the direction of the Finance Section Chief.
TABLE V-1

CITY OF ATASCADERO

INCIDENT MANAGEMENT ORGANIZATION CHART

The following section outlines position assignments for Incident Management Organization members. The assignments are made corresponding to position within the regular city organization structure by position only; to obtain the names and phone numbers that correspond to these positions, reference the City EOC Plans resource directory. Members of the regular city organization that are assigned to the Incident Management Organization shall be made aware of their assignment and offered special training for their incident management function. These assignments are recommendations only. Any person familiar with the ICS may be used to fill positions that are short on personnel, especially in the early stages of an incident.

<table>
<thead>
<tr>
<th>Position</th>
<th>Primary</th>
<th>Alternate</th>
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</thead>
<tbody>
<tr>
<td>Administration/Policy</td>
<td>City Council</td>
<td>None</td>
</tr>
<tr>
<td></td>
<td>City Manager</td>
<td></td>
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<tr>
<td></td>
<td>City Clerk</td>
<td></td>
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<tr>
<td></td>
<td>City Attorney</td>
<td></td>
</tr>
<tr>
<td>Dir. of Emergency Service</td>
<td>City Manager</td>
<td>Fire Chief</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Police Chief</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Designated Representative</td>
</tr>
<tr>
<td>Incident Commander/Unified Command</td>
<td>Fire Chief</td>
<td>Fire Captain</td>
</tr>
<tr>
<td></td>
<td>Police Chief</td>
<td>PD Commander</td>
</tr>
<tr>
<td></td>
<td>Public Works Director</td>
<td>Designated Representative</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Information Officer</td>
<td>Fire Dept. PIO</td>
<td>Asst. to City Manager</td>
</tr>
<tr>
<td></td>
<td>Police Dept. PIO</td>
<td></td>
</tr>
<tr>
<td>Finance Section Chief</td>
<td>Dir. of Admin. Services</td>
<td>Deputy Admin. Serv. Director</td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>*Liaison</td>
<td>PD Commander</td>
<td>Fire Captain</td>
</tr>
<tr>
<td>*Operations Section Chief</td>
<td>Fire Captain</td>
<td>PD Commander</td>
</tr>
<tr>
<td>*Planning Section Chief</td>
<td>Community Dev. Dir.</td>
<td>Public Works Director</td>
</tr>
<tr>
<td>*Logistics</td>
<td>Community Services Dir.</td>
<td>City Engineer</td>
</tr>
</tbody>
</table>

*Interchangeable Positions – Any position listed in this section can be filled by any listed Primary or Alternate.
SECTION VI - CONCEPTS OF OPERATION

This section outlines the concepts under which the city will respond to emergencies. Though the city's response to emergencies will depend on the type and magnitude of the situation, many elements of response are similar.

A. BASIC ELEMENTS OF EMERGENCY RESPONSE

Some of the basic elements of emergency response common to all types of emergencies include the following:

- Event Recognition
- Notification of Response Personnel
- Mobilization of Response Personnel
- Activation of Emergency Response Facilities and Resources
- Situation Reporting and Assessment
- Public Alerting and Information
- Protective Action Determination and Implementation
- Re-entry and Recovery

A response to a major emergency will involve all the above elements. The type and magnitude of the emergency will determine the level of response necessary.

Some emergencies can be preceded with a buildup period lasting from hours to days, which if recognized, provides advanced warning to the population groups which might be affected. In certain instances, all of the emergencies addressed in the plan could be preceded by events that could be recognized as advance warning. These slowly building events allow the emergency organizations and resources to be mobilized and prepare for emergency response. In other instances, emergencies can occur with little or no advance warning. This will require emergency organizations and resources to be mobilized just prior to or after the onset of the event.

Since emergency preparedness involves planning for worst-case events, the City of Atascadero must be prepared to respond promptly and effectively and have provision for mutual aid resources, if the response effort requires resources beyond the city’s capabilities.

The hazard-specific annex in Part 2 of this plan provide the detailed concepts of operations for each type of emergency addressed in this plan.
B. MUTUAL AID CONCEPTS

It shall be the policy of the city to utilize mutual aid as the primary means to extend personnel and resources for the City's Emergency Organization. Mutual aid procedures should be consistent with the California Master Mutual Aid Agreement, California Law Enforcement Mutual Aid Plan, California Fire and Rescue Mutual Aid System and the San Luis Obispo County Fire and Rescue Mutual Aid Plan. Mutual Aid, like the Incident Command System, is provided under the broad direction of the requesting jurisdiction and under the direct control of the aiding jurisdiction/agency. All assisting agencies that support this plan should work in cooperation with other local, state, federal and private agencies in an effort to maximize resources and minimize damages. It is further understood that mutual aid may be severely delayed and will require extreme cooperation between local surviving agency resources.

