



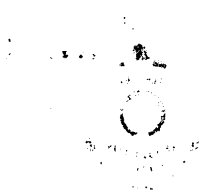
# *City of Pasadena* **Emergency Response Plan**

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## **Executive Summary**



## **Multi Hazard Functional Plan**



*Pasadena Fire Department  
Emergency Management*

September 2006

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## **Standardized Emergency Management System (SEMS)**

The Standardized Emergency Management System (SEMS) is recognized by the City of Pasadena as the standard for managing emergencies, and is utilized throughout the City for managing responses to multi-agency and multi-jurisdiction emergencies. In order to be eligible for state funding of response-related personnel costs, local governmental agencies within California are required to use SEMS when their emergency operations center is activated or a local emergency is proclaimed.

Fully activated, SEMS consists of five levels: field response, local government, operational areas (countywide), State Office of Emergency Services Regions (Southern, Coastal & Inland), and state government. These various levels are activated from the field level up as the size of an incident increases and additional resources are needed.

### **Field Response Level**

The field response level is where emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activities in direct response to an incident or threat.

### **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 jurisdiction.

### **Operational Area**

The operational area is defined as a county and all political subdivisions within the county area. In Los Angeles County, the Office of Emergency Management serves as the Operational Area Coordinator. Los Angeles County facilitates coordination and communication with its 88 cities, 94 school districts and over 100 special districts by creating 8 Areas. Pasadena is in Area C.

## **Standardized Emergency Management Systems**

*continued*

### **Regional**

Because of its size, the state has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide more effective application and coordination of mutual aid and other emergency related activities.

State OES has also established three Administrative Regions (Coastal, Inland, and Southern). These Administrative Regions are the means by which State OES maintains day-to-day contact with emergency services organizations at local, county and private sector organizations.

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

### **State**

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

### **Unified Command**

Under SEMS, jurisdictions must establish a Unified Command in a multi-disciplinary, multi-agency response. A Unified Command Group is formed among the lead agencies that have jurisdictional responsibility for all or part of the response.

Under SEMS, management of an incident is organized by the following five functions: management, operations, planning/intelligence, logistics, and finance/administration.

Standardized Emergency Management Systems

continued

Management Section - Responsible for overall emergency management policy and coordination through the joint efforts of governmental agencies and private organizations. The Emergency Operations Center (EOC) Director will either activate appropriate sections or perform their functions as needed.

Operations Section - Responsible for coordinating all jurisdictional operations in support of the emergency response through implementation of the City's EOC Action Plan.

Planning/Intelligence Section - Responsible for collecting, evaluating and disseminating information; developing the city's EOC Action Plan in coordination with other sections; initiating and preparing the city's After-Action Report and maintaining documentation.

Logistics Section - Responsible for coordinating and providing equipment, supplies and materials, communications, facilities, services and personnel.

Finance/Administration Section - Responsible for financial activities - such as personnel and equipment cost accounting and documentation -- and other administrative aspects.

A diagram showing how this is applied in the City of Pasadena can be found in the center-fold of this handbook.

At the national level, Homeland Security Presidential Directive-5 established the National Incident Management System (NIMS) as the required emergency response system. The NIMS is based on many of the SEMS fundamentals.

National Incident Management System (NIMS)

Command and Management

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

- The Incident Command Structure (ICS)
- Multi-Agency Coordination Systems
- Public Information Systems

Preparedness - Effective incident management begins with preparedness activities conducted continually, 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.

Resource Management - The 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.

Communications and Information Management - The NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination), and information sharing at all levels of incident management.

Supporting Technologies - Technology and technological systems provide supporting capabilities essential to implementing and refining the NIMS. These include voice and data communications systems, information management systems (i.e., record keeping and resource tracking), and data display systems. Also included are specialized technologies that facilitate ongoing operations and incident management activities in situations that call for unique technology-based capabilities.

Ongoing Management and Maintenance - There will need to be both routine review and continuous refinement of the NIMS system and its components over the long term, at the federal level.

