

EMERGENCY OPERATIONS PLAN



Office of Disaster Preparedness & Emergency Communications

Updated: December 2015

Prepared under contract with:
Emergency Planning Consultants
San Diego, California
Carolyn J. Harshman, CEM



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EMERGENCY OPERATIONS PLAN



Volume One – Prologue

Updated: December 2015

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1) ACKNOWLEDGEMENTS

The Emergency Operations Plan was prepared with the assistance of Carolyn J. Harshman, CEM of Emergency Planning Consultants under contract with the City of Long Beach. The members of the City of Long Beach Emergency Planning Team committed significant time and effort to create a plan, which integrates the State's Standardized Emergency Management System (SEMS) while meeting FEMA's planning guidance requirements along with the concepts and principles set forth in the National Incident Management System (NIMS). These documents were prepared, reviewed and finalized by the Long Beach Emergency Planning Team members including:

City of Long Beach Emergency Planning Team

Name	Department	Job Title
David Ashman, Co-Chair	Disaster Preparedness and Emergency Communications	Manager, Disaster Preparedness Bureau
Christopher Rowe, Co-Chair	Fire	Assistant Fire Chief
Reginald Harrison, Advisor	Disaster Preparedness and Emergency Communications	Director, Disaster Preparedness & Emergency Communications
Steve Bateman	Long Beach Gas & Oil	Manager
Michael Beckman	Police	Commander
Diane Brown	Health & Human Services	Bioterrorism Coordinator
Ken Campbell	Parks, Recreation & Marine	Superintendent
Phil Carroll	Long Beach Gas & Oil	Principal Construction Inspector
Steve Choi	Human Resources	Safety Officer
Arthur Cox	Public Works	Superintendent
Steven Gay	Water	Manager
Truong Huynh	Development Services	Superintendent
Daniel Kane	Port of Long Beach	Security Manager
Norman Maeshima	Technology Services	Telecommunications Officer
ric Matusak	Police	Police Officer
Joel Cook	Police	Lieutenant
Jeffrey Ohs	Fire	Battalion Chief
Sandra Palmer	Financial Management	Financial Services Officer
Tina Parmalee	Technology Services	GIS Officer
Aaron Perkins	Long Beach Gas & Oil	Mechanical Engineer Associate
Georgia Pon	Development Services	Analyst
David Segura	Fire	Deputy Fire Chief
Olivia Valero	Financial Management	Accounting Operations Officer
Karl Zittel	Airport	Superintendent



City Management

- Patrick H. West, City Manager
- Tom Modica, Assistant City Manager

City Council

- Dr. Robert Garcia, Mayor
- Lena Gonzalez, Councilmember, 1st District
- Suja Lowenthal, Councilmember, 2nd District
- Suzie Price, Councilmember, 3rd District
- Daryl Supernaw, Councilmember, 4th District
- Stacy Mungo, Councilmember, 5th District
- Dee Andrews, Councilmember, 6th District
- Roberto Uranga, Councilmember, 7th District
- Al Austin, Councilmember, 8th District
- Rex Richardson, Councilmember, 9th District

Consulting Services

Consulting Services for this project were provided under contract by Emergency Planning Consultants -

Project Management and Planning Services: Carolyn J. Harshman, CEM, President
Research: Alex Fritzler, Lead Research Assistant

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2) PREFACE

This Emergency Operations Plan (EOP) addresses the planned response by the City of Long Beach to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies. The plan was designed to be flexible enough to be used in all emergencies as well as facilitating response and short-term recovery activities. The plan does not address normal day-to-day emergencies or the well-established and routine procedures used in coping with such emergencies. Instead, the operational concepts reflected in this plan focus on potential large-scale disasters, which can generate unique situations requiring unusual emergency responses.

This plan is a preparedness document intended to be read, understood, and exercised before an emergency. It is designed to include the City of Long Beach as part of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS).

Homeland Security Presidential Directive/HSPD 5 directed the United States Department of Homeland Security (USDHS) to lead a coordinated national effort with other federal departments and agencies and State, Local and Tribal governments to establish a National Response Plan (NRP) and a National Incident Management System.

The City of Long Beach created the Emergency Operation Plan founded in the ICS principles and concepts within the Standardized Emergency Management System. SEMS and the NIMS are compatible approaches, and the City of Long Beach recognizes these policies and utilizes the SEMS/NIMS as a basis for the Incident Command System (ICS) structure. The SEMS/NIMS create a standard incident management system that is scalable and modular, and can be used in incidents of any size/complexity. These functional areas include command, operations, planning, logistics and finance/administration. The SEMS/NIMS incorporate such principles as Unified Command (UC) and Area Command (AC), ensuring further coordination for incidents involving multiple jurisdictions or agencies at any level of government.

Homeland Security Presidential Directive/HSPD 8 is a companion policy to HSPD 5, and provides guidance and standards, through the NIMS Integration Center (NIC), for preparedness activities, to include training, exercising, employee certification, credentialing and National Resource Typing Protocols.

VOLUME ONE: Basic Plan

The Basic Plan provides an overview of the jurisdiction's emergency response organization and policies. It cites the legal authority for emergency operations, summarizes the situations addressed by the Emergency Operations Plan, explains the general concept of operations, and assigns responsibilities for emergency operations

planning and operations. The Basic Plan also contains a summary of the Hazard Analysis.

VOLUME TWO: Emergency Organization Functional Annexes

The Basic Plan is supported by the Emergency Organization Functional Annexes, which are procedural guidelines organized around the performance of broad functions. Each Annex focuses on one of five critical emergency functions that the jurisdiction will perform in response to an emergency. The Annexes are: Management, Operations, Planning & Intelligence, Logistics, and Finance & Administration. Since Annexes are oriented toward response activities, their primary audience consists of those who perform the tasks. Each Annex includes the organizational structure for managing the function as well as the Position Checklists.

SUPPORTING DOCUMENTS

The Annexes are in some cases accompanied by supporting documents. Supporting and legal documents to the Emergency Operations Plan that are required to fulfill responsibilities identified in the Annexes and position checklists.

DEPARTMENTAL RESPONSIBILITIES

Separate from the Emergency Operations Plan are documents developed and maintained by the departments with primary and supporting roles identified in the EOP. These documents may include Standard Operating Procedures (SOP), Standard Operating Guidelines (SOG), Department Operating Center (DOC) activation guide and checklists, and other documents that support department-specific responsibilities during an emergency. Departments will operate their response activities according to the overall EOP as well as their own guidelines and emergency protocols.

3) SITUATION

A hazard analysis has indicated that the City of Long Beach may be at risk to numerous hazards associated with natural disaster and technological/human-caused events. These hazards are identified and analyzed at length in the Hazard Mitigation Plan (under separate cover), which also provides general and specific information on the impacts and vulnerabilities associated with each of the identified hazards. A summary of the hazards and vulnerabilities can be found below.

4) HAZARD ANALYSIS SUMMARY

The City of Long Beach recognizes that the planning process must address each hazard that threatens the City. Long Beach is vulnerable to a wide range of threats. There are two broad categories of hazards: natural and technological/human-caused.

Long Beach, with a population of approximately 465,000, covers 51 square miles in southwest Los Angeles County and is the seventh largest city in California. It has some of the best shoreline, marinas and beaches in Southern California, and a superb climate moderated by pleasant ocean breezes. The City of Long Beach is recognized as the home of the Queen Mary, the Aquarium of the Pacific, the Long Beach Grand Prix, America's shipping cargo gateway to the Pacific Rim through the Port of Long Beach (the Nation's second busiest container port), one of the world's most environmentally safe off-shore oil operations and numerous major business and commercial enterprises.

Long Beach has also been recognized by USA Today as the most diverse city in the United States - one of the City's strongest assets. The City's ethnic breakdown is approximately 40% Hispanic, 29% White, 14% Black, 13% Asian, and 4% all other ethnicities.

Long Beach is a full-service city providing customary municipal services through departments such as police, fire, public works, library and parks and recreation. The City also owns and operates a leading deep water port, offshore and onshore oil production, a gas utility, a water utility, a commercial airport, a public health department, a convention and entertainment center, two historic ranchos, three marinas, and five municipal golf courses.

Long Beach is strategically located in the Southern California basin and is less than a 30-minute drive to Los Angeles and Orange County business centers. The City, widely recognized as a very desirable and livable community, is known for its unique neighborhoods, quality schools, excellent hospitals, and noted arts and cultural resources.

This section is a summary of a detailed assessment of hazards, an analysis of the areas at risk, and the anticipated nature of the resulting hazard event:

- An earthquake could significantly impact either segments of or the total population.
- The City faces the potential for damages resulting from severe weather conditions including Santa Ana windstorms and tropical storms.
- Much of the City may be subject to flooding due to riverine and urban flooding (storm drain failure/infrastructure breakdown, dam failure).
- A transportation accident such as a major air crash could impact areas within the City.
- A terrorist event could impact the City.

Any single incident or a combination of events could require evacuation and/or sheltering of the population. Depending on the event, there may be a requirement for sheltering in place or evacuating to a designated reception center or shelter within the jurisdiction or outside the jurisdiction's boundaries.

The following hazards are specifically addressed in the Hazard Analysis (natural hazards discussed in the 2014 Hazard Mitigation Plan):

- Earthquake
- Flooding
- Windstorm
- Tsunami
- Public Health Events
- Technological and Human-Caused Events
- Drought

Following is the Calculated Priority Risk Index (CPRI) from the 2014 Hazard Mitigation Plan. CPRI was first introduced as a hazard analysis tool by FEMA in its Emergency Planning Course (2010). It compares and summarizes the following hazard-related characteristics:

- Probability
- Magnitude/Severity
- Warning Time
- Duration

Prioritizing Hazards

- The CPRI value is obtained by assigning varying degrees of risk to four categories for each hazard, and then calculating an index value based on a weighting scheme.
- The four criteria in the CPRI are Probability (45%), Magnitude/Severity (30%), Warning Time (15%) and Duration (10%).
- For each of the criteria, there are four (4) options from which to choose: 1,2,3,4. Zero (0) is the value taken when an option is not assigned.

CPRI Example:

CPRI: Earthquake–San Andreas Fault M7.8

- Probability = Likely = 3
- Magnitude/Severity = Critical = 3
- Warning Time = Less than 6 hours = 4
- Duration = Less than 6 hours = 1

Here's how to calculate the CPRI for Earthquake at this location:

$$\text{CPRI} = [(3 \times 0.45) + (3 \times 0.30) + (4 \times 0.15) + (1 \times 0.10)] = 2.95$$

Chart 1-1: Calculated Priority Risk Index Key

CPRI Category	Degree of Risk			Assigned Weighting Factor
	Level ID	Description	Index Value	
Probability	Unlikely	Extremely rare with no documented history of occurrences or events. Annual probability of less than 1 in 1,000 (<0.1%)	1	45%
	Possibly	Rare occurrences. Annual probability between 1 in 1,000 and 1 in 100 (0.1%-1%)	2	
	Likely	Periodic occurrences with at least 2 or more documented historic events. Annual probability between 1 in 100 and 1 in 10 (1%-10%)	3	
	Highly Likely	Frequent events with a well-documented history of occurrence. Annual probability of greater than 1 in 10 (>10%)	4	
Magnitude/Severity	Negligible	Negligible property damages (less than 5% of critical and non-critical facilities and infrastructure owned by the Jurisdiction). Injuries or illnesses are treatable with first aid and there are no deaths. Negligible loss of quality of life. Shut down of critical public facilities for less than 24 hours.	1	30%
	Limited	Slight property damage (greater than 5% and less than 25% of critical and non-critical facilities and infrastructure owned by the Jurisdiction). Injuries or illnesses do not result in permanent disability, and there are no deaths. Moderate loss of quality of life. Shut down of critical public facilities for more than 1 day and less than 1 week.	2	
	Critical	Moderate property damage (greater than 25% and less than 50% of critical and non-critical facilities and infrastructure owned by the Jurisdiction). Injuries or illnesses result in permanent disability and at least 1 death. Shut down of critical public facilities for more than 1 week and less than 1 month.	3	
	Catastrophic	Severe property damage (greater than 50% of critical and non-critical facilities and infrastructure owned by the Jurisdiction). Injuries and illnesses result in permanent disability and multiple deaths. Shut down of critical public facilities for more than 1 month.	4	
Warning Time	> 24 hours	Population will receive greater than 24 hours of warning.	1	15%
	12–24 hours	Population will receive between 12-24 hours of warning.	2	
	6-12 hours	Population will receive between 6-12 hours of warning.	3	
	< 6 hours	Population will receive less than 6 hours of warning.	4	
Duration	< 6 hours	Disaster event will last less than 6 hours	1	10%
	< 24 hours	Disaster event will last less than 6-24 hours	2	
	< 1 week	Disaster event will last between 24 hours and 1 week.	3	
	> 1 week	Disaster event will last more than 1 week	4	

Chart 1-2: Calculated Priority Risk Index Summary

Hazard	Probability	Weighted 45% (x.45)	Magnitude Severity	Weighted 30% (x.3)	Warning Time	Weighted 15% (x.15)	Duration	Weighted 10% (x.1)	CPRI Total
EQ - San Andreas M7.8	3	1.35	3	0.9	4	0.6	1	0.1	2.95
Windstorm	4	1.8	2	0.6	2	0.3	2	0.2	2.90
EQ - Newport-Inglewood M6.9	2	0.9	4	1.2	4	0.6	1	0.1	2.80
Flooding	3	1.35	2	0.6	2	0.3	2	0.2	2.45
Tsunami	2	0.9	3	0.9	3	0.45	3	0.3	2.55
Technological and Human-Caused Events	1	0.45	2	0.6	4	0.6	4	0.4	2.05
Public Health Events	1	0.45	2	0.6	1	0.15	4	0.4	1.60
Drought	1	0.45	1	0.3	1	0.15	4	0.4	1.30

5) PLANNING ASSUMPTIONS

- The City of Long Beach is primarily responsible for emergency actions and will commit all available resources to save lives, minimize injury to persons and minimize damage to property.
- The City of Long Beach will utilize SEMS/NIMS in emergency response operations.
- The Director of Emergency Services (City Manager) will coordinate the City's disaster response in conformance with the City's Emergency Services Ordinance.
- The City of Long Beach will participate in the Los Angeles County Operational Area.
- The resources of the City of Long Beach will be made available to local agencies and citizens to cope with disasters affecting this area.
- The City will commit its resources to a reasonable degree before requesting mutual aid assistance.
- Mutual aid assistance will be requested when disaster relief requirements

exceed the City's ability to meet them.