C. CONTINUITY OF GOVERNMENT

A major disaster could result in great loss of life and property, including the death or injury of key government officials. At the same time, there could be partial or complete destruction of established seats of government and the destruction of public and private records essential to continued operations of government and industry.

In the aftermath of a major disaster, law and order must be preserved and essential government services must be maintained. This is best accomplished by civil government. To this end, it is particularly essential that local units of government continue to function.

1. LINES OF SUCCESSION

Article 15 of the California Emergency Services Act provides the authority, as well as the procedures to be employed, to ensure continued function of government through the appointment of political positions, chief executives and department heads should they be unable to serve in a time of emergency. In general, the act allows for the governing body to designate and appoint up to three standby officers for positions it deems necessary. Table VI-1, at the end of this section, delineates the lines of succession for the City of Atascadero.

2. TEMPORARY CITY SEAT AND EOC

If, for any emergency situation, the normal seat of government is unusable, the seat of city government will be moved to the Atascadero Lake Pavilion.
Should, for any emergency situation, the City’s primary EOC, which is located at the Police Department, 5505 El Camino Real, be unusable a secondary EOC will be located at Fire Station #1, 6005 Lewis Ave.

3. VITAL RECORDS

The City Clerk is responsible for the vital Records of the City of Atascadero and a records management system is in place. Records are kept in a variety of ways; hard copy, electronically and by a microfiche system. Records are stored at City Hall, in various departments and at an offsite commercial records storage facility. A system for backing-up all electronic data is also in place.
<table>
<thead>
<tr>
<th>SERVICE- DEPARTMENT</th>
<th>TITLE- POSITION</th>
</tr>
</thead>
</table>
| City Manager / Emergency Services Director | 1. City Manager  
                                         2. Fire Chief  
                                         3. Police Chief  
                                         4. Public Works Director  
                                         5. Dir. Of Community Development |
| City Clerk                      | 1. City Clerk  
                                         2. Deputy City Clerk  
                                         3. Director Administrative Services |
| Human Resources                 | 1. Community Services Dir.  
                                         2. Admin Asst. - Personnel  
                                         3. Police Commander |
| Fire                            | 1. Fire Chief  
                                         2. Fire Captains |
| Police                          | 1. Chief of Police  
                                         2. Commander  
                                         3. Watch Sergeant |
| Administrative Services (Finance)| 1. Director Administrative Services  
                                         2. Deputy of Administrative Services |
| Public Works                    | 1. Director  
                                         2. City Engineer  
                                         3. Superintendent of Streets |
| Community Development (Planning)| 1. Dir. of Community Development  
                                         2. Deputy Dir. of Public Works (1)  
                                         3. Deputy Dir. of Public Works (2) |
| Information Systems             | 1. Technology Director  
                                         2. Systems Administrator |
SECTION VII - EMERGENCY RESOURCES

A. EMERGENCY FACILITIES

The Support Materials Section (Part III) of this plan provides a description of City emergency resources and facilities. It also provides guidance in the activation and operation of the City EOC, which is located at the Police Department and placed in service by the IT Department.

The Disaster Preparedness Committee shall direct City Departments (Fire, Police, Public Works and others) to establish and maintain emergency equipment, supplies, facilities and communications systems for use in disaster situations.

B. EMERGENCY EQUIPMENT AND SUPPLIES

Emergency equipment and supplies inventory levels will be established by the City Disaster Preparedness Committee. Emergency vehicles, equipment inventory and a listing of available supplies are found in Part III of the Multi-Hazard Plan.
SECTION VIII - PROGRAM MAINTANANCE

A. DISASTER COUNCIL

A Disaster Council has been established (City of Atascadero Municipal Code Title 4, Public Safety, Chapter 4, Emergency Organizations and Functions) to oversee and coordinate disaster preparedness measures in the City. The committee is chaired by the Mayor and is composed of the City Manager, (who is the Director of Emergency Services), the Assistant City Manager and the Chiefs of the Emergency Services Departments. The Disaster Council is empowered to develop and recommend for adoption by the City Council, Emergency and Mutual Aid Plans and Agreements for the City.

The Director of Emergency Services (City Manager) has directed that a Disaster Preparedness Committee be established to assist the Disaster Council with its work. This Committee is chaired by the Fire Chief, or his representative, and is comprised of representatives of the Police Department, Public Works Department, Community Services and from City administration. This Committee is strictly a work group for pre-disaster preparedness and does not convene during the emergency phase of operations.

B. PLAN AND PROCEDURE MAINTENANCE

This plan, in its entirety, will be reviewed, maintained and updated on a yearly basis by the Chief of the Fire Department, or his designated representative. The Basic Plan (Part 1) sets objectives and policy for the City and therefore changes require the approval of the City Council. Parts II and III, Hazard Specific Annexes and Support Documents, are tactical and reference documents and contain information which changes frequently. The Fire Department will also be directly responsible for updating and revising the Hazard Specific Annexes and related Support Materials, without the need for City Council approval.