## Role of the City Council

### Notification

In the event of a disaster, Council Members will be notified by the City Manager or designee. Each Council Member should provide information on their status, their availability, and a contact number. Council members should be prepared to attend a briefing by the EOC Director (City Manager) or designee at a location to be determined.

### Responsibilities

When the city's EOC is activated, the City Council has several roles, including:

- **Policy** – Ultimately the Council approves policy recommendations and emergency proclamations as submitted by the City Manager;
- **Communicate With Other Elected Officials** -- Council members assist the EOC Director in overcoming obstacles by communicating the issues and concerns of the City to local, state and federal elected officials; they may also be asked to accompany VIPs and other government officials on tours of the disaster area;
- **Public Information** – Council members serve as a point of contact for disseminating disaster related information provided by the EOC to their constituents, and providing media interviews as arranged by the PIO group; and,
- **District Representative** -- Council members may communicate the issues and concerns of their constituents to the EOC Director or designee within the EOC.

Council members that wish to visit the disaster site/s, need to contact the EOC Director or designee within the EOC to coordinate these arrangements.

## Working with the Media

In the event of a significant incident, Council Members will be contacted and briefed by the City Public Information Officer or designee. In addition:

- Media conferences will be scheduled for you to attend.
- Public Information Officers will confer with you or your Field Representative to brief you on the situation.
- You will also be faxed or e-mailed copies of all news releases and information.

**The Role of the Mayor**

In the event of a local state of emergency within the City, the Mayor is responsible for overseeing and/or ensuring the continuity of City government (Article 15 of the California Emergency Services Act). To that end, the City Council is charged with ratifying, through resolution, any Declaration of Local Emergency within seven days; however no later than 14 days after the local emergency is declared. Should there be only one member of the Council available, he/she may call and hold said meeting and perform acts necessary to reconstitute the Council.

**The Role of the City Manager**

The City Manager, per city ordinance, is designated as the City's Director of Disaster Emergency Services. The City's disaster ordinance has tasked the City Manager with a number of responsibilities, including the following:

- Proclaim the existence or threatened existence of a local emergency;
- Request that the City Council ratify through resolution, a Declaration of Local Emergency within 7 days; however no later than 14 days after the local emergency is declared;
- Request through County OES that the Governor proclaim a state of emergency when, in the director's opinion, the locally available resources are inadequate to cope with a local emergency;
- Direct the cooperation and coordination of services and staff, and resolve questions of authority and responsibility that may arise between them;
- Represent the city in all dealings with public or private agencies on matters pertaining to local emergencies.

**The Role of the City Manager**

continued

In the event of the Proclamation of a Local Emergency, the Proclamation of a State of Emergency by the Governor or the Director of the State Office of Emergency Services, or the existence of a State of War Emergency, the Director is empowered to:

- Make policy decisions on matters related to the protection of life and property, ensuring that such decisions are confirmed by the City Council as soon as is practical;
- Ensure that necessary supplies, equipment, etc. needed for the protection of life and property is secured and paid for, and in extreme cases when required immediately, to commandeer these items for public use;
- Require any City officer or employee to render emergency services and, in the event of the proclamation of a State of Emergency in Los Angeles County or the existence of a State of War Emergency, command the aid of as many citizens of this city as deemed necessary. Such citizens shall be entitled to all privileges, benefits and immunities as are provided by State law for registered disaster service workers;
- Ensure utilization of necessary personnel and/or material of any City department or agency;
- Execute all of the ordinary duties of the office of City Manager, as well as any additional duties conferred by statute, regulation, or policy.

**The Role of Public Health Officer**

The Public Health Officer, per City ordinance, is delegated the responsibility of enforcing public health laws and regulations within the City of Pasadena. The California Health and Safety Code (HSC) outlines the City Health Officer's authorities as:

- To preserve and protect the public health, including the regulation of sanitary matters in the City, and including if indicated, the adoption of ordinances, regulations and orders not in conflict with general laws.