- The Incident Command System (ICS) structure will be a primary tool in implementing the SEMS and NIMS approaches.
- Personal preparedness and training are essential to effective emergency operations.
- The following objectives guide the planning, as well as the conduct, of response and recovery efforts for the City of Los Angeles during an emergency.
- The nature and extent of an emergency will govern which elements of the emergency organization will mobilize and respond.

6) PURPOSE OF THE PLAN

The Purpose of the EOP is to guide the mitigation, response and recovery efforts of the City of Long Beach before, during and after an emergency by:

- Describing the authority, responsibilities, functions, and operations of civil government during local emergencies, states of emergency and war emergencies.
- Providing a basis for the conduct and coordination of operations and the management of critical resources during emergencies.
- Providing a basis for incorporating the City Emergency Operations Center (EOC), non-governmental agencies and organizations with required emergency resources into the response plan.

7) EMERGENCY MANAGEMENT GOALS

To save lives and protect property.

To repair and restore essential systems and services.

To provide a basis for direction and control of city wide emergency operations.

To provide for the protection, use and distribution of remaining resources.

To provide for continuity of government.

To collect, analyze and provide information to emergency responders.

To collect and distribute safety information to inform and guide the public.

To provide for the rapid resumption of impacted businesses and community services.

To coordinate operations with other jurisdictions' emergency service organizations.

To accurately document and record required information for cost recovery efforts.

8) ORGANIZATION OF THE EMERGENCY OPERATIONS PLAN

ACTIVATION OF THE EMERGENCY OPERATIONS PLAN:

- On the order of the official designated by local ordinance, provided that the existence or threatened existence of a LOCAL EMERGENCY has been proclaimed in accordance with City of Long Beach Municipal Code 2.69 – Civil Defense.
- When the Governor has proclaimed a STATE OF EMERGENCY in an area including this jurisdiction.
- Automatically on the proclamation of a STATE OF WAR EMERGENCY as defined in California Emergency Services Act (Chapter 7, Division 1, Title 2, California Government Code).
- A Presidential declaration of a NATIONAL EMERGENCY.
- Automatically on receipt of an attack warning or the observation of a nuclear detonation.

APPROVAL AND PROMULGATION:

This Emergency Operations Plan will be reviewed by all departments/agencies assigned a primary function in the Long Beach Emergency Operations Plan (**Volume One – Basic Plan – EOC Departmental Organizational Chart**). Upon completion of review and written concurrence by these departments/agencies, the Emergency Operations Plan will be submitted to the State Office of Emergency Services for review and then should be submitted to the Mayor and City Council for approval. Upon concurrence by the City Manager, the Plan will be officially adopted and promulgated.

TRAINING, EXERCISING, & MAINTENANCE OF EMERGENCY OPERATIONS PLAN:

The objective of any emergency management organization is efficient and timely response during emergencies. A good plan is a first step toward that objective. However, planning alone will not guarantee preparedness. Training and exercising are essential at all levels of government to ensure emergency operations personnel are prepared to handle emergencies efficiently. All emergency plans and SOPs should include provisions for training.

The Long Beach Emergency Planning Team is responsible for making annual revisions to the Emergency Operations Plan that will enhance the conduct of response and recovery operations. Each responsible organization or agency will review and upgrade its portion of the Emergency Operations Plan and/or modify its SOPs as required based on identified deficiencies experienced in training, exercises, or actual occurrences. Changes in government structure and emergency response organizations will also be

considered in the Emergency Operations Plan revisions. The Emergency Planning Team will prepare, coordinate, publish and distribute any necessary changes to the plan to all City departments and other agencies as shown on the distribution list later in the Introduction. The Emergency Planning Team will also review documents that provide the legal basis for the Emergency Operations Plan to ensure conformance to SEMS requirements and modify as necessary.

The Emergency Planning Team is responsible for coordination and scheduling of training and exercises associated with this Plan. Training and exercising are essential at all levels of government to ensure emergency operations personnel are prepared to handle emergencies efficiently. All Emergency Operations Plans and SOPs should include provisions for training. The City of Long Beach's Emergency Management Organization will conduct regular exercises of this Plan to train all necessary City staff in the proper response to disaster situations. The training and exercise program standards identified in **Volume One – Basic Plan** meet and exceed SEMS and NIMS Regulations.



9) Resolution

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LONG BEACH TO ADOPT THE UPDATED EMERGENCY OPERATIONS PLAN

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

WHEREAS, Emergency Response to critical incidents, whether natural or manmade, requires integrated professional management, and Unified Command of such incidents is recognized as the management model to maximize the public safety response; and

WHEREAS, The National Incident Management System, herein referred to as NIMS, has been identified by the Federal Government as being the requisite emergency management system for all political subdivisions, and that failure to adopt NIMS as the requisite emergency management system may preclude reimbursement to the political subdivision for costs expended during and after a declared emergency or disaster and for training and preparation for such disasters or emergencies.

THEREFORE, It shall be the public policy of this City to adopt the NIMS concept of emergency planning and unified command. It shall further be the policy of this City to train public officials and emergency responders responsible for emergency management.

THE CITY COUNCIL OF THE CITY OF LONG BEACH DOES RESOLVE AS FOLLOWS:

SECTION 1. To adopt the Emergency Operations Plan.

SECTION 2. To grant authority to the City Manager to amend and update the Plan.

SECTION 3. The City Clerk shall certify to the passage and adoption hereof.

APPROVED AND ADOPTED THIS _____.

Mayor

ATTEST:

City Clerk

Approval Date: _____

10) LETTER OF PROMULGATION

LETTER OF PROMULGATION

TO: CITIZENS, OFFICIALS, AND EMPLOYEES OF CITY OF LONG BEACH

The preservation of life and property is an inherent responsibility of local, state, and federal government. The City of Long Beach has prepared this Emergency Operations 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.

While no plan can prevent death and destruction, good plans carried out by knowledgeable and well-trained personnel can and will minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts of the various emergency staff and service elements utilizing the Standardized Emergency Management System and the National Incident Management System.

The objective of this plan is to incorporate and coordinate all the facilities and personnel of the City into an efficient organization capable of responding to any emergency.

This Emergency Operations Plan is an extension of the California Emergency Operations Plan. It will be reviewed and exercised periodically and revised as necessary to meet changing conditions.

The City Council gives its full support to this plan and urges all citizens, officials, and employees, individually and collectively, to do their share in the total emergency effort of the City of Long Beach.

Concurrence of this promulgation letter constitutes the adoption of the Standardized Emergency Management System, National Incident Management System, and the Incident Command System by the City of Long Beach. This Emergency Operations Plan will become effective on approval by the City Council. Future revisions and amendments to the Emergency Operations Plan will become effective on approval by the City Manager.

Mayor, City of Long Beach

11) RECORD OF REVISIONS

Date	Section	Page Numbers	Entered By
August 2015	EOP Master Plan	1 – 445	Disaster Preparedness

12) DISTRIBUTION LIST

DEPARTMENTS/AGENCIES RECEIVING COPIES OF THE EMERGENCY OPERATIONS PLAN	# OF COPIES
State Agencies:	
California Office of Emergency Services (Cal OES), Southern Region	1
County Agencies:	
Los Angeles County Operational Area	1
Disaster Management Area Coordinator	1
City Agencies:	
City Attorney	1
City Clerk	1
City Manager	1
City Prosecutor	1
Civil Service	1
Development Services	1
Director Financial Management	1
Disaster Preparedness & Emergency Communications	1
Economic & Property Development	1
Fire Department	1
Gas and Oil	1
Harbor Department	1
Health & Human Services	1
Human Resources	1
Library Services	1
Long Beach Airport	1
Parks, Recreation & Marine	1
Police Department	1
Public Works	1
Technology & Innovation	1
Water Department	1

CONCURRENCE BY DEPARTMENTS/AGENCIES WITH PRIMARY ASSIGNMENTS

The **Long Beach Airport** concurs with the City of Long Beach's Emergency Operations Plan. Long Beach Airport was represented by Karl Zittel who was delegated the authority to act on behalf of the Airport. If needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **City Manager's Office** concurs with the City of Long Beach's Emergency Operations Plan. Long Beach City Manager was represented by Reggie Harrison who was delegated the authority to act on behalf of the City Manager. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Development Services Department** concurs with the City of Long Beach's Emergency Operations Plan. Development Services was represented by Georgia Pon who was delegated the authority to act on behalf of Development Services. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Disaster Preparedness and Emergency Communications Department** concurs with the City of Long Beach's Emergency Operations Plan. Disaster Preparedness was represented by David Ashman who was delegated the authority to act on behalf of Disaster Preparedness. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Financial Management Department** concurs with the City of Long Beach's Emergency Operations Plan. Financial Management was represented by Olivia Valero who was delegated the authority to act on behalf of Financial Management. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Fire Department** concurs with the City of Long Beach's Emergency Operations Plan. Fire was represented by Jeffrey Ohs who was delegated the authority to act on behalf of Fire. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Health and Human Services Department** concurs with the City of Long Beach's Emergency Operations Plan. Health and Human Services was represented by Diane Brown who was delegated the authority to act on behalf of Health and Human Services. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Human Resources Department** concurs with the City of Long Beach’s Emergency Operations Plan. Human Resources was represented by Steve Choi who was delegated the authority to act on behalf of Human Resources. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Library Services Department** concurs with the City of Long Beach’s Emergency Operations Plan. Library Services was represented by Francisco Vargas who was delegated the authority to act on behalf of Library Services. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Gas and Oil Department** concurs with the City of Long Beach’s Emergency Operations Plan. Gas and Oil was represented by Steve Bateman who was delegated the authority to act on behalf of Gas and Oil. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Parks, Recreation, and Marine Department** concurs with the City of Long Beach’s Emergency Operations Plan. Parks and Recreation was represented by Ken Campbell who was delegated the authority to act on behalf of Parks and Recreation. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Police Department** concurs with the City of Long Beach’s Emergency Operations Plan. Police Department was represented by Michael Beckman who was delegated the authority to act on behalf of the police Department. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Public Works Department** concurs with the City of Long Beach’s Emergency Operations Plan. Public Works was represented by Art Cox who was delegated the authority to act on behalf of Public Works. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Technology and Innovation Department** concurs with the City of Long Beach’s Emergency Operations Plan. Technology Services was represented by Norman Maeshima who was delegated the authority to act on behalf of Technology Services. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Water Department** concurs with the City of Long Beach’s Emergency Operations Plan. Water was represented by Steven Gay who was delegated the authority to act on behalf of Water. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

The **Port of Long Beach** concurs with the City of Long Beach’s Emergency Operations Plan. The Port was represented by Daniel Kane who was delegated the authority to act on behalf of The Port. As needed, revisions will be submitted to the Emergency Response Emergency Planning Team.

EMERGENCY OPERATIONS PLAN



Volume One: Basic Plan

Updated: December 2015

Prepared under contract with:
Emergency Planning Consultants
San Diego, California
Carolyn J. Harshman, CEM



VOLUME ONE: BASIC PLAN

1) PURPOSE and SCOPE

The Basic Plan addresses the planned response of the City of Long Beach to extraordinary emergency situations associated with natural disasters, and technological events (human-caused) and national security emergencies. It provides an overview of operational concepts, identifies components of the City's Emergency Management Organization within the Standardized Emergency Management System (SEMS), the Incident Command System (ICS) and the National Incident Management System (NIMS). SEMS requires emergency response agencies to use the Incident Command System as the basic emergency management system. The Basic Plan section of the Plan describes the overall responsibilities of the federal, state and county entities and the City for protecting life and property and assuring the overall well-being of the population.

The Emergency Operations Plan has been designed to serve the growing needs of the City of Long Beach. As the population continues to increase and with it, vulnerability to hazards, it's important that the EOP be flexible enough to use in all emergencies. This plan not only meets that need but will increase the effectiveness and efficiency of the community's response and short-term recovery activities.

2) AUTHORITIES AND REFERENCES

Emergency operations will be conducted as outlined under Concept of Operations, and in accordance with the enabling legislation, plans, and agreements listed in **Volume One - Basic Plan - Authorities and References**.

3) EMERGENCY MANAGEMENT PROGRAM

A. Overview of Emergency Management

Emergency management is the preparation for and carrying out of all emergency functions, other than military functions, to minimize injury and to repair damage resulting from disasters caused by fire, flood, storm, earthquake, or other natural causes, or enemy attack, terrorism, sabotage, or other hostile action, and to provide support for rescue operations for persons and property in distress.

Emergency management includes mitigation against, preparedness for, response to, and recovery from disasters or emergencies.

The City of Long Beach maintains an ongoing Emergency Management Program, involving a wide range of emergency management activities. Although the City's Emergency Operations Plan (EOP) focuses on the response and

recovery phases, the City's Emergency Management Program is actively involved in all four phases of emergency management: preparedness, response, recovery, and mitigation.

