

EMERGENCY OPERATIONS PLAN

Part II: Hazard Annexes

Wildfire

City of Brisbane

November 2018



TABLE OF CONTENTS

1.0 INTRODUCTION	1
1.1 PURPOSE.....	1
1.2 SCOPE	1
1.3 SITUATION	1
1.4 PLANNING ASSUMPTIONS	3
2.0 CONCEPT OF OPERATIONS	4
2.1 INCREASED READINESS (MONITORING)	4
2.1 RESPONSE.....	4
2.2 SHORT-TERM RECOVERY	5
3.0 OBJECTIVES.....	5
3.1 GENERAL OBJECTIVES	5
3.2 ENHANCED READINESS (MONITORING) OBJECTIVES	5
3.3 RESPONSE OBJECTIVES	6
3.4 SHORT-TERM RECOVERY OBJECTIVES	7
4.0 ROLES AND RESPONSIBILITIES	8
4.1 CITY ADMINISTRATION.....	8
4.2 FINANCE.....	8
4.3 NORTH COUNTY FIRE AUTHORITY.....	8
4.4 MARINA	8
4.5 HUMAN RESOURCES.....	9
4.6 INFORMATION TECHNOLOGY	9
4.7 BUILDING & PLANNING	9
4.8 POLICE	9
4.9 PARK & RECREATION.....	9
4.10 PUBLIC WORKS	9
4.11 BRISBANE WATER & GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT.....	10
4.12 CITY COUNCIL / MAYOR.....	10
4.13 LOCAL UTILITY PROVIDER	10
ATTACHMENT 1: ESSENTIAL ELEMENTS OF INFORMATION (EEIs).....	11
ATTACHMENT 2: SAMPLE PUBLIC INFORMATION MESSAGES FOR WILDFIRE	12



1.0 INTRODUCTION

1.1 PURPOSE

This Annex to the City of Santa Rosa's Emergency Operations Plan (EOP) is intended to ensure an effective and coordinated response to a significant wildfire event. This annex provides direction for city departments, community groups and allied stakeholders ensuring interagency coordination in accordance with the City's EOP, the California Emergency Services Act, the Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS).

This Annex is designed to accomplish the following:

- Serve as a planning document to support further development of major incident plans by City departments and agencies.
- Provide an overview of the threats that wildfire poses to City and define the potential range of impacts.
- Provide the response management team with contextual information to guide initial response planning.

1.2 SCOPE

This Annex has been developed in accordance with the City EOP. In keeping with the EOP's "all-hazards" approach for local emergency management, the response policies and protocols for a wildfire event will align with those established in the EOP. The Annex supplements the EOP by providing considerations for a response to a major wildfire event in the City.

This Annex is primarily focused on response and short-term recovery operations. Elements related to preparedness, long-term recovery, and mitigation are addressed in the City's EOP and San Mateo County Hazard Mitigation Plan (2016).

This Annex does not alter existing City department emergency response standard operating procedures (SOPs), processes, or resources. Emergency response agencies (such as fire, law enforcement, and emergency medical services [EMS]) will adhere to existing department SOPs in accordance with all legal requirements.

1.3 SITUATION

According to the California Governor's Office of Emergency Services (Cal OES), wildfire "represents the third most destructive source of hazard, vulnerability, and risk, both in terms of recent state history and the probability of future destruction of greater magnitudes than previously recorded¹. The most damaging type of fire is the Wildland-Urban Interface (WUI) fire which occurs where the built environment and natural areas are intermixed (i.e. the border of urban areas).

Unlike other natural hazards such as flood, wildfires can rapidly escalate in size and threat. Major fires can generate their own wind patterns moving the fire in rapid and unexpected directions. Secondary effects of wildfire may include economic losses, reduction in harvestable timber, contamination of reservoirs, destruction of transmission lines, and contribute to flooding and mudslides².

A major fire may result in hazardous debris including destroyed or damaged structures, weakened infrastructure, damaged trees as well as ash containing lead, asbestos or household hazardous waste.