According to the California Government Code (GC), the City Health Officer can proclaim a local emergency for health related reasons. A local emergency as defined by GC § 8558(c) includes such health-related conditions as air pollution, epidemic, and plant or animal infestation or disease. A local emergency may also be proclaimed upon the existence of "other conditions" that are or are likely to beyond the control of the services, personnel, equipment and facilities of the City.

During a local emergency the health officer is vested with the following authorities:

- Cause preventive health related measures to be taken during the emergency.
- During a health emergency, obtain all necessary information about the cause of the emergency so as to abate the health emergency and protect the public health.
- May require, as necessary, isolation (strict or modified) or quarantine for any case of contagious, infectious, or communicable disease for the protection of the public health.

**The Role of Department Directors**

The City of Pasadena Department Directors have a number of responsibilities during disasters, including:

- Control and direct the effort and resources of their respective department in responding to the emergency/disaster;
- As necessary, provide input to the City Manager as a member of the Policy Group.
- Ensure their respective Department Operation Center (DOC) is activated and staffed as necessary;
- Ensure the proper documentation of personnel and equipment assigned to emergency;
- Provide representation in the EOC as needed;
- Be prepared to request and/or respond to requests of mutual aid from other jurisdictions; and,
- Upon request, provide a briefing to the City Council regarding the status and availability of department resources.

**The Role of City Employees**

All City of Pasadena employees are considered Disaster Service Workers. As Disaster Service Workers, the role of City employees includes the following:

- Report to work and be prepared to assist in the emergency response as assigned by their supervisors; such activities may include those that are outside of their normal scope of work.
- Employees that cannot get to work after a disaster due to road closures or similar complications should report to the government office closest to Pasadena to volunteer their assistance.

**Pasadena Emergency Preparedness Partnership**

The Pasadena Emergency Preparedness Partnership, a local advisory committee, engages the community and meets regularly to collaborate on preparedness. Members include representatives from the Pasadena Public Health Department, San Gabriel Valley-Pomona American Red Cross, Kaiser Permanente, City Safety Division, Huntington Memorial Hospital, Pasadena Police Department, Pasadena Fire Department, Pasadena Water and Power, Pasadena Unified School District, Los Angeles County Department of Public Health, Los Angeles County Department of Mental Health, Caltech, Pasadena City College, private schools, local behavioral health clinics, faith-based organizations, and other local community based organizations.

**Emergency Proclamations**

Emergency proclamations may be made when there is an actual incident, a threat of disaster, or extreme peril to the safety of people and property stemming from natural or man-made events.

**Local Emergency**

A Local Emergency may be proclaimed by the City Council or declared by the City Manager.