B. Phases of Emergency Management

Preparedness

Preparedness activities are necessary to the extent that mitigation measures have not, or cannot completely, prevent disaster. In the preparedness phase, governments, organizations, and individuals develop plans to save lives and minimize disaster damage. These activities serve to develop the response capabilities needed in the event of an emergency. Examples include preparedness plans, emergency exercises/training, warning systems, emergency communication systems, evacuation plans/training, resource inventories, emergency personnel/contact lists, mutual aid agreements and public education/information. This EOP identifies many of the preparedness efforts of the City of Long Beach.

Response

Response activities follow the issuance of a pending disaster warning or the occurrence of an actual disaster or emergency. These activities help to reduce casualties and damage, and speed recovery. Response activities include public warning, notification of public authorities, evacuation, rescue, assistance, activation of the Emergency Operations Center (EOC), declarations of disaster, search and rescue, and other similar operations addressed in this plan.

Recovery

Recovery continues until all systems return to normal and includes both short-term and long-term activities. Short-term operations restore critical services to the community, provide for the basic needs of the community and return vital life-support systems to minimum operating standards. The beginning of a long-term recovery period is an opportune time to institute mitigation measures, particularly those related to the recent emergency. Examples of recovery actions would be temporary housing and food programs, restoration of non-vital services, reconstruction of damaged areas, damage insurance, loans and grants, long-term medical care, disaster unemployment insurance, public information, health and safety education, counseling programs and economic impact studies.

A separate Recovery Plan will be prepared by the Emergency Planning Team in the future and will be available under separate cover.

Mitigation

Mitigation activities are those that eliminate or reduce the probability of a disaster occurrence. Also included are those long-term activities that lessen the undesirable effects of unavoidable hazards. Some examples include establishment of building codes, flood plain management regulations, insurance, public education programs, hazard analysis updates, tax incentives or disincentives, zoning and land use management, building use regulations and safety codes, resource allocations and preventive health care.

A separate Hazard Mitigation Plan was updated by the Hazard Mitigation Planning Team during 2014. That plan is available under separate cover.

C. Emergency Management Program Priorities

In view of the City of Long Beach's susceptibility and vulnerability to natural disasters, technological events, and national security emergencies, continuing emphasis will be placed on: emergency planning; training of full-time and reserve personnel; training with Community Partner Organization ("NGO's"); public awareness and education; and assuring the adequacy and availability of sufficient resources to cope with such emergencies. Emphasis will also be placed on mitigation measures to reduce losses from disasters, including the development and enforcement of appropriate land use, design and construction regulations (**Volume One – Basic Plan - Hazard Mitigation**).

4) CONTINUITY OF GOVERNMENT

A major emergency or manmade disaster could result in great loss of life and property, the death or injury of key government officials, and/or the partial or complete destruction of established seats of government, and public and private records essential to continued operations of government and industry. To help preserve law and order and to continue/restore local services, it is essential that units of local government continue to function during or following such situations.

Government at all levels is responsible for providing continuity of effective leadership, authority and adequate direction of emergency and recovery operations. The California Government Code and the State Constitution provide legal authority for the continuity and preservation of State and local government. **Volume Two – Management Annex** provides complete details on the Continuity of Government in California. A listing of the successors to each member of the City of Long Beach's governing body and key officials are also included in the discussion on Continuity of Government.

5) PUBLIC AWARENESS AND EDUCATION

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

Public awareness and education prior to any emergency are crucial to successful public information efforts during and after the emergency. The pre-disaster awareness and education programs must be viewed as equal in importance to all other preparations for emergencies and receive an adequate level of planning. Community Emergency Response Team (CERT) and American Red Cross (Map your neighborhood) are example of engaging community partnership. Event such as Ready Long Beach are example of the programing to educate and raise awareness of emergency planning. These programs must be coordinated among local, state and federal officials to ensure their contribution to emergency preparedness and response operations. Emergency Public Information procedures are addressed in **Volume Two - Management Annex**.

6) CITY OF LONG BEACH TRAINING AND EXERCISE STANDARDS

SEMS and NIMS regulations contain mandatory training and exercise requirements and recommendations for the field response level and local government level. The Long Beach Training and Exercise Program identified below meets SEMS and NIMS Regulations. The Planning Team will be responsible for implementing the Training and Exercise Program. Training will be provided to Long Beach staff by subject matter experts within our ranks. We will also use proven industry experts from organizations such as California Specialized **Training** Institute (CSTI), Willdan & Associates, Incident Management Training Consortium (IMTC) and Constant & Associates.

a) Training

In addition to the required SEMS training identified below, the Planning Team members are committed to maintaining their professional development skills in the area of emergency management. An example of appropriate courses would be the Professional Development Series sponsored by the Federal Emergency Management Agency. The course series includes: Principles of Emergency Management, Emergency Planning, Leadership and Influence, Decision-Making and Problem-Solving, Effective Communication, Developing and Managing Volunteers, and Exercise Design. Each Planning Team member is assigned liaison responsibilities to the ongoing emergency management program. Depending on their individual assignment, each member will select applicable training courses. The FEMA Professional Development Courses are available as "independent study" or materials are available for a classroom-type delivery. The

Emergency Planning Team will develop and maintain the Long Beach Training and Exercise Program.

All staff that may be assigned to participate in the Emergency Operations Center (EOC) or at the field response level must maintain minimum training competencies pursuant to SEMS and NIMS regulations. Human Resource have the software to track ICS training and agree to assist in Disaster Preparedness. **(Volume Two).**

FIELD RESPONSE LEVEL TRAINING STANDARDS

At the field (incident) response level, the use of SEMS is intended to standardize the response to emergencies involving multiple jurisdictions or multiple agencies. SEMS requires emergency response agencies to use the Incident Command System as the basic emergency management system. Compliance with this requirement can be incorporating ICS into the daily functions of the emergency response departments, or to maintain expertise in the system through training.

Following are the SEMS and NIMS courses required of all personnel that may participate in a field response:

- Introduction to SEMS
- NIMS 700 Introduction to National Incident Management System
- ICS 100 Orientation to Incident Command System
- ICS 200 Basic Incident Command System
- ICS 300 Intermediate Incident Command System (ICS supervisor)
- ICS 400 Advanced Incident Command System (ICS commander or command staff)

LOCAL GOVERNMENT LEVEL TRAINING STANDARDS

All local government staff that have been assigned positions in the Emergency Operations Center are required to maintain minimum training competencies pursuant to the SEMS and NIMS approved courses of instruction.

Completion of SEMS and NIMS courses are required of all personnel that may be assigned to key positions in the EOC:

- Introductory SEMS Course
- EOC Course
- NIMS 700 Introduction to National Incident Management System
- ICS 100 Orientation to Incident Command System
- ICS 200 Basic Incident Command System
- ICS 300 Intermediate Incident Command System (ICS supervisor)
- ICS 400 Advanced Incident Command System (ICS commander or command staff)

Executive Staff

The term executive describes an individual that works in executive management or an elected position but is not assigned a position in the field or the Emergency Operations Center (EOC).

We have prepared information describing the roles and responsibilities of elected officials before during and after an emergency. This information is shared and reviewed with officials on a periodic basis.

b) Exercises

Definition - An exercise is a single practice activity. Simply defined, it is a rehearsal of a simulated emergency, in which members of various agencies perform the tasks that would be expected of them in a real emergency. Its purpose is to promote emergency preparedness by testing policies and plans and training personnel.

There are two main benefits of an exercise program. The first is individual training: people practice their roles and get better at them. Second, the emergency management system is improved. These benefits arise not just from exercising, but also from evaluating the exercise and acting upon the recommendations. An exercise has value only when it leads to improvement.

There are a number of reasons to perform exercises:

- Test and evaluate plans, policies and procedures
- Reveal planning weaknesses
- Reveal gaps in resources
- Improve inter-agency coordination and communications
- Clarify roles and responsibilities
- Train personnel in roles and responsibilities
- Improve individual performance
- Gain public recognition and support of officials
- Satisfy government requirements

The focus of an exercise should always be on locating and eliminating problems before an actual emergency occurs. Corrective actions are an important part of exercise design, evaluation, and follow-up.

Exercise Types - Following is an overview of five main types of emergency exercises: orientation seminar, drill, tabletop, functional, and full-scale. As a general rule the exercises gradually increase in complexity, realism, and stress.

Orientation Seminar - As the name suggests, the orientation is an overview or introduction. Usually presented as an informal discussion in a group setting,

it is very low-stress. Its purpose is to familiarize participants with roles, plans, procedures, or equipment.

Drill - A drill is a coordinated, supervised activity normally used to test a single specific operation or function in a single agency. Drills are also utilized to provide training with new equipment, to develop new policies or procedures, or to practice and maintain current skills. A drill focuses on one small part of the overall jurisdictional plan.

Examples:

- EOC: Activation procedures.
- Public Works: Locating and placing road barriers under time constraints.
- Fire Department: Response to furthest part of the City within in a certain time.

The key phrase is “single emergency function.” There is no attempt to coordinate agencies or fully activate the EOC.

Tabletop Exercise - A tabletop exercise simulates an emergency situation in an informal, stress-free environment. It is designed to elicit constructive discussion as participants examine and resolve problems based on the Emergency Operations Plan and Standard Operating Procedures. There is minimal attempt at simulation, no utilization of equipment or deployment of resources, and no time pressures. Participants are encouraged to take their time in arriving at in-depth decisions. The success of the exercise is largely determined by group participation in the identification of problem areas.

Functional Exercise - A functional exercise is a fully simulated interactive exercise. It tests the capability of a jurisdiction to respond to a simulated emergency testing one or more functions of the jurisdiction’s Emergency Operations Plan. It is a coordinated response to an emergency in a time-pressured, realistic simulation. It focuses on policies, procedures, roles and responsibilities of single or multiple emergency functions before, during, or after any emergency period.

Full-Scale Exercise - A full-scale exercise is as close to a real disaster as possible. It is a field exercise designed to evaluate the operational capability of emergency management systems in a highly stressful environment, which simulates actual response conditions. To accomplish this realism it requires the mobilization and actual movement of emergency personnel, equipment and resources. It differs from a drill in that it coordinates actions of several agencies, tests several emergency functions, and activates the EOC. Realism is achieved through on-scene actions and decisions, simulated “victims,” search and rescue requirements, communication devices, equipment deployment, and actual resource and manpower allocation. Ideally, the full-

scale exercise should test and evaluate most functions of the Emergency Operations Plan.

FIELD RESPONSE LEVEL EXERCISE STANDARDS

SEMS regulations recommend that ICS be used during all exercises involving the field response level. It is particularly valuable to conduct multi-agency and multi-jurisdictional exercises. Exercises may be isolated to field level or may be full-scale exercises involving coordination with the EOC.

Long Beach requires that staffs assign to work positions in the EOC participate in Tabletop Exercise every year. The exercise type, to be selected by the department, will be an orientation, drill, or tabletop exercise. Every four years, the field response departments will participate in a full-scale exercise with the EOC.

LOCAL GOVERNMENT LEVEL EXERCISE STANDARDS

Long Beach requires that each EOC section participate in a Tabletop Exercise every year. In other words, each of the SEMS sections including Management, Operations, Planning & Intelligence, Logistics, and Finance & Administration will participate in separate Tabletop Exercises on an annual basis. Additionally, *EOC personnel will participate in a functional or full-scale exercise.* During the four-year cycle, one full-scale exercise with field response departments will be held, with one functional exercise during each of the remaining three years (see Chart 2-1 below).

Chart 2-1: Four Year Exercise Cycle

	Year 1	Year 2	Year 3	Year 4
EOC Sectional Tabletop Exercise	X	X	X	X
EOC Functional Exercise	X	X	X	
EOC Full-Scale Exercise coordinated with the Field Response Departments				X

7) ALERTING AND WARNING SYSTEM

Warning is the process of alerting governmental forces and the general public to the threat of imminent extraordinary danger. Dependent upon the nature of the threat and the population group at risk, warnings can originate at any level of government.

Success in saving lives and property is dependent upon timely dissemination of warning and emergency information to persons in threatened areas. Local government is responsible for warning the populace of the jurisdiction. Government officials accomplish this using notification software, media releases and/or warning devices located within the community or mounted on official vehicles. The notification program is called AlertLongBeach. Long Beach has developed outreach plans using social media, news media and community volunteers. The warning devices are normally activated from a point staffed 24 hours a day.

There are various electronic or mechanical systems in place, described in **Volume Two**, whereby an alert or warning may originate or be disseminated.

8) CONCEPT OF OPERATIONS

While the causes of emergencies vary greatly, the potential effects of emergencies do not. This means that the City of Long Beach can plan to deal with effects common to several hazards, rather than develop separate plans for each hazard. The critical aspect of planning for the response to emergency situations is to identify what should happen, when, and at whose direction. Next, responsibilities are assigned to appropriate departments and assurances are made that those organizations have procedures in place to effectively accomplish the tasks.

It is the responsibility of government to undertake an ongoing comprehensive approach to emergency management in order to mitigate the effects of hazardous events. Local government has the primary responsibility for preparedness and response activities. When an emergency exceeds the local government's capability to respond, assistance is requested from other local jurisdictions, and State and Federal governments. In any case, the responsibility for and command of the incident remains with the local jurisdiction.

Operations during peacetime and national security emergencies involve a full spectrum of activities from a minor incident, to a major earthquake, to a nuclear detonation. There are a number of similarities in operational concepts for peacetime and nuclear security emergencies. Some emergencies will be preceded by a buildup period that can provide warning to those areas and/or population groups that might be affected. Other emergencies occur with little or no advance warning, thus requiring mobilization and commitment of the jurisdiction's resources immediately prior to or after the onset of the situation. All agencies must be prepared to respond

promptly and effectively to any foreseeable emergency, including the provision and utilization of mutual aid. **(Volume One – Basic Plan - Mutual Aid)**

A. PEACETIME EMERGENCY

In a peacetime emergency, as contrasted with a national security emergency, governmental response is an extraordinary extension of responsibility and activity, coupled with normal day-to-day activity. To ensure continued overall effectiveness, normal government structures will be maintained, with emergency operations being limited to those agencies assigned specific emergency functions. More importantly, a system, or systems, must come into being for the purpose of exercising overall operational control (management) or coordination of emergency operations.