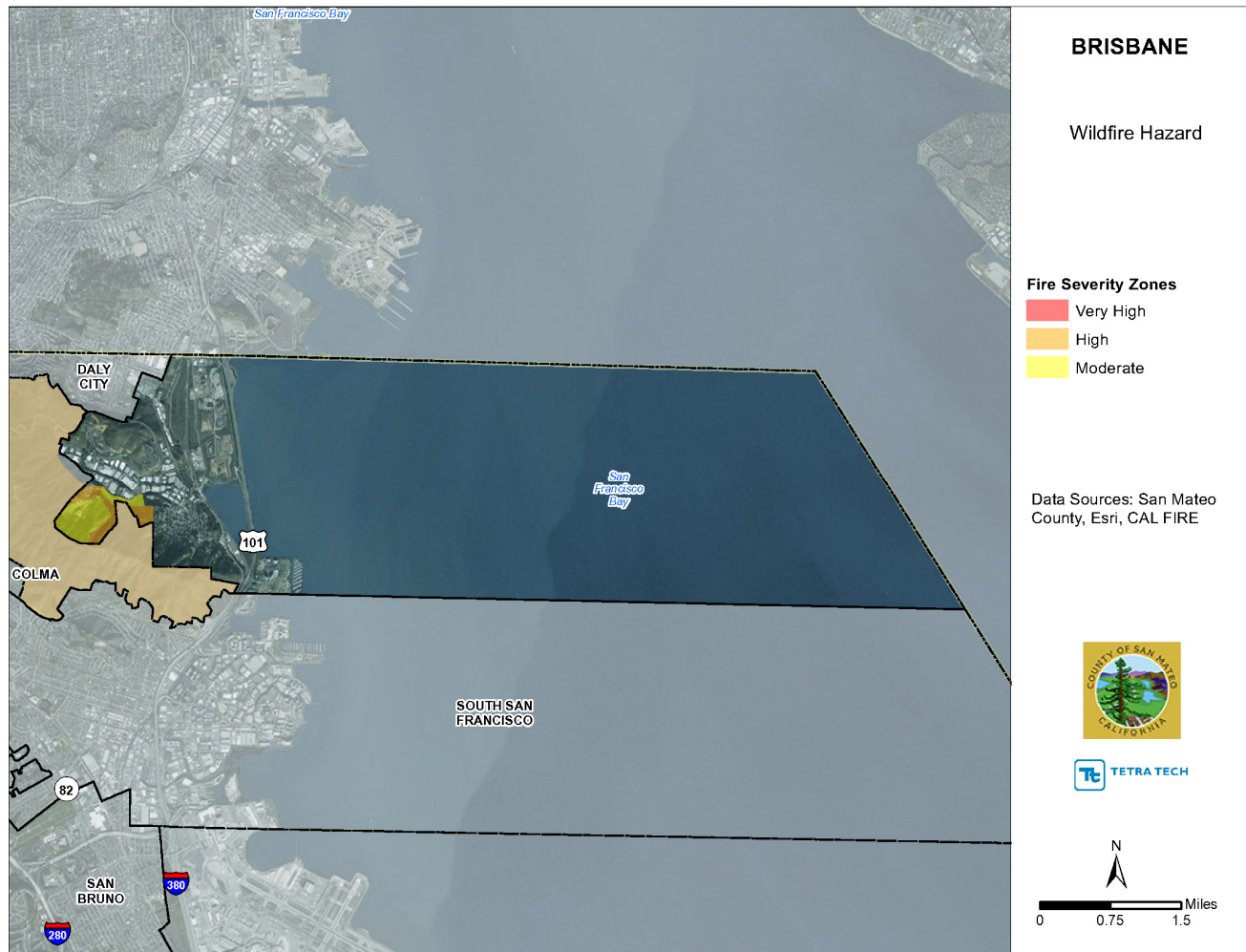
¹ [California State Hazard Mitigation Plan, 2013](#)