Department SOP’s, specific to the disaster annexes (i.e. Earthquake, Hazardous Materials, Flood and Wildland Fire Emergencies) shall be developed, maintained and updated on a yearly basis by each department (i.e. Public Works, Police, Community Services). Each department shall send an updated copy of their SOP’s to the City Fire Department.

C. EMERGENCY RESOURCES MAINTENANCE

The Disaster Preparedness Committee shall direct City Departments to establish and maintain emergency equipment, supplies, facilities and communications systems for use in disaster situations.
D. **TRAINING**

It is the policy of the City to sponsor and coordinate an annual disaster drill or exercise on a particular City emergency response plan. The Fire Department will develop and administer the drills or exercises. The primary purpose of these events will be to evaluate and improve the particular emergency response plan that the event is based on. The exercise or drill should also provide a beneficial training and learning experience to all its participants.

All actions during the exercise will be observed and recorded by a multi-department/jurisdictional evaluator group made up of the departments participating in the exercise. A general "no fault" discussion and review will follow the exercise. This will afford department members and the evaluator group with an opportunity to jointly comment on perceived strengths, weaknesses and needed improvements on the particular emergency response plan exercised. An evaluator group meeting will follow the review for the purpose of recording on a consensus basis specific recommendations for plan improvement. These recommendations should then be submitted to the Atascadero Fire Department within 30 days after the actual exercise.
DRAFT RESOLUTION A

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ATASCADERO, CALIFORNIA ADOPTING THE UPDATED MULTI-HAZARD EMERGENCY PLAN

WHEREAS, the preservation of life and property is an inherent responsibility of local, state and federal governments; and

WHEREAS, no plan can prevent death and destruction, but good plans carried out by knowledgeable and well trained personnel can and will minimize losses; and

WHEREAS, the City of Atascadero has prepared a Multi-hazard Emergency Plan to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the civilian population in time of emergency; and

WHEREAS, Part 1 of the MERP establishes the emergency organization, assigns tasks, specifies policies and general procedures, establishes emergency lines of succession and provides for coordination for planning efforts of the various emergency staff and service elements; and

WHEREAS, Part 1 of the MERP lists and empowers City staff to develop, use and maintain Hazard Specific Annexes (Part 2) and Resource Directories (Part 3); and

WHEREAS, the objective of this plan is to incorporate and coordinate all City facilities and personnel into an efficient organization capable of responding in the event of an emergency.

THEREFORE, BE IT RESOLVED, the City of Atascadero hereby adopts the updated Multi-hazard Emergency Response Plan.

PASSED AND ADOPTED by the City Council, City of Atascadero at a regular meeting thereof held on the 10th day of May 2011, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

_______________________________
Tom O’Malley, MAYOR

ATTEST:

______________________________
MARCIA TORGERSON, CITY CLERK
Disaster Council Meeting  
March 4, 2011    10:00 a.m.

Present: Mayor Tom O’Malley, City Manager Wade McKinney, Fire Chief Kurt Stone, Acting Police Chief Stephen Gesell, Administrative Assistant Victoria Randall

Mayor O’Malley called the meeting to order at 10:00 a.m.; Chief Stone distributed handouts for discussion.

1. Review the AMC Chapter 4 “Emergency Organizations & Functions” title 4.01 through 4.11

Chief Stone summarized the Code section for the Disaster Council (D.C.). Members discussed D.C. membership (section 4.04).

MOTION: By Chief Stone and seconded by Chief Gesell to appoint Captain Bill White Vice Chairman of the Disaster Council.  

Motion passed by consensus.

2. Review proposed updates to the MERP

Chief Stone shared a copy of the Multi-hazard Emergency Response Plan (MERP) Update and reviewed the changes made over the last five years. Chief Stone suggested that the City Council adopt Parts 2 and 3 of the MERP update by title only, to allow staff some flexibility with operational changes.

MOTION: By City Manager McKinney and seconded by Chief Gesell to recommend that the City Council adopt the MERP Update, changing Parts 2 and 3 to be adopted by title only.  

Motion passed by consensus.

3. Review the updated timeline for the Hazard Mitigation Plan

Chief Stone provided a copy of “Hazard Mitigation Plan” & timeline for the update. Tom Way, retired Fire Captain, has been contracted to update the plan which is required every five years. The plan was created in 2005 and was funded by a grant.

4. Update the Disaster Council on the new ‘Ready! Set! Go!” program which will replace “Living with Fire”  
Get ready -- create a defensible space  
Get set-- prepare your family  
Go -- evacuate early, rather than trying to fight it out

Meeting adjourned at 10:43 a.m.