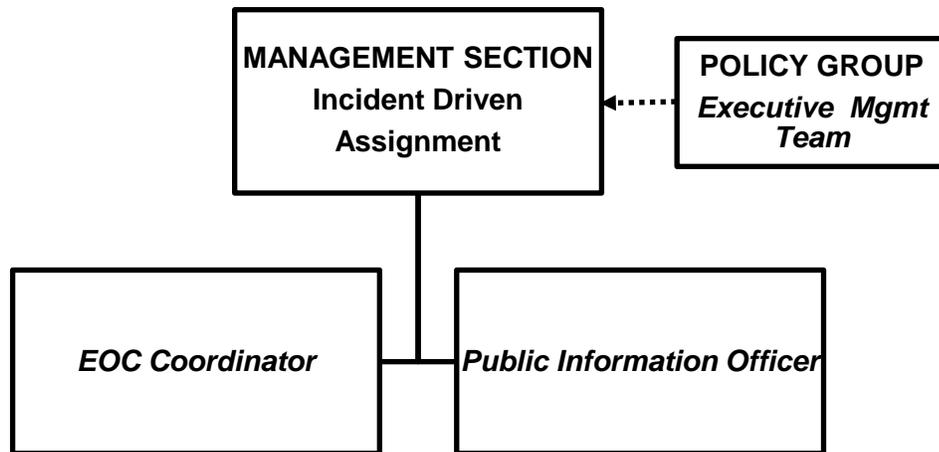
The State of California Emergency Plan identifies three levels of emergencies that they use to categorize an appropriate response. The levels are based on the severity of the situation and the availability of local resources.

A minor to moderate incident wherein local resources are adequate and available. A LOCAL EMERGENCY may or may not be proclaimed.

Level I – Normal Operations

This level is similar to day-to-day operations and would be used for those emergency situations for which normal management procedures and local resources are adequate. Local public safety and emergency function coordinators provide necessary support as established by appropriate agreements and ordinances. The Emergency Operations Center (EOC) may or may not be activated. If the EOC is activated, participation would be minimal. Typically, the EOC Director would be informed of the incident and would initiate a minimal activation with necessary Section Chiefs and other positions deemed necessary. Other inter-agency coordination (e.g., fire, law, and public works) is accomplished via established telephone and radio communications systems and procedures at the incident and agency dispatch level. The EOC Director is responsible for the readiness of the EOC although typically this responsibility is delegated to the EOC Coordinator. See **Chart 2-2** for an example of Level I – Normal Operations.

Chart 2-2: Level I – Normal Operations



Level II – Partial EOC Activation

A moderate to severe emergency wherein local resources are not adequate and mutual aid may be required on a regional or even statewide basis. A LOCAL EMERGENCY may be proclaimed and a STATE OF EMERGENCY may be proclaimed.

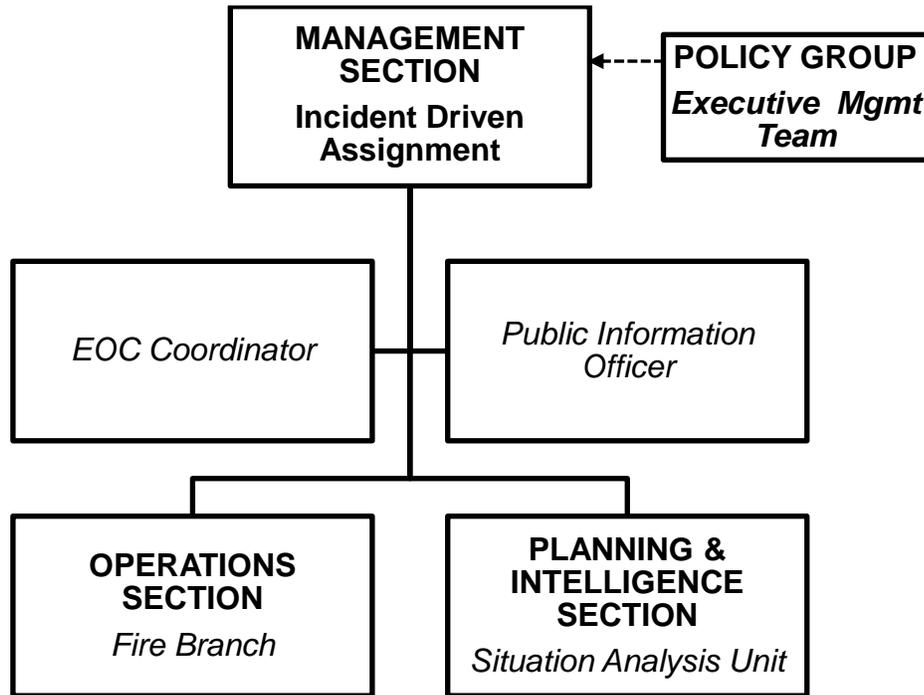
This level of is used for emergencies that involve several departments or agencies from within the same jurisdiction and/or agencies from more than one jurisdiction that requires close coordination. Key management level personnel from the principally involved agencies will move to the EOC (or other designated central location) to provide jurisdiction or multi-jurisdiction coordination for the emergency. Each of the five Sections within the EOC is activated but only some of the positions are filled. This extent of activation may involve the early stages of what later becomes a larger problem. Activities can include, but are not limited to:

- Establishment of an area-wide situation assessment function.
- Establishment of an area-wide public information function.
- Establishment of resource requirements for the affected area and coordination of resource requests.
- Establishment and coordination of the logistical systems necessary to support multi-incident management.
- Establishment of priorities for resource allocation.

These functions are supplementary to those that may be performed by a single agency. In this mode, the required emergency management staff should meet in

the EOC for coordination. Incident management established for the emergency would continue to report through the established 24-hour dispatch facility. Information would be provided to the EOC by agency dispatch facilities and/or by liaison personnel. See **Chart 2-3**.

Chart 2-3: Level II - Partial EOC Activation (Example)



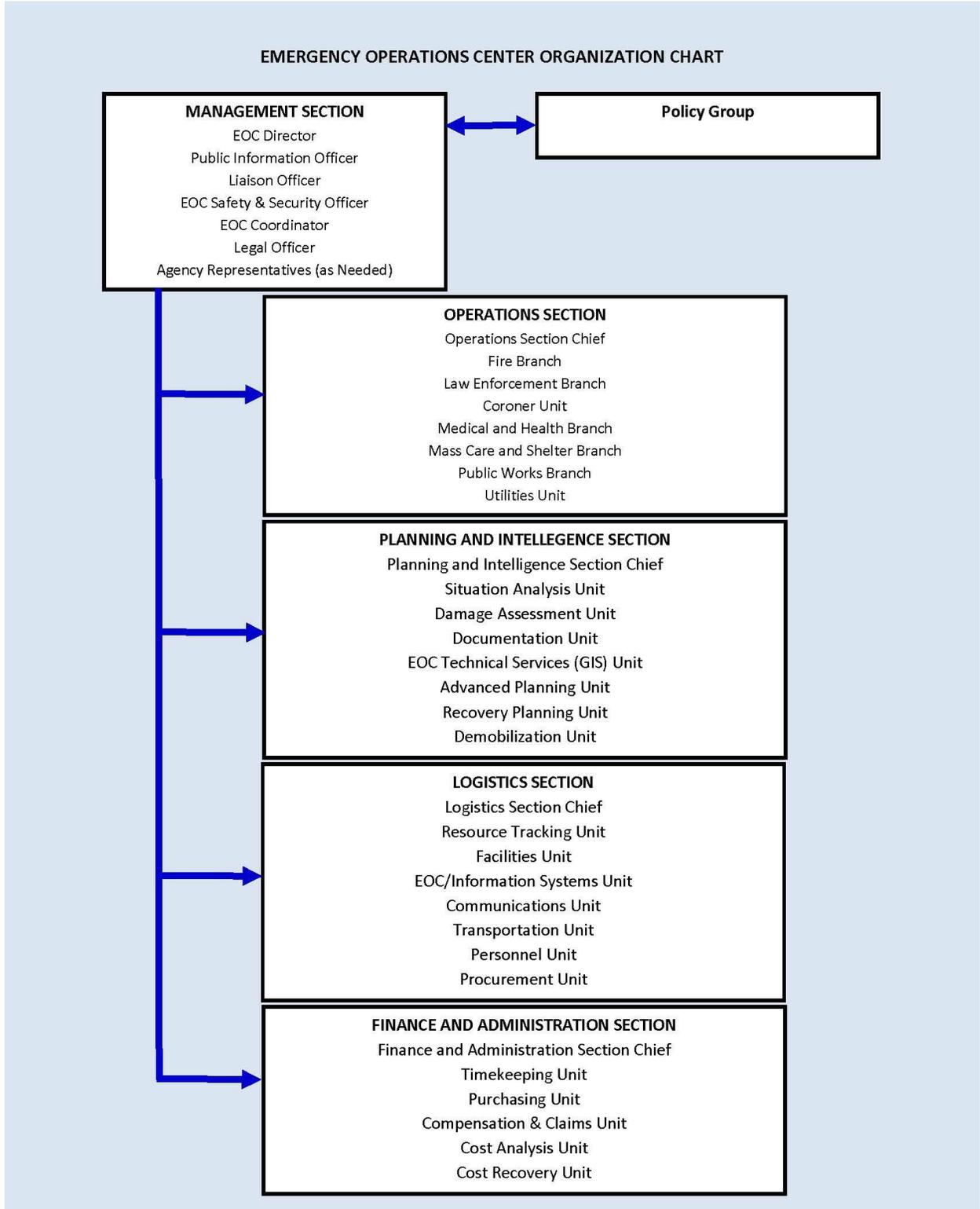
Level III – Full EOC Activation

Major disasters wherein 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 would be proclaimed and a Presidential Declaration of an EMERGENCY OR MAJOR DISASTER would be requested.

A disaster that would render it impossible for the City of Long Beach to effectively function at either Level I or Level II, would require a Level III. An example would be a major earthquake causing substantial damage throughout the City. In this situation, the EOC would be activated and all or most of the EOC positions filled.

All coordination and direction activities would be accomplished from the EOC. The Field Response Level would report to and receive direction from the EOC. See **Chart 2-4** on the following page for a Level III Full EOC Activation.

Chart 2-4: Level III – Full EOC Activation



B. NATIONAL SECURITY EMERGENCIES

National security emergencies may range from minor inconveniences such as food and petroleum shortages to a worst-case scenario involving a nuclear attack on the United States. Protective measures to be employed in the event of a threatened or actual attack on the United States include:

- In-place protection.
- Spontaneous evacuation by an informed citizenry may be considered a viable option within the context of this plan.

The Standardized Emergency Management System will be fully activated and centralized coordination and direction of emergency operations will be established. The Operational Area EOC and City EOC would be activated and staffed.

9) STANDARDIZED EMERGENCY MANAGEMENT SYSTEM AND NATIONAL INCIDENT MANAGEMENT SYSTEM

SEMS Background

The Standardized Emergency Management System is the system required by California Government Code Section 8607(a) for managing response to multi-agency and multi-jurisdictional emergencies in California.

As a result of events during the 1991 East Bay Hills Fire, State Senator Petris introduced SB 1841 (chaptered as Government Code Section 8607, effective January 1, 1993). This statute directed the Governor's Office of Emergency Services; in coordination with all interested state agencies with designated response roles in the state emergency plan and interested local emergency management agencies, to establish by regulation the Standardized Emergency Management System.

The framework of SEMS includes the Incident Command System, multi-agency or inter-agency coordination, Master Mutual Aid Agreement and System, and operational area concept. The final regulations became effective September 2, 1994 as Title 19, Division 2, Chapter 1 of the California Code of Regulations.

The purpose of SEMS was to standardize key elements of the emergency management system in order to:

- Facilitate the flow of information within and between levels of the system, and
- Facilitate coordination among all responding agencies.

Use of SEMS will improve the mobilization, deployment, utilization, tracking, and demobilization of needed mutual aid resources. Use of SEMS will also reduce the incidence of poor coordination and communications, and reduce resource ordering duplication on multi-agency and multi-jurisdictional responses.

SEMS was designed to be flexible and adaptable to the varied disasters that occur in California and to the needs of all emergency responders.

A. Organizational Levels

SEMS consists of five organizational levels that are activated as necessary:

- Field Response
- Local Government
- Operational Areas (countywide)
- Regional (CAL OES Mutual Aid)
- State

Field Response Level

SEMS regulations require local government emergency response agencies to use ICS at the field response level in order to be eligible for state reimbursement of response related personnel costs. Volunteer and private agencies that may be assisting or cooperating local government agencies at an incident should also use ICS.

It's important that local government determine which agencies and departments have field level response personnel. Some agencies respond to emergencies on a day-to-day basis. Other agencies will become involved in emergency response to major incidents, or emergencies occurring on or affecting people on the agency's property or facilities. All such agencies should use ICS in their field response.

SEMS regulations define an emergency response agency as any organization responding to an emergency, or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center. Local government agencies and departments that typically have personnel who may respond to emergencies in the field include, but are not limited to:

- Fire Services
- Law Enforcement
- Emergency Medical Services
- Public Works

According to California regulations, the field response level is required to use SEMS and ICS when two or more emergency response agencies are involved in the incident or threat. The ICS field functions to be used for emergency management are: Command, Operations, Planning & Intelligence,

Logistics, and Finance & Administration. Department SOPs contain position checklists for the field response level. This EOP addresses coordination and communication between field and EOC, as well as EOC roles and responsibilities.