² San Mateo County Hazard Mitigation Plan, Volume 1, July 2016



The City directly abuts privately-owned and state-owned lands for which the California Department of Forestry and Fire Protection (CAL FIRE) has primary responsibility for fighting wildland fires—these are known as State Responsibility Areas (SRAs). In a major wildfire, multiple local fire agencies and CAL FIRE may form a Unified Command (UC) to manage the incident. This command structure may address tactical operations, coordinate fire mutual aid resources, and organize logistics and public information. Additionally, there are areas within and adjacent to the City which are defined as a Mutual Threat Zone (MTZ). Fires that originate in the MTZ will get an initial response from Brisbane Fire, other local fire agencies, and CAL FIRE.

FIGURE 1: BRISBANE WILDLAND FIRE SEVERITY ZONES³



³ Excerpted from the San Mateo County Hazard Mitigation Plan



The National Weather Service issues Red Flag Warnings and Fire Weather Watches to alert fire departments and residents of the onset, or possible onset, of critical weather and dry conditions that could lead to rapid or dramatic increases in wildfire activity.

- Red Flag Warnings are issued for weather events which may result in extreme fire behavior that will occur within 24 hours. A Red Flag Warning is the highest alert.
- Fire Weather Watches are issued when dangerous weather conditions could exist in the next 12 to 72 hours.

1.4 PLANNING ASSUMPTIONS

1.4.1 Impact Assumptions

This Annex is based on a developing wildfire causing significant actual or potential loss of property. General impacts may include:

- Hundreds of residents may need to be alerted and evacuated with little or no notice.
- Hundreds of residents may require shelter because of evacuation or damage to homes.
- Electrical service and voice/data/radio communications may be impacted due to downed lines or damage to transmitters/antennas.
- Damage or loss of power to water and wastewater collection systems may cause disruption of vital services.
- Smoke will present visibility issues for residents and responders as well as indirect public health risks.
- A major wildfire event could generate tons of debris including construction and demolition, damaged trees, and hazardous waste.
- Structural damage to transportation infrastructure may take weeks or months to repair. These systems may be damaged or disrupted including bridges, roads, signage, and barriers.

1.4.2 Response Assumptions

- City residents have little or no experience with wildfire evacuations. This could significantly delay or disrupt evacuation operations.
- Law enforcement will be significantly challenged to coordinate and conduct notification, evacuation, and traffic management missions.
- A wildfire incident may impact the City with little or no warning. In a no-notice event, there may be insufficient time to notify local residents, prepare the City's emergency response organization and implement the City's Emergency Operations Plan.
- Additional law enforcement resources may be needed to maintain public order, augment rescue operations, and secure critical operations.
- The demand for emergency public information will be immediate and sustained. Social and traditional media coverage will be extensive.
- Assistance in the form of spontaneous volunteers, donated goods, and monetary donations will begin to flow into the City. Although this may provide desperately needed resources, it will create coordination and logistical support challenges.



2.0 CONCEPT OF OPERATIONS

The EOP defines the City's general emergency response organization, authorities, policies, priorities, and procedures. In the event of a significant wildfire event, this Annex provides potential specific objectives that the emergency response organization may integrate into its operations (see Section 3 – Objectives).

2.1 INCREASED READINESS (MONITORING)

Once weather forecasts and fire conditions indicate a potential for a significant wildfire event, City departments may increase their readiness to conduct response operations. These efforts may include:

- Enhanced staffing
- Adjusting work hours
- Ready equipment and supplies
- Reducing non-critical operations
- Conducting protective operations
- Increased observation and monitoring of areas at greatest risk

The City's Emergency Operations Center (EOC) may be activated to develop enhanced situational awareness, expedite decision making, conduct stakeholder coordination, develop public information, and provide greater support to City departments.

2.1 RESPONSE

The City will provide immediate response via its public safety departments coordinating in the field via the Incident Command System (ICS). The City's EOC will provide support to field personnel, coordinate the efforts of other City departments and collaborate with the San Mateo County Operational Area and other allied stakeholders utilizing SEMS.