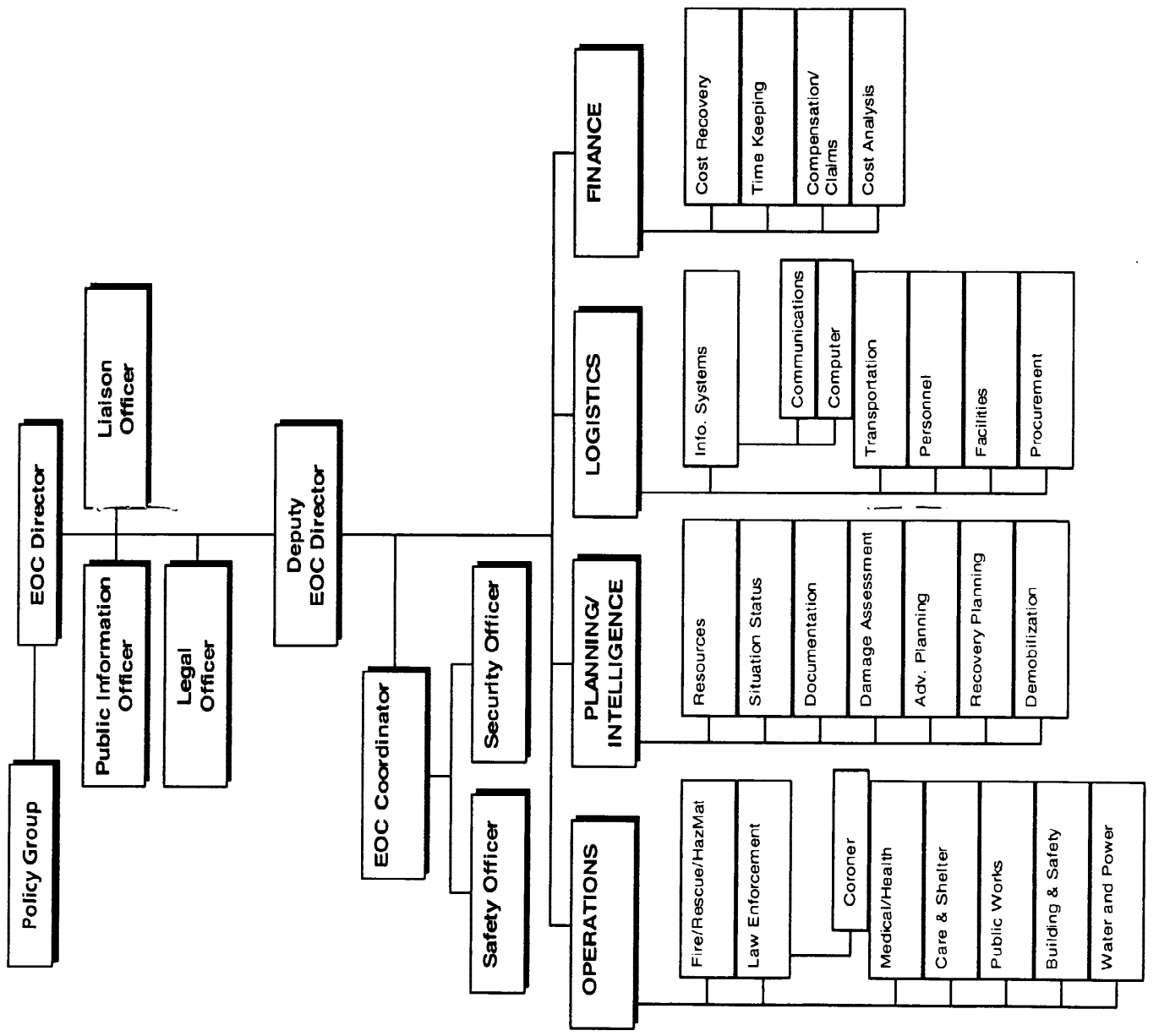
In those instances that the City Manager declares a Local Emergency, the City Council must ratify it through proclamation within seven days; however no later than 14 days following the declaration. The Council is required to review the need to continue the Local Emergency at least every 14 days, until the Local Emergency is terminated. The Local Emergency must be terminated by Council resolution as soon as conditions warrant.

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

- Request through County OES that the Governor proclaim a State of Emergency and/or that the Director of FEMA authorize a Presidential Declaration;
- Promulgate or suspend orders and regulations necessary to provide protection to life and property, including, as necessary, the imposition of curfew within designated boundaries;
- Activate 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 local officials and/or employees; and,
- Utilize as necessary, personnel and materials from any City department or agency.



# SEMS/NIMS ORGANIZATION CHART



***Factors to Consider in Determining Whether to Proclaim a Local Emergency***

- A local proclamation is the first step toward procuring state and federal declarations, which in turn activates eligible state and federal disaster relief programs to provide financial relief to both local government and the public;
- A local, state and/or federal declaration is likely to send a reassuring message to the public that officials intend to pursue every avenue available to assist the disaster victims;
- Although it is not necessary for the City to declare an emergency if the county has already done so, declaring a Local Emergency may assist in reassuring the community;
- When emergency conditions extend into both incorporated and unincorporated areas, the City will be bound by rules and regulations adopted by the County during the proclaimed local emergency. (Ref. 62 California Attorney General Opinions, 701, dated 1979)

***State of Emergency***

A State of Emergency may be proclaimed by the Governor when conditions of disaster or extreme peril exist that threaten the safety of people and property within the state. The governor may also proclaim a State of Emergency when requested to do so by local authorities or when the local authority lacks the resources to cope with the emergency.