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. In order to be eligible for state funding of response-related personnel costs, local governments are required to use SEMS when the Emergency Operations Center is activated or a Local Emergency is proclaimed. In SEMS, the local government emergency management organization and its relationship to the field response level may vary depending upon factors related to geographical size, population, function and complexity.

SEMS activation is required at the Local Government Level under the following conditions:

- 1) Local Emergency declared or proclaimed.
- 2) Local government EOC is activated.
- 3) Local government activates EOC and requests operational area EOC activation.
 - a. All elements of local government with an emergency role have responsibilities for developing and using SEMS. The development of SEMS within the local government should be a cooperative effort of all departments and agencies with an emergency response role.

The Emergency Planning Team is responsible for SEMS planning in the City of Long Beach including:

- Communicating information within the City on SEMS requirements and guidelines,
- Coordinating SEMS development among departments and agencies,
- Coordinating with other local governments, the operational area, and volunteer and private agencies on development of SEMS,
- Incorporating SEMS into the City's Emergency Operations Plan.

Local governmental levels shall provide the following emergency management functions: Management, Operations, Planning & Intelligence, Logistics, and Finance & Administration. Local jurisdictions are responsible for overall direction of personnel and equipment provided for emergency operations through mutual

aid (Government Code Section 8618). Additional details relative to the organization and responsibilities of the SEMS elements at each of the levels are provided in **Volume Two - Annexes**.

This Plan update includes a Resolution by the Long Beach City Council to adopt the Standardized Emergency Management System and the National Incident Management System. The Council adopted SEMS for managing response to multi-agency and multi-jurisdiction emergencies and to facilitate communications and coordination between all levels of the system and among all responding agencies.

Operational Area (County of Los Angeles)

Under SEMS, the Operational Area creates an intermediate level of the state's emergency services organization consisting of a county and all political subdivisions within the county area. Political subdivisions include cities, a city and county, counties, district or other local governmental agency, or public agency as authorized by law.

The Operational Area is responsible for managing and/or coordinating information, resources and priorities among local governments within the operational area; and coordinating and communicating between the local government level and the regional level.

Activation of the Operational Area is required under the following conditions:

- 1) Local government activates EOC and requests operational area EOC activation.
- 2) Two or more cities within the operational area declare or proclaim a local emergency.
- 3) County and one or more cities declare or proclaim a local emergency.
- 4) City, city and county, or county requests governor's State of Emergency proclamation.
- 5) Governor proclaims a state of emergency for county or two or more cities within the operational area
- 6) Operational area requests resources from outside its boundaries. This does not include resources used in normal day-to-day operations that are obtained through existing mutual aid agreements.

- 7) Operational area receives resource requests from outside its boundaries. This does not include resources used in normal day-to-day operations that are obtained through existing mutual aid agreements.

SEMS regulations specify that all local governments within a county geographic area be organized into a single operational area and that the county board of supervisors is responsible for its establishment. The City of Long Beach is a jurisdiction within Los Angeles County and therefore, a part of the Los Angeles County Operational Area.

- According to the Los Angeles County Operational Area Emergency Response Plan, once the Operational Area is activated, the County's Sheriff will serve as the Director of Emergency Operations with responsibility for coordinating emergency operations following whole, or partial, activation of the County Operational Area Organization.

The County Operational Area Emergency Operations Center (OAEOC) will be activated whenever there is a need to coordinate the emergency response of County departments, agencies, and local jurisdictions in response to emergencies, disasters, or other significant events. The Chair of the Board of Supervisors, the Chief Administrative Officer (CAO), the Sheriff, or their authorized representatives may activate the OAEOC.

The Los Angeles County Office of Emergency Management is the lead agency in the Operational Area's response effort and serves as staff to the Director of Emergency Operations.

Regional

Because of its size and geography, the state has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities. Los Angeles County is in Mutual Aid Region I. The California Office of Emergency Services also established three Administrative Regions (Coastal, Inland and Southern). These Administrative Regions are the means by which Cal OES maintains day-to-day contact with emergency services organizations at local, county and private sector organizations. Los Angeles County is in the Southern Administrative Region. (See **Volume One – Mutual Aid** for map and further information)

In SEMS, 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 of SEMS 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.

RIMS - California Response Information Management System (RIMS), an internet based system used for real-time reporting of emergency response information, among the five levels of government and five functional areas of emergency management, was designed based on the Incident Command System. The result is that RIMS provides for cross communication among the levels of government and emergency management functional areas in compliance with the NIMS standards. As referenced above, the RIMS system is structured in accordance with the standard incident management organization of five functional areas -- command, operations, planning, logistics, and finance/administration -- for management of all major incidents. To ensure further coordination, and during incidents involving multiple jurisdictions or agencies, the principle NIMS concepts have been incorporated into RIMS. The NIMS structure of a unified command supports coordination efforts of many jurisdictions, and assures joint decision making regarding strategies, plans, priorities, and public communications. Thereby, RIMS also supports the NIMS preparedness measures including: planning, training, exercises, mission resource requesting and tasking, and publication management.

B. Features Common to all Organizational/Response Levels

SEMS has several features based on the Incident Command System. The field response level uses functions, principles, and components of ICS as required in SEMS regulations. Many of these field response level features are also applicable at local government, operational area, regional and state levels. In addition, there are other ICS features that have application to all SEMS levels. Described below are the features of ICS that are applicable to all SEMS levels.

Essential Management Functions

SEMS has five essential functions adapted from ICS. The field response level uses the five primary ICS functions: command, operations, planning/intelligence, logistics, and finance/administration. At the local government, operational area, regional and state levels, the term management is used instead of command. The titles of the other functions remain the same at all levels.

Management by Objectives

The “Management by Objectives” feature of ICS as applied to SEMS, means that each SEMS level establishes for a given operational period, measurable and

attainable objectives to be achieved. An objective is an aim or end of an action to be performed. Each objective may have one or more strategies and performance actions needed to achieve the objective. The operational period is the length of time set by command at the field level, and by management at other levels to achieve a given set of objectives. The operational period may vary in length from a few hours to days, and will be determined by the situation.

Action Planning

Action planning should be used at all SEMS levels. There are two types of action plans in SEMS:

Incident Action Plans: At the field response level, written or verbal incident action plans contain objectives reflecting the overall incident strategy and specific tactical action and supporting information for the next operational period. Incident action plans are an essential and required element in achieving objectives under ICS.

EOC Action Plans: At local, operational area, regional and state levels, the use of EOC action plans provide designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. Action plans not only provide direction, but they also serve to provide a basis for measuring achievement of objectives and overall system performance. Action plans can be extremely effective tools during all phases of a disaster.

Organizational Flexibility--Modular Organization

The intent of this SEMS feature is that at each SEMS level: 1) only those functional elements that are required to meet current objectives need to be activated, and 2) that all elements of the organization can be arranged in various ways within or under the five SEMS essential functions.

The functions of any non-activated element will be the responsibility of the next highest element in the organization. Each activated element must have a person in charge of it; however one supervisor may be in charge of more than one functional element.

Organizational Unity and Hierarchy of Command or Management

Organizational Unity means that every individual within an organization has a designated supervisor. Hierarchy of command/management means that all functional elements within each activated SEMS level are linked together to form a single overall organization within appropriate span-of-control limits.

Span of Control

Maintaining a reasonable span of control is the responsibility of every supervisor at all SEMS levels. The optimum span of control is one to five, meaning that one supervisor has direct supervisory authority over five positions or resources. The recommended span of control for supervisory personnel at the field response level and all EOC levels should be in the one-to-three to one-to-seven range. A larger

span of control may be acceptable when the supervised positions or resources are all performing a similar activity.

Personnel Accountability

An important feature of ICS applicable to all SEMS levels is personnel accountability. This is accomplished through the Organizational Unity and Hierarchy of Command or Management feature along with the use of check-in forms, position logs and various status keeping systems. The intent in bringing this ICS feature into SEMS is to ensure that there are proper safeguards in place so all personnel at any SEMS level can be accounted for at any time.

Common Terminology

In ICS, common terminology is applied to functional elements, position titles, facility designations and resources. The purpose of having common terminology is to rapidly enable multi-agency, multi-jurisdiction organizations and resources to work together effectively. This feature, as applied to all SEMS levels, would ensure that there is consistency and standardization in the use of terminology within and between all five SEMS levels.

Resources Management

In ICS, resources management describes the ways in which field level resources are managed and how status is maintained. At all SEMS levels, there will be some functional activity related to managing resources. This will vary from level to level in terms of directing and controlling, to coordination, to resource inventorying. Procedures for effective resources management must be geared to the function and the level at which the function is performed.

Integrated Communications

This feature of ICS relates to: hardware systems; planning for system selection and linking; and the procedures and processes for transferring information. At the field response level, integrated communications is used on any emergency. At all EOC levels, and between all SEMS levels, there must be a dedicated effort to ensure that communications systems, planning and information flow are being accomplished in an effective manner. The specifics of how this is accomplished at EOC levels will be different than at the field response level.

10) CITY OF LONG BEACH EMERGENCY OPERATIONS

- A. Field Response Level Field Response Level Management will be implemented as required for the on-scene management of field operations. The overall Field Incident Commander will be determined by the type of emergency as follows:

Chart 2-5: Lead Agency Assignments

Citywide Emergency Management Initial Response Plan*		Lead Agency for City EOC Management Assignment
Incident Type	Primary Response Agency**	Potential Responding Agencies & SMEs
Aviation Incident	Fire Department	Police Department, Long Beach Airport, Long Beach Transit, FBI, FAA, National Transportation Safety Board
BioWatch Incident	Health Department	Health Department, Fire Department, Police Department, FBI, Department of Homeland Security, LA County Health Dept., LA County OEM, Environmental Protection Agency
Chemical, Biological, Radiological, or Nuclear (CBRN) / Haz-Mat	Fire Department	Police, Health & Human Services, LA County OEM, Environmental Protection Agency
Civil Disturbance	Police Department	Fire, Public Works, Health & Human Services, Developmental Services, PRM, LA County OEM
Evacuation	Police Department	Fire, Public Works, Health & Human Services, Developmental Services, PRM, LA County OEM
Explosion	Police Department	Fire Department, Public Works Department, Developmental Services Department, LA County Sheriff
High Tides and Heavy Surf	Fire Department	PRM, Port of Long Beach, Police, Public Works, LA County OEM
Industrial Incident	Fire Department	Public Works, Police, Health and Human Services, Developmental Services, LA County OEM
Natural Disaster - Dam Intrusion	Public Works Department	Fire, Police, Health and Human Services, Developmental Services, PRM, LA County OEM
Natural Disaster - Earthquake	Fire Department	Public Works, Police, Health and Human Services, Developmental Services, PRM, LA County OEM
Natural Disaster - Flooding	Public Works Department	Fire, Police, Health and Human Services, Developmental Services, PRM, LA County OEM
Natural Disaster - Tsunami	Police Department	Fire, Public Works, Health & Human Services, Developmental Services, PRM, LA County OEM
Natural Disaster - Wind Storm	Public Works Department	Fire, Police, Health and Human Services, Developmental Services, PRM, LA County OEM
Off Shore Incident (Oil spill, plane in water, large ship accident, etc.)	Fire Department	Police Department, Port of LB, Parks Recreation and Marine, Coast Guard, Jacobson Pilots, National Transportation Safety Board, Port of LA
Public Health Incident	Department of Health and Human Services	Fire, Police, Hospitals and Health Care Corp, LA County Health Department
Rail Incident	Fire Department	Police Department, Public Works Department, Railroad Operators, Long Beach Transit, LA County OEM
Major Traffic Accident	Fire Department	Police Department, Public Works Department, Railroad Operators, Long Beach Transit, LA County OEM
Communication System Failure	Technology and Innovation Department	Public Works, Verizon, Fire, Police, Developmental Services, LA County OEM
Natural Gas Shortage	Gas and Oil Department	Fire, Police, Public Works, Southern California Gas Company, LA County OEM
Power Outage	Public Works Department	Southern California Edison, Fire, Police, LA County OEM
Waste Water System Failure	Water Department	Health and Human Services, Public Works, Fire, Water, Police, LA County OEM
Water Contamination/Shortage	Water Department	Health and Human Services, Fire, Public Works, Police, Developmental Services, LA County OEM

* This matrix addresses the initial response assignments. As the incident response progresses, the lead department may change.

** This Port of LB has SMEs that are part of any initial response assignments & Emergency Mgmt. personnel to oversee support roles within the Port areas.

B. Local Government Level

The City of Long Beach Emergency Management Staff will be directed by the Director of Emergency Services (City Manager) who will be responsible to the City Council and Disaster Council (organized pursuant to Chapter 2.69 – Civil Defense of the Municipal Code). The Emergency Management Staff with responsibilities as indicated below will support the Director. During a national security emergency, an Emergency Resources Management Group will be organized as specified in the California Emergency Resources Management Plan (published and issued separately).

C. The City of Long Beach Emergency Management Staff will have overall responsibility for:

- Organizing, staffing and operating the EOC.
- Operating communications and warning systems.
- Providing information and guidance to the public.
- Maintaining information on the status of resources, services and operations.
- Directing and supporting field operations.
- Obtaining support for the City of Long Beach and providing support to other jurisdictions.
- Analyzing radioactive fallout and other hazards and recommending appropriate countermeasures.
- Collecting, evaluating and disseminating damage assessment and other essential information.
- Providing status and other reports to the Operational Area Emergency Management Staff (if activated), or the Cal OES Mutual Aid Regional Office.