In the first few hours or days of a major wildfire event, the City will:

- Respond to the community's immediate life safety needs of warning and evacuation by making use of systems including the Emergency Alert System (EAS), SMC Alert, and vehicle public address systems, as well as door-to-door notifications if needed
- Conduct fire suppression, property protection, EMS, and law enforcement operations as needed
- Assemble resources for a sustained response and for providing basic mass care, shelter, and information services to the community
- Begin to transition from immediate emergency response efforts to sustained operations
- Conduct sustained operations and begin to transition into recovery

When threatened by wildfire, some residents, businesses, and institutions may elect to evacuate without order or direction. A voluntary evacuation of a community may result in traffic congestion and raise concerns about protection of property. The local Incident Commander will coordinate with the Police Department for support when operations are affected by a spontaneous evacuation. As warranted, the City may request a Fire Management Assistance Grant (FMAG) declaration which will facilitate management of the fire incident and potentially provide partial reimbursement of costs.



2.2 SHORT-TERM RECOVERY

The immediate response to a major wildfire event will focus on saving lives, providing resources to sustain City residents, and stabilize the situation. At some point, however, the City will transition to a phase in which recovery operations take precedence. Rapid initiation of recovery operations is critical to restoring confidence in the community.

Activities in this phase include mitigating life-safety hazards, enhanced security operations, utility restoration, limited debris clearance, resident re-entry, sustained public information, coordination of donations, and damage assessment. See Section 3 for objectives related to short-term recovery.

3.0 OBJECTIVES

3.1 GENERAL OBJECTIVES

Immediately following a major wildfire event, and for as long as a state of emergency exists within the City, response to the event will be the first priority of all City departments and agencies. All available City Disaster Service Workers (DSWs) will be directed to achieve the following objectives:

- Save lives
- Reduce immediate threats to life, public health and safety, public and private property, and the environment
- Provide necessary care, shelter, and medical services to City residents and other members of the general public
- Restore the operations of facilities, whether public or privately owned, that are essential to health, safety, and welfare of the community, including critical City facilities, utilities, and transportation infrastructure
- Assess damage to infrastructure, public facilities, and the built environment
- Expedite the restoration of services, the economy, and the community at large; and begin the process of recovery
- Keep the public informed

3.2 ENHANCED READINESS (MONITORING) OBJECTIVES

- Develop situational awareness regarding wildfire hazards, fire conditions and weather forecasts
- Develop and provide public information regarding forecasts, recommended preparedness actions
- Develop/refine public warning and evacuation messages
- Prepare to conduct warning and evacuation operations
- Consider activation of the EOC
- Assess and modify staffing levels/schedules
- Identify and prepare potentially needed equipment and supplies
- Relocate or safeguard equipment and facilities
- Reduce or halt non-critical operations



3.3 RESPONSE OBJECTIVES

In addition to those tasks and objectives outlined in the EOP, the following specific operational objectives should be incorporated into initial response operations and planning:

- Direct and assist immediate life-saving warning and evacuation operations
- Deploy law enforcement resources to support response activities and maintain law and order
- Identify at-risk populations, notify them, and begin evacuation if warranted
- Activate the EOC as needed.
- Develop real-time situational awareness to guide public information efforts. Consider deploying an EOC liaison to the Incident Command Post (ICP)
- Establish contact with the San Mateo County Operational Area and allied stakeholder agencies
- Conduct emergency evacuation and traffic management operations as needed
- Identify potential sites for evacuation centers to accommodate displaced populations while emergency shelters are being opened
- Begin public information messaging regarding recommended personal protective actions, evacuation centers, and community assistance needed. Assess the need to activate the Joint Information Center (JIC)
- Develop a consolidated situation assessment and declare a state of emergency. Consider requesting a FMAG declaration⁴.
- Coordinate the receipt and deployment of incoming resources to prioritized missions
- Designate staging areas and begin planning to accommodate support personnel
- Assess the situation at critical facilities and the condition of emergency communications systems
- Implement recall of City staff as needed
- Coordinate with the San Mateo County Health Department to identify and address the threat posed by degraded air quality
- Complete an initial damage assessment of the City, identifying areas affected, major incidents, and operational status of critical services. Begin to develop Essential Elements of Information (EEl)s – see Attachment 1
- Assess critical resource shortfalls and begin requesting support through mutual aid and the San Mateo County Operational Area. Consider resources needed for the next 14 days.
- Establish perimeter control around unsafe areas
- Assemble damage assessment information and submit the Cal OES Initial Damage Estimate (IDE)
- Assess conditions at designated emergency shelter sites and begin to supply with beds, water, food, medical support, generators, sanitation, and facility security; and begin to open emergency shelters to residents and DSWs
- Identify people with special support requirements and transfer to appropriate care facilities
- Designate primary traffic routes and implement debris clearance, route recovery, and traffic control