When the Governor proclaims a State of Emergency:

- Mutual aid shall be rendered in accordance with approved emergency plans when the need arises for outside assistance;
- The Governor has, to the extent deemed necessary, the right to exercise all police powers vested by the State Constitution and the laws of the State of California within the designated area;
- Jurisdictions are empowered to command the aid of citizens to cope with an emergency;
- The Governor may suspend the provisions of orders, rules or regulations of any State agency, and any regulatory 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 his office;
- The Governor may promulgate, issue, and enforce orders and regulations deemed necessary;
- The California Disaster Assistance Act (CDAAs) is activated, which ultimately provides financial reimbursement for public agencies.

A state proclamation also paves the way for a Presidential Declaration and potential access to federal disaster relief programs.

**Emergency Proclamations**

*continued*

**Presidential Declarations**

The governor of an impacted state may request a Presidential Declaration of Emergency or Disaster when the event is of such severity and magnitude that effective response is beyond the ability of the state and affected local jurisdictions.

Declaration of Emergency

In some cases the President may make a Declaration of Emergency instead of a Disaster. An Emergency Declaration makes the support of any or all of the 27 federal agencies available. It also authorizes reimbursement of emergency work, such as debris removal and emergency protective measures. It stops short, however, of providing certain types of recovery assistance.

Declaration of Disaster

A Presidential Declaration of Disaster is made when the President determines that the situation warrants major federal disaster assistance. In addition to the assistance provided in an Emergency Declaration, a Disaster Declaration makes a broad range of assistance available to individual victims, including:

- Temporary housing;
- Disaster unemployment and job placement assistance;
- Individual and family grants;
- Legal services to low-income victims; and
- Crisis counseling and referrals.

**Emergency Proclamations**

*continued*

**Declaration of Health Emergency**

When a release, spill escape, or entry of waste occurs that the City Health Officer determines to be a threat to public health, the City Health Officer can proclaim a Health Emergency in the City or any area within the City that is affected by the threat. Although only the Public Health Officer is vested with the authority to proclaim a Health Emergency, he/she will interface with the City Manager or designee if a Local Emergency Declaration is deemed necessary. A Declaration of Health Emergency must be ratified by the City Council if it is to remain in effect after seven days, and must be reviewed at least every 14 days until the emergency is terminated.

A Public Health Emergency may also be declared if there is an outbreak of a communicable disease. The Health Officer may then require isolation or quarantine of any case of contagious, infectious, or communicable disease when this action is necessary for the protection of the public health. The Health Officer may also take any measures as may be necessary to prevent the spread of the disease or occurrence.

Although the City Health Officer has the authority to proclaim a Public Health Emergency within the City of Pasadena due to health-related reasons, the Health Officer is required to follow the procedures outlined on page 12 to seek a Proclamation of Local Emergency, should the situation warrant. By City ordinance, the proclamation of Local Emergency can be initiated by the City Manager or by the City Council.

## Emergency Operation Center

An Emergency Operation Center (EOC) is a pre-designated facility established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency. The City's EOC is activated when the field level responders need or are likely to need support. Emergencies potentially requiring EOC activation include the following:

- A significant earthquake causing damage in the city or neighboring jurisdictions;
- An uncontrolled release or failure of a dam;
- An impending or declared "State of War Emergency";
- An emergency situation that has occurred or might occur that will require a large commitment of resources from two or more city departments over an extended period of time;
- A transportation incident involving an airplane, truck, bus or the light rail system that will result in multiple casualties;
- Any incident involving hazardous materials at a fixed site facility, on a transportation corridor;
- Major flooding due to flash flooding, urban flooding (storm drain failure/infrastructure breakdown, river channel overflow) and severe winter storms;
- Severe wind storm;
- Civil unrest