XI. FUNCTIONAL RESPONSIBILITIES OF LOCAL GOVERNMENT

In this plan, City of Long Beach emergency operations are divided into five essential functions. Each of these functions is represented in the Emergency Operations Center as a “Section”. Specific details on functional, organizational and operational concepts, responsibilities for providing support to or accomplishing a given function, and applicable policies and procedures are provided in **Volume Two – Annexes**. The Annexes also include Action Checklists to be accomplished by the assigned EOC staff member.

MANAGEMENT SECTION (Management Annex) – Responsible for providing for the overall emergency management policy and coordination through the joint efforts of governmental agencies and private organizations.

The EOC Director (Incident Driven Assignment) directs the Management Section and will either activate additional functions or perform the functions as needed. The Management Section is supported by the Policy Group which is led by the City Manager. The Policy Group includes but not limited to the following executive managers: Assistant City Manager, Chief, Fire Department, Chief, Police Department, City Attorney, Deputy City Manager, Director Development Services, Director Disaster Preparedness & Emergency Communications, Director Economic & Property Development, Director Financial Management, Director Gas and Oil, Director Harbor Department, Director Health Services, Director Human Resources, Director Library Services, Director Long Beach Airport, Director Parks, Recreation & Marine, Director Technology & Innovation, Directors of Public Works, or General Manager Water Department.

OPERATIONS SECTION (Operations Annex) - The Operations Section is responsible for coordination of all response elements applied to the disaster/emergency. As well as carries out the objective of the EOC Action Plan and requests additional resources. The leadership of the Operations Section is incident driven. *The Chief/Director of the Fire, Police, Public Works, Health & Human Services, Gas & Oil, or Water will direct the Operations Section.*

PLANNING & INTELLIGENCE SECTION (Planning & Intelligence Annex) - 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. This Section functions as the primary support for decision-making to the overall emergency organization. This section also provides anticipatory appraisals and develops plans necessary to cope with changing field events. During a disaster/emergency, other department heads will advise the Planning & Intelligence Section Chief on various courses of action from their departmental level. *The Director of the Development Services Department directs the Planning & Intelligence Section.*

LOGISTICS SECTION (Logistics Annex) - Address policies and procedures for providing or coordinating the provision of transportation, shelter, and facilities to support field response operations. The Logistics section is responsible for the provision of resources in the area of personnel, equipment and supplies and ensures that all other sections are supported for the duration of the incident. *The Gas & Oil Construction Manager of the Public Works Department directs the Logistics Section.*

FINANCE & ADMINISTRATION SECTION (Finance & Administration Annex) - acts in a support role in all disasters/emergencies to ensure that all required records are preserved for future use and ensures through maintenance the proper and accurate documentation of all actions taken during a disaster/emergency. The



Finance & Administration Section also is responsible for all financial activities and other administrative aspects such as administering fiscal procedures, including acquisition, payment and accounting. *The Financial Management Director directs the Finance & Administration Section.*

Table 2-6: LONG BEACH FUNCTIONAL PRIMARY RESPONSIBILITIES

	Management	Operations	Planning & Intelligence	Logistics	Finance & Administration
Department/Organization					
City Manager's Office	X				
Development Services			X		
Financial Management					X
Fire		X			
Gas and Oil		X			
Health & Human Services		X			
Police		X			
Public Works		X		X	
Water		X			

XII. CITY OF LONG BEACH FUNCTIONAL RESPONSIBILITIES

Note: *All staff assigned to the EOC shall report to the EOC as their position is activated. All other staff shall report to their normal work locations or as directed in departmental standard operating procedures.*

AIRPORT – Provides staff to the Management Section’s Policy Group. Also staff to the Logistics Section for the Logistics Section Chief. (**Management Annex, Logistics Annex**)

CITY ATTORNEY – Compliance and legal advice for EOC Mgmt. Team. Assist with ratification of local emergency and emergency orders. Act in an advisory role to the Director of Emergency Services (City Manager). (**Management Annex**)

CITY COUNCIL – Proclaim and/or ratify a local emergency, approve emergency orders and serve as City Official. Act in an advisory role to the Director of Emergency Services (City Manager). (**Management Annex**)

CITY CLERK - – Provides staff to collect, organize and file the records provided by the Finance & Administration Section.

CITY MANAGER’S OFFICE – The City Manager is the Director of Emergency Services and serves as the EOC Director in charge of the Management Section and the EOC overall, and leads the Management Section’s Policy Group. Also provides staff to serve as Public Information Officer and Liaison Officer. (**Management Annex**)

CITY PROSECUTOR - Assist EOC Mgmt. Team with policy and enforcement advice. Act in an advisory role to the Director of Emergency Services (City Manager).

DEVELOPMENT SERVICES DEPARTMENT – Provides staff to the Management Section’s Policy Group and to the Planning & Intelligence Section to serve as the Section Chief, Situation Analysis Unit, Damage Assessment Unit, Documentation Unit, Recovery Planning, and Advance Planning Unit, and Demobilization Unit. (**Management Annex, Planning & Intelligence Annex**)

DISASTER PREPAREDNESS & EMERGENCY COMMUNICATIONS – Manage the EOC facility, assist EOC response team with SEMS/NIMS process and protocols, and serve an advisor to the EOC Director.

FINANCIAL MANAGEMENT DEPARTMENT – Provides staff to the Management Section’s Policy Group and to the Finance & Administration Section to serve as Section Chief, Cost Recovery Documentation Unit, and Cost Analysis Unit. (**Management Annex, Finance & Administration Annex**)

FIRE DEPARTMENT – Provides staff to the Management Section’s Policy Group and to the Operations Section to serve as Section Chief and Fire Branch. **(Management Annex, Operations Annex)**

HEALTH DEPARTMENT– Provides staff for the Operation Section or Subject Matter Experts as needed. **(Management Annex, Operations Annex)**

HUMAN RESOURCES – Provides staff for the Management Section’s Policy Group and Safety & Security Officer. Also staff for the Logistics Section for the Personnel Unit. **(Management Annex, Logistics Annex)**

GAS AND OIL - Provides staff for the Operation Section or Subject Matter Experts as needed. **(Management Annex, Operations Annex)**

LIBRARY – Provides staff to the Management Section’s Policy Group and the Planning & Intelligence Section for the Resource Tracking Unit. **(Management Annex, Planning & Intelligence Annex)**

PARKS, RECREATION, AND MARINE – Provides staff to the Management Section’s Policy Group. Also staff to Operations Section for the Care & Shelter Branch and Logistics Section Facilities Unit. **(Management Annex, Operations Annex, Logistics Annex)**

POLICE DEPARTMENT – Provides staff to the Management Section’s Policy Group. Also staff to the Operations Section to serve as Section Chief and Law Enforcement Unit. **(Management Annex, Operations Annex)**

PUBLIC WORKS – Provides staff to the Management Section’s Policy Group and staff to the Operations Section to serve as Section Chief and Public Works Branch. Also staff to Finance & Administration Section to serve as Cost Recovery Documentation Unit and Logistics Section to serve as Personnel Unit. **(Management Annex, Operations Annex, Logistics Annex, Finance & Administration Annex)**

TECHNOLOGY SERVICES – Provides staff to the Planning & Intelligence Section for the EOC Technology Services (GIS) Unit. Also staff to the Logistics Section for the Information Systems Branch, Communications Unit, and the EOC Systems Support Unit. **(Planning & Intelligence Annex, Logistics Annex)**

WATER DEPARTMENT – Provides staff to the Management Section’s Policy Group and the Operations Section to serve as Section Chief and Utilities Unit.

Harbor - Provides staff for the Liaison position or Subject Matter Experts as needed. **(Management Annex)**



	Airport	City Manager's Office	City Attorney's Office	City Prosecutor's Office	Development Services	DPEC	Economic Development	Financial Management	Fire	Gas and Oil	Harbor	Health and Human Services	Human Resources	Libraries	Parks, Recreation and Marine	Police	Public Works	Technology Services	Water
PLANNING & INTELLIGENCE SECTION																			
Planning & Intelligence Section Chief					PSA														
Situation Analysis Unit					PSA														
Damage Assessment Unit					PSA														
Documentation Unit					PSA														
EOC Technology Services (GIS) Unit																		PSA	
Advance Planning Unit					PSA														
Recovery Planning					PSA														
Demobilization Unit					PSA														
LOGISTICS SECTION																			
Logistics Section Chief	A						A											PS	
Resource Tracking Unit	P													S A					
Facilities Unit							S								A			PS	
Information Systems Branch																			PSA
Communications Unit																			PSA
EOC Systems Support Unit																			PSA
Transportation Unit																		PSA	
Personnel Unit													PA					S	
Procurement Unit							PSA												



	Airport	City Manager's Office	City Attorney's Office	City Prosecutor's Office	Development Services	DPEC	Economic Development	Financial Management	Fire	Gas and Oil	Harbor	Health and Human Services	Human Resources	Libraries	Parks, Recreation and Marine	Police	Public Works	Technology Services	Water
FINANCE & ADMINISTRATION SECTION																			
Finance & Administration Section Chief								PSA											
Timekeeping Unit								PSA											
Purchasing Unit								PSA											
Compensation & Claims Unit			PSA																
Cost Analysis Unit					P			S	A										
Cost Recovery Documentation Unit								PA									S		

- City Clerk and Civil Service will be assigned responsibilities as needed by the EOC Director.

AUTHORITIES AND REFERENCES

GENERAL

The California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code), hereafter referred to as the Act, provides the basic authorities for conducting emergency operations following a proclamation of Local Emergency, State of Emergency or State of War Emergency by the Governor and/or appropriate local authorities, consistent with the provisions of the Act.

The Standardized Emergency Management System Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations), hereafter referred to as SEMS, establishes the SEMS to provide an effective response to multi-agency and multi-jurisdiction emergencies in California. SEMS is based on the Incident Command System adapted from the system originally developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program. SEMS incorporates the use of ICS, the Master Mutual Aid Agreement and existing mutual aid systems, the Operational Area concept, multi-agency or inter-agency coordination and the Operational Area Satellite Information System (OASIS).

The California Emergency Plan, which is promulgated by the Governor, is published in accordance with the Act and provides overall statewide authorities and responsibilities, and describes the functions and operations of government at all levels during extraordinary emergencies, including wartime. Section 8568 of the Act states, in part, that "the State Emergency Plan shall be in effect in each political subdivision of the state, and the governing body of each political subdivision shall take such action as may be necessary to carry out the provisions thereof." Local emergency plans are, therefore, considered to be extensions of the California Emergency Plan. The 2009 California Emergency Plan is generally compatible with SEMS and NIMS.

The California Civil and Government Codes contain several references to liability release (Good Samaritan Act) for those providing emergency services. These references are contained in **Volume Two**.

EMERGENCY PROCLAMATIONS (Volume Two – Supporting Documents-Legal)

Local Emergency

A Local Emergency may be proclaimed by the City Council or by the Chief Administrative Officer as specified by Ordinance 2.69, adopted by the City Council. A Local Emergency proclaimed by County's Chief Executive Officer must be ratified by the City Council within seven days. The governing body shall review, at its regularly scheduled meetings until the Local Emergency is terminated, the need for continuing the Local Emergency. However, in no event shall a review take place more than 21 days after the previous review. However, if the governing body meets weekly, it shall review the need for continuing the Local Emergency at least every fourteen days, until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant. Proclamations are normally made when there

is an actual incident or threat of disaster or extreme peril to the safety of persons and property within the city, caused by natural or man-made situations. (see Chart 2-3 and 2-4)

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

- If necessary, request that the Governor proclaim a State of Emergency.
- Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew within designated boundaries.
- Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements.
- Request state agencies and other jurisdictions to provide mutual aid.
- Require the emergency services of any local official or employee.
- Requisition necessary personnel and materials from any local department or agency.
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use.
- Impose penalties for violation of lawful orders.
- Conduct emergency operations without incurring legal liability for performance, or failure of performance. (Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities.)

State of Emergency

A State of Emergency may be proclaimed by the Governor when:

- Conditions of disaster or extreme peril exist which threaten the safety of persons and property within the state caused by natural or man-made incidents.
- He is requested to do so by local authorities.
- He finds that local authority is inadequate to cope with the emergency.

Whenever the Governor proclaims a State of Emergency:

- Mutual aid shall be rendered in accordance with approved emergency plans when the need arises in any county, city and county, or city for outside assistance.
- The Governor shall, to the extent he deems necessary, have the right to exercise all police power vested in the state by the Constitution and the laws of the State of California within the designated area.
- Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency.
- The Governor may suspend the provisions of orders, rules or regulations of any state agency; and any regulatory statute or statute prescribing the procedure for conducting state business.
- The Governor may commandeer or make use of any private property or personnel (other than the media) in carrying out the responsibilities of his office.
- The Governor may promulgate, issue and enforce orders and regulations deemed necessary.

State of War Emergency

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

- All state agencies and political subdivisions are required to comply with the lawful orders and regulations of the Governor which are made or given within the limits of his authority as provided for in the Emergency Services Act.

Table 2-8: Example Resolution Proclaiming Existence of Local Emergency by City Council

RESOLUTION PROCLAIMING EXISTENCE OF A LOCAL EMERGENCY*

By the City Council*

WHEREAS, Long Beach Municipal Code Chapter 2.69 empowers the City Council to proclaim the existence or threatened existence of a local emergency when the City is affected or likely to be affected by a disaster or major emergency;

WHEREAS, the City Council has been requested by the City Manager to proclaim the existence of a local emergency there in; and

WHEREAS, the City Council does hereby find:

That conditions of extreme peril to the safety of persons and property have arisen with in the City of Long Beach by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage) or other causes: _____ commencing on or about _____ am/pm on the _____ day of _____, 20__; and:

That the aforesaid conditions of extreme peril warrant and necessitate the proclamation of the existence of a local emergency;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout the City of Long Beach and:

IT IS HEREBY FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency, the powers, functions, and duties of the City Manager and emergency organization of this City shall be those prescribed by state law, by ordinances, and resolutions of the City of Long Beach and previously approved by City Council.