⁴ See [Fire Management Assistance Grant Program Guide](#), 2014 and [CalOES FMAG guidance](#)



- Conduct outreach for situation status and resource needs for affected facilities needing support from City, including transit sites, schools, commercial buildings, and sites of historic/cultural significance
- Initiate social and traditional media briefings to inform residents on City operations, steps they can take, services available to them, ongoing rumor control efforts, and ways in which the community can help
- Establish shelter support coordinator teams and evaluate the shelter sites
- Establish plans for how to provide care for people with special support requirements that cannot be met in congregate care shelters
- Review and enhance security plans to maintain public order
- Review incident status reports to prioritize incident commands that can begin suspending emergency response operations and transition to sustained response and recovery operations
- Ensure that air quality, hazardous materials spills, and other environmental situations are monitored and risks addressed
- Coordinate with the San Mateo County Operational Area to survey all licensed food establishments, including the emergency shelter/evacuation centers, feeding sites, and disaster kitchens to ensure there are no unsafe food handling or other sanitation or safety concerns

3.4 SHORT-TERM RECOVERY OBJECTIVES

- Develop public information to address how to safely clean-up fire damage, deal with insurance companies, dispose of debris, and access potential sources of assistance
- Coordinate with the San Mateo County Operational Area to facilitate the recruitment, training, and deployment of volunteers and donations
- Work with the American Red Cross (ARC) and other organizations to provide information to support their Disaster Welfare Inquiry Program
- Develop a program to integrate the safety of volunteers and volunteer organizations in recovery operations
- Establish a debris management plan and begin to gather and transport debris from critical sites or routes
- Coordinate with the business community regarding business resumption activities
- Produce, regularly update, and distribute a multi-lingual, multi-format, disaster "Fact Sheet" to the media, people in shelters, field response personnel, residents and businesses
- Implement a process to allow limited entry (where safe) for recovery of personal items
- Coordinate with the San Mateo County Operational Area to provide prioritized community behavioral health services (ex. those whose homes have been damaged/lost, shelter residents, children, and individuals who have suffered significant loss)
- Anticipate and support initial damage assessment visits by state and federal officials wanting to confirm the immediate and long-term unmet recovery needs of the City
- Conduct long-term recovery planning to address issues of interim housing, debris management, expedited permitting, environmental safety monitoring, soil stabilization, erosion control, coordination with non-governmental and non-profit organizations, and participation in state/federal disaster assistance programs



4.0 ROLES AND RESPONSIBILITIES

The following lists summarize the primary and significant roles and responsibilities for each City department and stakeholder organization relative to a major wildfire event:

4.1 CITY ADMINISTRATION

- Activate the EOP and EOC as needed
- Establish and communicate policy regarding City staff reporting for assignments
- Lead and manage proclamations of local emergency
- Develop and maintain communication with Mayor and City Councilmembers
- Lead emergency public information
- Assess City operations and provide legal counsel as needed