## Emergency Operation Center

continued

### Activating the EOC

The following individuals are authorized to activate the EOC:

- City Manager
- Assistant City Manager
- Fire Chief
- Police Chief
- Director of Public Works
- Director of Water and Power

The EOC is activated after normal business hours by contacting the on-duty Fire Department Battalion Chief or the Police Communications Center at 626-744-4241;

- You will be asked to briefly describe the emergency.
- Provide information on your availability and contact information for follow-up communication.

The activated EOC may be partially or fully staffed. The EOC Director or designee will determine the appropriate level of response based on the type and magnitude of the emergency.

## Emergency Operation Center

*continued*

For planning purposes, State OES has established three levels of emergency response to peacetime emergencies, which are based on the severity of the situation and the availability of local resources.

### **Minimal (Level One)**

A minor to moderate incident where local resources are adequate and available. A Local Emergency may or may not be proclaimed. The City EOC may or may not be activated. Off-duty personnel may be recalled.

### **Partial (Level Two)**

A moderate to severe emergency wherein local resources are not adequate and mutual aid may be required on a regional or even statewide basis. Key management level personnel from the principally involved agencies will locate in a central location to provide jurisdictional or multi-jurisdictional coordination. The EOC should be activated. Off-duty personnel may be recalled. A Local Emergency will be proclaimed and a State of Emergency may be proclaimed.

### **Full (Level Three)**

A major local or regional disaster where 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 a Presidential Declaration of an Emergency or Disaster will be requested. All response and early recovery activities will be directed from the EOC. Off-duty personnel will be recalled.

## Department Operation Center

The Department Operations Center (DOC) is an EOC used by a distinct discipline, such as law, fire, public health, building and safety, transportation or public works. DOCs may be used at any SEMS level above field response, depending upon the impacts of the emergency.

DOCs operating at the City level shall communicate through the City EOC for resource needs that extend beyond their existing capabilities, mutual aid requests, situation updates, and other information sharing.

## Continuity of Government

In the aftermath of a major disaster, law and order must be preserved and essential government services must be maintained. Therefore, it is essential that local units of government identify alternate work locations, and lines of succession for their governing body, and department heads.

### ***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 functioning of political subdivisions within the State of California. Generally, Article 15 permits the appointment of up to three standby officers for each member of the governing body, and the chief executive officer. Article 15 also 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.

The City Council shall appoint standby officers when an officer is either killed, missing, or so seriously injured as to be unable to attend meetings and otherwise perform his duties. Standby officers shall serve at the pleasure of the Council until the regular officer becomes available or until the election or appointment of a new regular officer.

In the City of Pasadena the Lines of Succession are as follows:

- City Manager
1. City Manager
  2. Assistant City Manager
  3. Assistant City Manager
- City Attorney
1. City Attorney
  2. Senior Assistant City Attorney
  3. Chief City Prosecutor

## Continuity of Government

*continued*

### City Clerk

1. City Clerk
2. Senior Assistant City Clerk
3. Assistant City Clerk

### Finance

1. Director of Finance
2. Deputy Director of Finance
3. City Auditor

### Fire

1. Fire Chief
2. Bureau Chief – Operations
3. Assistant Bureau Chief - Prevention

### Human Resources

1. Director of Human Resources
2. Human Resources Manager – Employee Relations
3. Human Resources Manager – Employee Services

### Human Services & Recreation

1. Human Services & Recreation Director
2. Neighborhood and Services Administrator
3. Recreation & Human Services Administrator

### Information Services/Library

1. Director of Information Services
2. Information Systems, Technology Manager
3. Principal Librarian, Information Access

### Planning and Development

1. Planning & Development Director
2. Building & Neighborhood Revitalization Manager
3. Deputy Director

## Continuity of Government

*continued*

Lines of Succession continued:

### Police

1. Police Chief
2. Deputy Police Chief
3. Senior Commander

### Public Health

1. Public Health Director
2. Health Officer
3. Public Health Administrator

### Public Works

1. Public Works Director
2. City Engineer
3. Assistant City Engineer

### Transportation

1. Director of Transportation
2. Transportation Administrator
3. Division Manager - Administration

### Water and Power

1. General Manager
2. Assistant General Manager
3. Business Unit Director - Customer Care

### City of Pasadena Operating Companies:

#### Pasadena Center Operating Company

1. Chief Executive Officer
2. Executive Director
3. Director of Finance

#### Rose Bowl

1. General Manager
2. Assistant General Manager

## Public Safety Resources

### Fire and EMS

Through Fire Administration and eight strategically located fire stations, the Fire Department strives to maintain a safe community and contribute to an improved quality of life by providing the highest possible level of emergency services. Public safety services provided by the Department include: fire prevention and suppression; emergency medical services (paramedics); fire and life safety; enforcement of State and City Fire Codes; hazardous vegetation management; regulation and disclosure of hazardous materials storage, handling, and use; underground chemical storage tank inspections and permits; inspections of public assembly facilities and high rise buildings; maintenance of fire protection equipment and systems; special event planning to ensure the safety of the public; emergency management planning; and training of businesses, neighborhoods and other citizen groups in emergency management and mitigation.

### Police

Pasadena Police Department is recognized worldwide for its outstanding planning and implementation of policing for high profile events such as the Rose Bowl, Rose Parade, Super Bowl, and World Cup Soccer. It has established community policing programs proclaimed as national models and it is one of the first municipal police departments in the State to deploy a Computer Automated Crime Analysis system. The Department's Field Training Officer (FTO) program is one of the most recognized in Southern California, while the Helicopter Section provides training and service to other police air support units in and outside of the country.

## **Acronyms**

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<b>CCP</b>	Casualty Collection Points
<b>CDAA</b>	California Disaster Assistance Act
<b>CDC</b>	Centers for Disease Control
<b>CERT</b>	Community Emergency Response Team
<b>CLETS</b>	California Law Enforcement Telecommunications System
<b>DART</b>	Disaster Assistance Response Team
<b>DOC</b>	Department Operations Center
<b>EDIS</b>	Emergency Digital Information System
<b>EMAC</b>	Emergency Mutual Aid Compact
<b>EMIS</b>	Emergency Management Information System
<b>EMMA</b>	Emergency Managers Mutual Aid
<b>EOC</b>	Emergency Operations Center
<b>FEMA</b>	Federal Emergency Management Agency
<b>GC</b>	Government Code
<b>HSAS</b>	Homeland Security Advisory System
<b>HSC</b>	Health and Safety Code
<b>IC</b>	Incident Commander
<b>ICP</b>	Incident Command Post
<b>ICS</b>	Incident Command System
<b>JFO</b>	Joint Field Office
<b>JIC</b>	Joint Information Center
<b>JOC</b>	Joint Operations Center
<b>LAC</b>	Local Assistance Center
<b>MARAC</b>	Mutual Aid Regional Advisory Committee
<b>NICC</b>	National Inter Agency Coordinating Center
<b>NIMS</b>	National Incident Management System
<b>NRCC</b>	National Response Coordinating Center
<b>NRP</b>	National Response Plan
<b>NWS</b>	National Weather Service
<b>OA</b>	Operational Area
<b>OASIS</b>	Operational Area Satellite Information System
<b>OES</b>	Office of Emergency Services
<b>PW</b>	Project Worksheet
<b>RACES</b>	Radio Amateur Civil Emergency Services
<b>REOC</b>	Regional Emergency Operations Center
<b>RIMS</b>	Resource Information Management System
<b>SAR</b>	Search and Rescue
<b>SEMS</b>	Standardized Emergency Management System
<b>USAR</b>	Urban Search and Rescue



**The following space is for you to fill in any other numbers that may be important to you.**

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