IT IS FURTHER PROCLAIMED AND ORDERED that the said local emergency shall be deemed to continue to exist until its termination is proclaimed by the City Council of the City of Long Beach, State of California.*

DATED: _____

CITY COUNCIL

ATTEST: _____

*Section 8630 of the Government Code provides: "...The governing body shall review, at least every 14 days until such local emergency is terminated, the need for continuing the local emergency and shall proclaim the termination of said local emergency at the earliest possible date that conditions warrant..."

Table 2-9: Example Resolution Proclaiming Existence Of Local Emergency by City Manager

RESOLUTION PROCLAIMING EXISTENCE OF A LOCAL EMERGENCY*
By the City Manager**

WHEREAS, Long Beach Municipal Code Chapter 2.69 empowers the City Manager to proclaim the existence or threatened existence of a local emergency when the City is affected or likely to be affected by a disaster or major emergency and the City Council is not in session; and

WHEREAS, the City Manager of the City of Long Beach does hereby find:

That conditions of extreme peril to the safety of persons and property have arisen within the City of Long Beach by (fire, flood, storm, epidemic, riot, earthquake, drought, energy shortage) or other causes: _____ commencing on or about _____ am/pm on the _____ day of _____, 20____; and:

That the City Council of the City of Long Beach is not in session (and cannot immediately be called into session);

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout the City of Long Beach and:

IT IS HEREBY FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency, the powers, functions, and duties of the emergency organization of this City shall be those prescribed by state law, by ordinances, and resolutions of the City of Long Beach and previously approved by City Council.

DATED: _____

By: _____
CITY MANAGER

ATTEST: _____

TITLE: _____

*This form may be used when the director is authorized by ordinance to issue such proclamation.

**Section 8630 of the Government Code provides: "...The governing body shall review, at least every 14 days until such local emergency is terminated, the need for continuing the local emergency and shall proclaim the termination of said local emergency at the earliest possible date that conditions warrant..."

AUTHORITIES

The following provides emergency authorities for conducting and/or supporting emergency operations:

Federal

Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended).

Federal Civil Defense Act of 1950 (Public Law 920), as amended.

NRT-1, Hazardous Materials Emergency Planning Guide and NRT-1A Plan Review Guide (Environmental Protection Agency's National Response Team).

State

Standardized Emergency Management System Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations) and (Government Code Section 8607(a). Standardized Emergency Management System Guidelines.

California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code). "Good Samaritan" Liability (**Volume Two**).

California Emergency Plan (2009).

California Natural Disaster Assistance Act (Chapter 7.5 of Division 1 of Title 2 of the Government Code).

California Hazardous Materials Incident Contingency Plan.

California Health and Safety Code, Division 20, Chapter 6.5, Sections 25115 and 25117, Chapter 6.95, Sections 2550 et seq., Chapter 7, Sections 25600 through 25610, dealing with hazardous materials.

Orders and Regulations which may be Selectively Promulgated by the Governor during a State of Emergency (**Volume Two**).

Orders and Regulations Promulgated by the Governor to Take Effect upon the Existence of a State of War Emergency (**Volume Two**).

California Master Mutual Aid Agreement (**Volume Two**).

Local (Volume Two)

Emergency Services Ordinance No. 3600, adopted 2.69 by the City Council. Municipal Code Chapter 2.69 – Civil Defense.

REFERENCES

- Homeland Security Act of 2002.
- Homeland Security Presidential Directive/HSPD 5, *Management of Domestic Incidents*.
- Homeland Security Presidential Directive/HSPD 8, *National Preparedness*.
- United States Department of Homeland Security (USDHS), *National Incident Management System (NIMS)*.
- United States Department of Homeland Security (USDHS), *National Response Framework (NRF)*.
- United States Department of Homeland Security (USDHS), *National Disaster Recovery Framework (NDRF)*.
- Presidential Directives 39 and 62 which direct primary terrorism investigative authority to U.S. Department of Justice/FBI.
- Disaster Assistance Procedure Manual (California Office of Emergency Services).
- California Emergency Resources Management Plan.
- California Master Mutual Aid Agreement.
- California Law Enforcement Mutual Aid Plan.
- California Fire and Rescue Operations Plan.

HAZARD MITIGATION

PURPOSE

This section establishes actions, policies and procedures for implementing Section 409 (Minimum Standards for Public and Private Structures) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended), following a Presidential declaration of Emergency or Major Disaster. It also assigns hazard mitigation responsibilities to various elements of federal, state, and local governments in California.

AUTHORITIES AND REFERENCES

Activities enumerated in this enclosure will be conducted in accordance with the enabling legislation, plans, and agreements listed in **Volume One – Basic Plan - Authorities and References.**

GENERAL

Hazard mitigation is defined as any action taken to reduce or eliminate the long-term risk to human life and property from natural hazards. Section 409 of Public Law 93-288 requires, as a condition to receiving federal disaster aid that repairs and reconstruction be done in accordance with applicable codes, specifications, and standards. It also requires that the state or local government recipients of federal aid evaluate the natural hazards of the area in which the aid is to be used, and take action to mitigate them, including safe land use and construction practices.

To be effective, hazard mitigation actions must be taken in advance of a disaster. After disaster strikes, mitigation opportunities exist only during recovery, and even those opportunities can be limited by the absence of advance planning. Nevertheless, the immediate post-disaster period does present special opportunities for mitigation. Section 409 deals with the opportunities presented in a current disaster to mitigate potential hardship and loss resulting from future disasters. Thus, hazard mitigation is a continuing year-round effort and activity in which all local communities and state agencies are encouraged to prepare hazard mitigation plans that identify ways to reduce damage caused by disasters. Hazard mitigation includes such activities as:

- Improving structures and facilities at risk.
- Identifying hazard-prone areas and developing standards for prohibited or restricted use.
- Recovery and relief from loss, including insurance.
- Providing hazard warning and protecting the population.

Following a presidential disaster declaration, the Hazard Mitigation Grant Program (HMGP) is activated. The HMGP is authorized by Section 404. The program's purpose is to fund projects which are cost-effective and which substantially reduce the risk of future damage, hardship, loss or suffering resulting from a major natural disaster. Grants are available to eligible applicants in the declared areas only.

The HMGP fund is based upon a 15 percent share of the Federal Emergency Management Agency (FEMA) estimate of all Damage Survey Reports (DSRs) for public assistance work performed, and Individual Assistance costs. The federal contribution can be up to 75 percent of the cost of the hazard mitigation project approved for funding, with applicants providing match funding through a combination of either state, local or private sources. HMGP funds cannot be used as the sole match for other federally funded programs.

Section 404 funding may not be used to fund any mitigation project that might be eligible under Public Assistance or other federal programs, although it might be used to complement or enhance mitigation funded under Individual or Public Assistance. By regulation Section 404 funding is the funding of last resort.

IMPLEMENTATION

Following each Presidential declaration of Emergency or Major Disaster, the Regional Director of the Federal Emergency Management Agency (FEMA) and the Governor execute a document called the Federal/State Agreement. This agreement includes appropriate provisions for hazard mitigation. Under the "typical paragraph" set out to serve this purpose, the State agrees to:

- Evaluate or have the applicant evaluate specific natural hazards in the disaster area, and make appropriate recommendations to mitigate them.
- Follow up with applicants to ensure that the appropriate hazard mitigation actions are taken.
- Follow up with applicants to ensure that the appropriate hazard mitigation plan or plans are developed and submitted to the FEMA Regional Director for concurrence.
- Review and update as necessary disaster mitigation portions of emergency plans.

A Hazard Mitigation Officer is appointed for the state and local applicant. These individuals will constitute the hazard mitigation survey team that will:

- Identify significant hazards in the affected areas, giving priority to disaster-related hazards.
- Evaluate impacts of these hazards and recommend mitigation measures.

The hazard mitigation survey team uses information from Damage Survey Reports (DSRs) and visits selected sites where significant damage has occurred. The state and local representatives on the hazard mitigation survey team are responsible for ensuring that there is adequate consultation among interested federal, state, and local parties.

The hazard mitigation survey team also prepares a hazard mitigation plan which is submitted to the FEMA Regional Director through the Governor's authorized

representative within 180 days after a Presidential declaration. The objectives of the plan are to:

- Recommend hazard mitigation measures for local, state, and federal agencies.
- Establish short and long-term planning frameworks for implementation of hazard mitigation efforts.

CONCEPT OF OPERATIONS

Each applicant is expected to use its resources and capabilities as necessary to perform emergency work, such as debris removal or emergency measures to save lives, or to protect public health and safety, or to protect property, before requesting assistance from state or federal government. Local, state, and federal preliminary damage assessments are used to identify major hazards and opportunities for hazard mitigation activities prior to a declaration of Major Disaster or Emergency. Damage survey reports shall include identification of hazards and shall recommend mitigation measures to be incorporated into the repair work.

The federal/state hazard mitigation survey team shall review applicable land use regulations, construction standards, and other appropriate hazard mitigation measures. Utilizing information from preliminary damage assessments, DSRs, and all other pertinent information, the team shall visit the sites of significant damage and shall evaluate all hazards at those sites. For each identified significant hazard the team shall include appropriate hazard mitigation recommendations.

In cases where no plans for hazard mitigation exist or are inadequate, the team shall report its findings and make recommendations to develop, improve or maintain hazard mitigation plans. Existing local and state hazard mitigation plans shall be updated and new ones developed as deemed necessary. Technical advice and assistance will be sought from federal, state and local agencies in developing new plans or updating existing plans to mitigate hazards identified.

The hazard mitigation survey team shall make recommendations on any needs for new mapping or re-mapping of high hazard areas.

RESPONSIBILITIES

A set procedure has been established for hazard mitigation following a disaster, to avoid similar disasters in the future. Hazard mitigation measures include avoidance, reduction and land use regulations.

The FEMA Regional Director is responsible for hazard mitigation actions under the terms of the Federal/State Agreement. The Regional Director shall provide overall leadership with respect to the general administration of Section 409 to ensure that the ultimate benefits to be gained through effective hazard mitigation programs are not diminished. The Regional Director also provides technical advice and assistance.

State and local governments will be encouraged to adopt safe land use practices and construction standards. A representative of the Cal OES will be appointed by the Governor and will be responsible for state performance of hazard mitigation activities under the Federal/State Agreement.

The applicant's authorized representative, appointed locally, is responsible for local performance of hazard mitigation measures under the terms of the Federal/State Agreement. The applicant's authorized representative shall, to the extent of legal authority, implement and enforce land use regulations and safe construction practices which are agreed upon as conditions for FEMA grants or loans. Each city and county is charged with implementing and enforcing its own hazard mitigation measures.

Local Government Responsibilities

The key responsibilities of local governments are to:

- **Participate** in the process of evaluating hazards and adoption of appropriate hazard mitigation measures, including land use and construction standards.
- **Appoint** a Local Hazard Mitigation Officer, if appropriate.
- **Participate** on Hazard Mitigation Survey Teams and Inter-agency Hazard Mitigation Teams, as appropriate.
- **Participate** in the development and implementation of Section 409 plans or plan updates, as appropriate.
- **Coordinate and monitor** the implementation of local hazard mitigation measures.
- **Developed and adopted** a Hazard Mitigation Plan for the City of Long Beach (Resolution # RES-15-0033 dated March 24, 2015 and scheduled for update in 2019).

MUTUAL AID

INTRODUCTION

The foundation of California's emergency planning and response is a statewide mutual aid system which is designed to ensure that adequate resources, facilities and other support is provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation(s). The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement (**Volume Two – Supporting Documents**), as provided for in the California Emergency Services Act. This Agreement was developed in 1950 and has been adopted by the state, all 58 counties and most incorporated cities in the State of California. The Master Mutual Aid Agreement creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the state. State government is obligated to provide available resources to assist local jurisdictions in emergencies. It is the responsibility of the local jurisdiction to negotiate, coordinate and prepare mutual aid agreements. Mutual aid agreements exist in law enforcement, fire services, medical and public works and for emergency managers (EMMA).

MUTUAL AID SYSTEM

A statewide mutual aid system, operating within the framework of the Master Mutual Aid Agreement, allows for the progressive mobilization of resources to and from emergency response agencies, local governments, operational areas, regions and state with the intent to provide requesting agencies with adequate resources. The general flow of mutual aid resource requests and resources within mutual aid systems are depicted in the diagram in **Chart 2.11**.

The statewide mutual aid system includes several discipline-specific mutual aid systems, such as fire and rescue, law, medical and public works. The adoption of SEMS does not alter existing mutual aid systems. These systems work through local government, operational area, regional and state levels consistent with SEMS.

Mutual aid may also be obtained from other states. Interstate mutual aid may be obtained through direct state-to-state contacts, pursuant to interstate agreements and compacts, or may be coordinated through federal agencies.