4.2 FINANCE

- Provide emergency procurement support for life-saving and emergency protective measures
- Provide resource support (facility space, office equipment/supplies, contracting services, etc.)
- Oversee staff time-keeping
- Provide fiscal oversight and track expenses
- Anticipate, obtain, and track resources for City staff, mutual aid resources, and volunteers
- Develop financial mechanisms, procurement vehicles, and contracts to support procurement

4.3 NORTH COUNTY FIRE AUTHORITY

- Prioritize and conduct firefighting and EMS operations
- Advise and coordinate public warning and evacuation functions
- Establish field Incident/Unified Command as needed
- Lead Fire Mutual Aid coordination including hand crews, aviation and incident support
- Provide incident planning and management support as needed
- Coordinate with public works and utilities
- Inspect for potential damage to hazardous materials facilities

4.4 MARINA

- Coordinate and provide emergency assistance
- Support damage assessment efforts
- Support transportation efforts as needed



4.5 HUMAN RESOURCES

- Account for all City staff
- Develop and coordinate human resources including contractors
- Recruit, screen, provide, and track volunteers
- Establish internal City staff communications
- Identify any employee needs (ex. child care, shelter)

4.6 INFORMATION TECHNOLOGY

- Protect, restore, and sustain City information technology resources
- Oversee communications within the incident management and response structures
- Coordinate with telecommunications service providers
- Restore and repair telecommunications infrastructure

4.7 BUILDING & PLANNING

- Manage and conduct post-fire safety assessments for critical City facilities
- Lead damage assessment efforts in coordination with Fire and CAL FIRE

4.8 POLICE

- Activate emergency personal recall procedures
- Prioritize and conduct law enforcement, public warning, evacuation, and security operations
- Develop and maintain perimeter and access control
- Establish field Incident/Unified Command as needed
- Lead Law Enforcement Mutual Aid coordination
- Coordinate traffic safety and road closures
- Establish liaison with Coroner Unit of the San Mateo County Sheriff's Office

4.9 PARKS & RECREATION

- Assess status of critical department facilities and potential evacuation and/or shelter sites
- Coordinate safety assessments of potential shelter sites
- Manage emergency shelter and mass care operations
- Coordinate with the San Mateo County Operational Area for the care of unaccompanied minors

4.10 PUBLIC WORKS

- Conduct post-fire damage surveys/evaluations and report results to dispatch
- Conduct infrastructure protection and emergency repair
- Support evacuation operations including individuals requiring assistance
- Conduct debris clearance and manage debris removal



- Lead Public Works Mutual Aid coordination
- Provide engineering services and construction management
- Support damage assessment efforts
- Manage City facilities and coordinate use of non-City facilities
- Support transportation function
- Conduct enhanced maintenance and dispatch operations
- Activate volunteers in the HAM radio volunteers as needed

4.11 BRISBANE WATER & GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT

- Restore/maintain water and wastewater infrastructure to prioritize water supply for fire suppression
- Provide potable water in support of mass care operations as possible
- Support damage assessment efforts

4.12 CITY COUNCIL / MAYOR

- Support public information efforts as needed
- Lead community engagement
- Review and approve the Proclamation of Local Emergency
- Visit impacted areas, shelters, and other temporary facilities to identify potential issues
- Consider short- and long-term recovery staff recommendations

4.13 LOCAL UTILITY PROVIDER

- Mitigate safety threats to responders and residents
- Coordinate with utility provider the prioritization with the City for the restoration of electrical and gas utility services



ATTACHMENT 1: ESSENTIAL ELEMENTS OF INFORMATION (EElS)

Essential information that must be collected during the first 24-hour period:

- Weather and fire forecasts including areas threatened and rate of spread
- Locations or boundaries of areas burned – are these SRA or MTZ?
- Location and number of associated deaths or injuries
- Requirements for evacuations and estimated number of people displaced
- Significant fire, law enforcement, and EMS incidents
- Status of communication systems, including:
 - City and community voice and data networks
 - City emergency radio systems
 - 911 dispatch systems
- Damage to critical public buildings and other infrastructure, including:
 - Police and fire facilities
 - Hospitals and skilled nursing facilities
 - Schools
- Status (open, partial closure, or full closure) of roads, bridges, major surface streets, and public transportation systems
- Status of and damage to major utility systems, including:
 - Water
 - Telecommunications
 - Electrical
 - Wastewater
 - Natural gas
- Location and status of evacuation centers or shelters
- Status and forecast for air quality and potential public health impacts
- Critical resource shortfalls impacting public safety
- Status of City staff



ATTACHMENT 2: SAMPLE PUBLIC INFORMATION MESSAGES FOR WILDFIRE

1. Before the Fire:

- a. Find out if your home is located in or adjacent to an area with wildfire risk. Go to myhazards.caloes.gov and see if your home is located in a moderate, high or very high fire severity area.
- b. If you live in an area at risk for wildfire, develop a wildfire action or evacuation plan. The plan should identify an emergency meeting location, identify several escape routes, list how to handle any large animals, and identify how family members can communicate including an out-of-area friend or family member that can relay messages⁵.
- c. Make sure your family knows where the gas, electric, and water main shut-off controls are located and how to safely shut them down in an emergency.
- d. Assemble an emergency kit—keep a portable radio and flashlights in working order. Include a list of emergency contact numbers. Add a kit for pets.
- e. Consider which items you would want to pack and take with you. This could include the 6 “P’s”:
 - People and pets
 - Papers, phone numbers, and important documents (insurance, identification, legal)
 - Prescriptions, vitamins, and eyeglasses
 - Pictures and irreplaceable memorabilia, heirlooms, inventory of home contents (video)
 - Personal computer hard drive and disks, cell phone/charger
 - “Plastic” (credit, ATM cards) and cash
- f. Keep your automobile fueled.
- g. For more information, see the Homeowner’s Guide at Fire Safe San Mateo County <https://www.firesafesanmarateo.org/>

2. When you Receive an Evacuation Warning:

- a. If you are physically unable to evacuate on your own, ask a neighbor to help or call 911.
- b. Check on your neighbors to make sure that they have received the warning information.
- c. Back your car into your driveway, pack all items into your car but do not overload your car. Close the car doors and windows. Carry your keys with you.
- d. Cover up by wearing long pants, long sleeve shirt, heavy shoes/boots, cap, dry bandana for face cover, goggles or glasses.
- e. Shut all windows and doors, leaving them unlocked.
- f. Remove flammable window shades and lightweight curtains. Close metal shutters.
- g. Shut off gas at the meter, turn off pilot lights.
- h. Leave your lights on so firefighters can see your house under smoky conditions.
- i. Shut off air conditioning.
- j. Outside, gather up flammable materials (patio furniture, toys, door mats, trash cans and bring them inside or place them in your pool.

⁵ [CAL FIRE Get Ready, Get Set, Go!](#)



- k. Turn off propane tanks.
- l. Move propane BBQs away from the house.
- m. Don't leave sprinklers on or water running as they can reduce critical water pressure.
- n. Locate your pets and keep them nearby—prepare to transport them.
- o. Have a ladder available and place it at the corner of the house for firefighters.
- p. Seal attic and ground vents with plywood or commercial seals.
- q. Patrol your property and monitor the situation. Don't wait for an evacuation order if you feel threatened.

3. During the Evacuation:

- a. Leave as soon as evacuation is recommended to avoid be caught in fire, smoke or traffic. Don't wait to be ordered to leave. Don't hesitate.
- b. Do not attempt to drive through flames. You can be stranded and trapped.
- c. If you have children in school in the area, do not drive to the school to get them; they will be cared for by school staff.
- d. When outside the house, try to avoid burning areas and do not attempt to run or drive through flames.

4. When You Return Home:

- a. Be alert for downed power lines and other hazards.
- b. Check your residence carefully for hidden embers or smoldering fires.
- c. Check propane tanks, regulators, and lines before turning propane gas on. Contact PG&E (800-743-5000) to restore natural gas service if it was turned off.