MUTUAL AID REGIONS

Mutual Aid Regions are established under the Emergency Services Act by the Governor. Six Mutual Aid Regions numbered I-VI have been established within California. The City of Long Beach is within Region I. Each Region is also designated into a particular Administrative Region. Region I is in the Cal OES Southern Administrative Region. (**See Chart 2-12**)

CHART 2-11: GENERAL FLOW OF REQUESTS AND RESOURCES

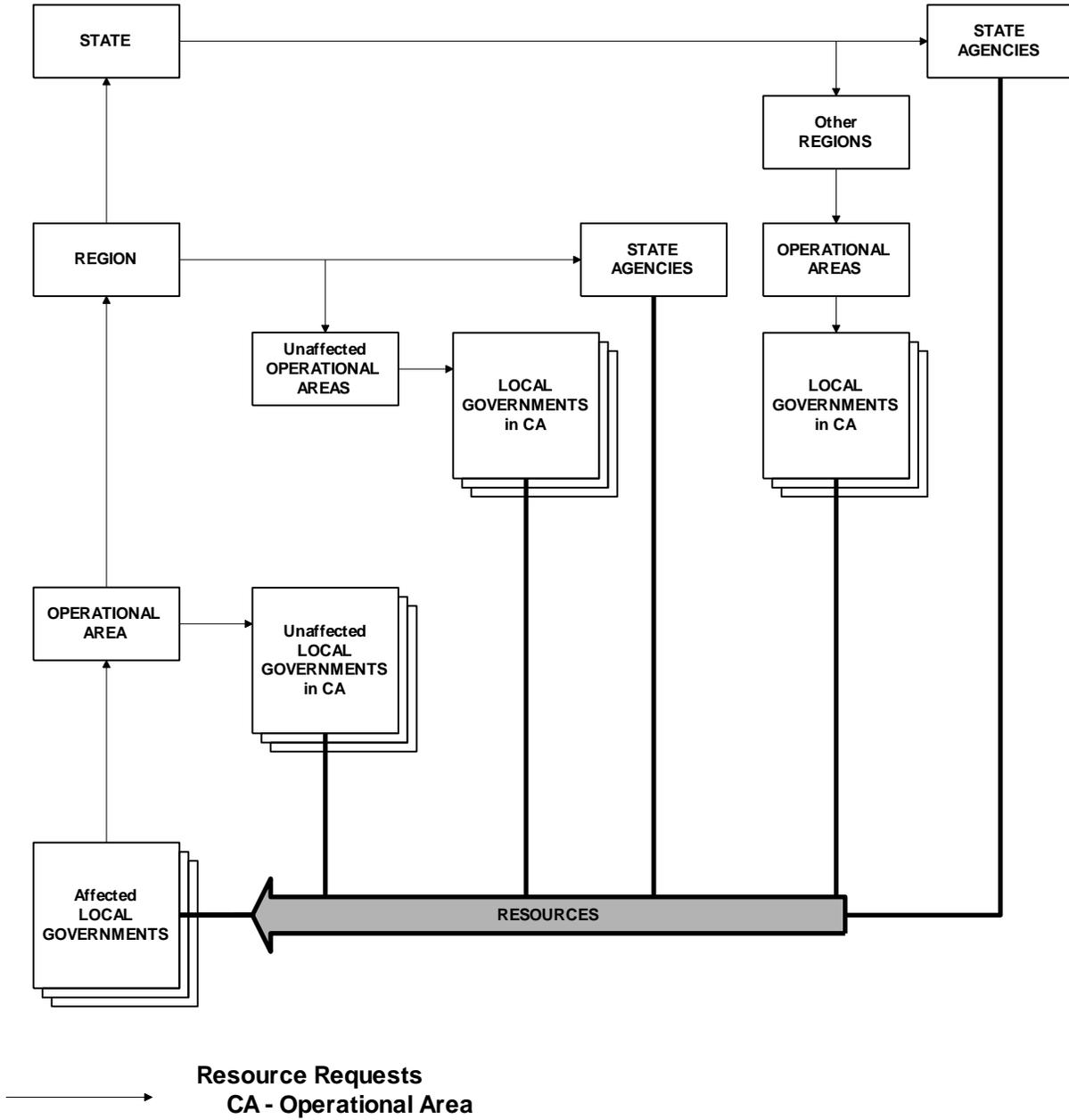


CHART 2-12: STATE MUTUAL AID REGION MAP

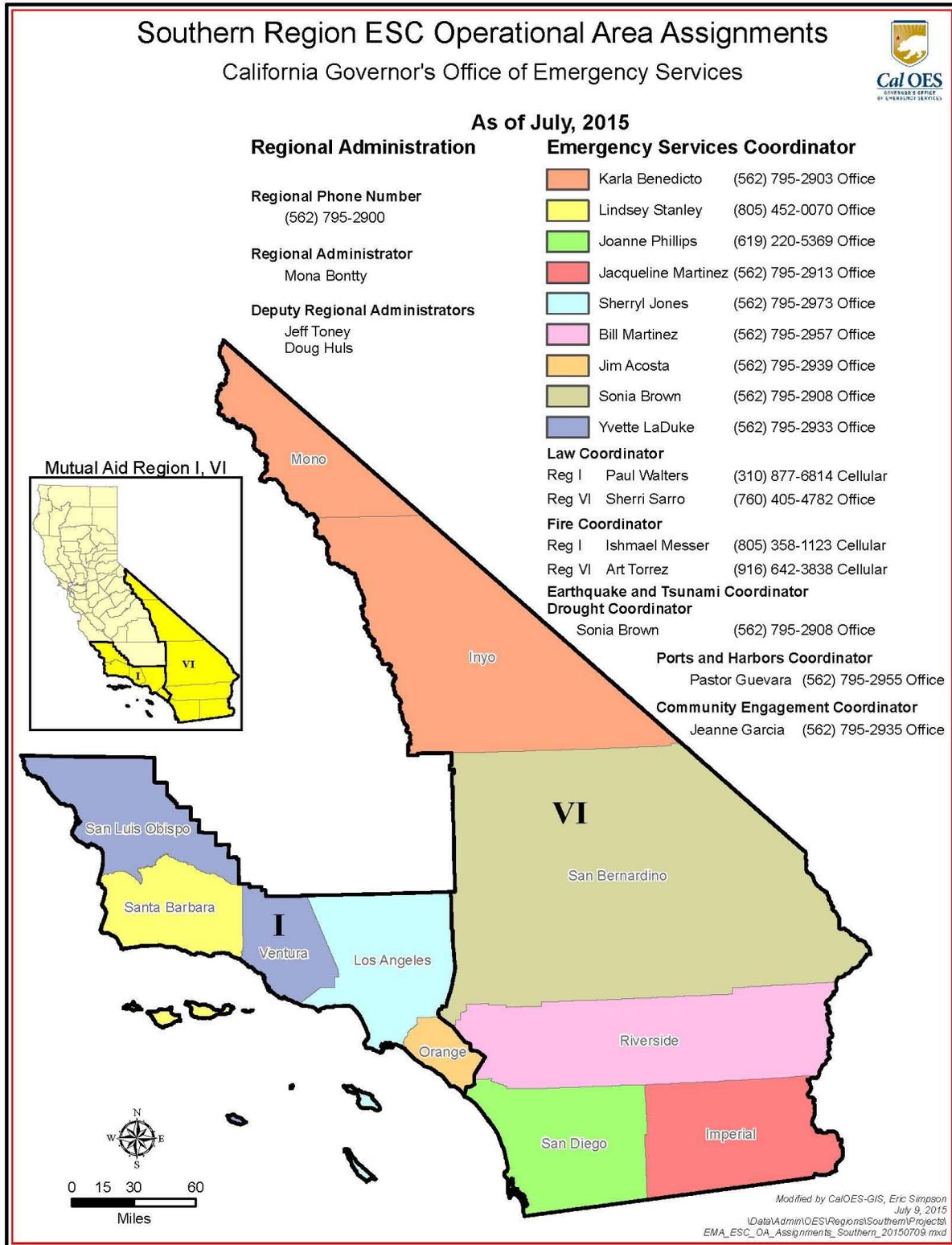
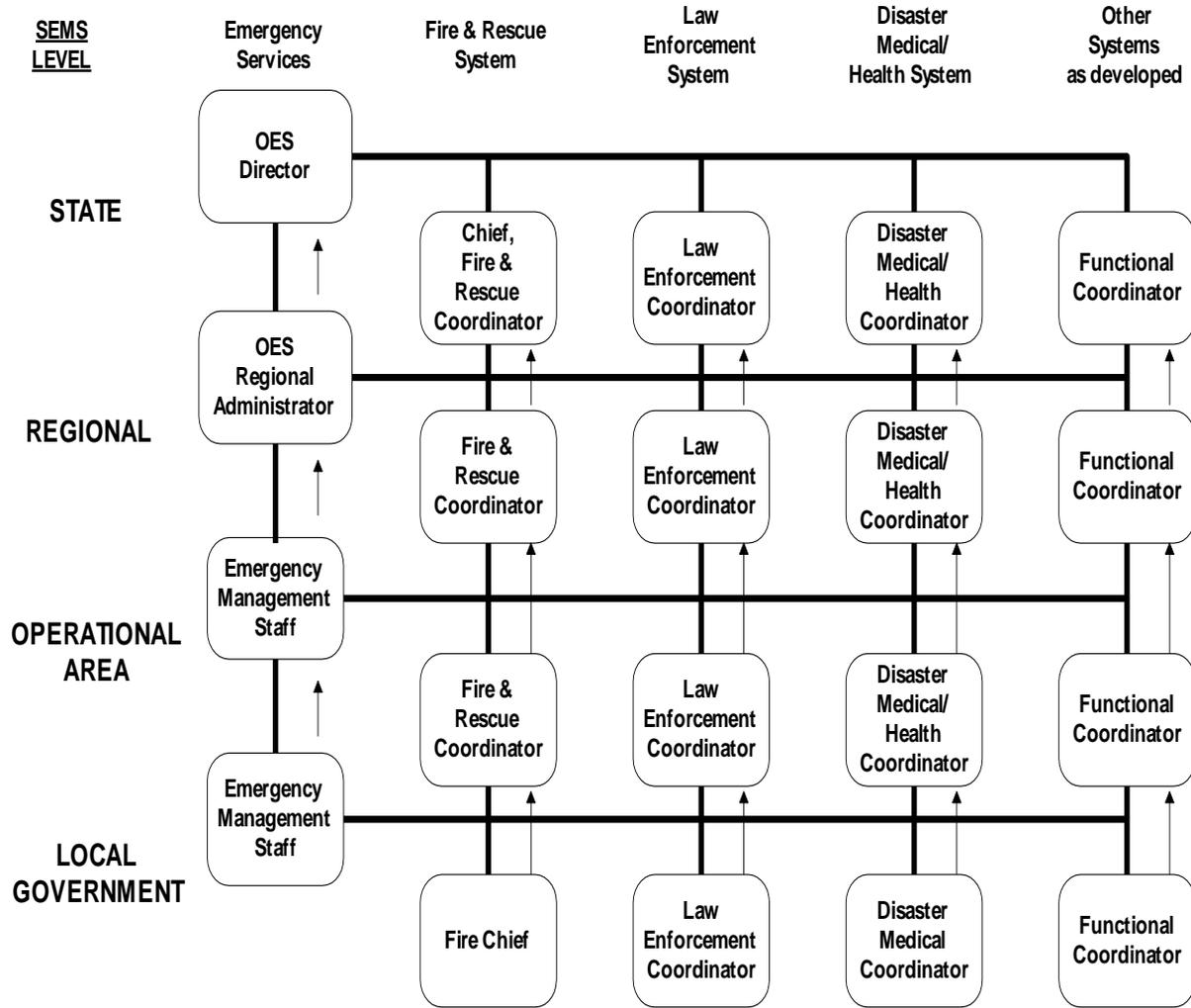


CHART 2-13: MUTUAL AID COORDINATORS FLOW CHART

Discipline-specific Mutual Aid Systems



↑ Resource Requests

— Information Flow & Coordination

MUTUAL AID COORDINATORS

To facilitate mutual aid, discipline-specific mutual aid systems work through designated mutual aid coordinators at the operational area, regional and state levels. The basic role of a mutual aid coordinator is to receive mutual aid requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility and pass on unfilled requests to the next level.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by emergency management staff at the local government, operational area, regional and state levels. The flow of resource requests and information among mutual aid coordinators is illustrated in **Chart 2-13**.

Mutual aid coordinators may function from an EOC, their normal departmental location or other locations depending on the circumstances. Some incidents require mutual aid but do not necessitate activation of the affected local government or operational area EOCs because of the incident's limited impacts. In such cases, mutual aid coordinators typically handle requests from their normal work location. When EOCs are activated, all activated discipline-specific mutual aid systems should establish coordination and communications with the EOCs:

- When an operational area EOC is activated, operational area mutual aid system representatives should be at the operational area EOC to facilitate coordination and information flow.
- When a Cal OES regional EOC (REOC) is activated, regional mutual aid coordinators should have representatives in the REOC unless it is mutually agreed that effective coordination can be accomplished through telecommunications. State agencies may be requested to send representatives to the REOC to assist Cal OES regional staff in handling mutual aid requests for disciplines or functions that do not have designated mutual aid coordinators.
- When the State Operations Center (SOC) is activated, state agencies with mutual aid coordination responsibilities will be requested to send representatives to the SOC.

Mutual aid system representatives at an EOC may be located in various functional elements (sections, branches, groups or units) or serve as an agency representative, depending on how the EOC is organized and the extent to which it is activated.

PARTICIPATION OF VOLUNTEER AND PRIVATE AGENCIES

Volunteer agencies and private agencies may participate in the mutual aid system along with governmental agencies. For example, the disaster medical mutual aid system relies heavily on private sector involvement for medical/health resources. Some volunteer agencies such as the American Red Cross, Salvation Army and others are an

essential element of the statewide emergency response to meet the needs of disaster victims. Volunteer agencies mobilize volunteers and other resources through their own systems. They also may identify resource needs that are not met within their own systems that would be requested through the mutual aid system. Volunteer agencies with extensive involvement in the emergency response should be represented in the Emergency Operations Center.

Some private agencies have established mutual aid arrangements to assist other private agencies within their functional area. For example, electric and gas utilities have mutual aid agreements within their industry and established procedures for coordinating with governmental EOCs. In some functional areas, services are provided by a mix of special district, municipal and private agencies. Mutual aid arrangements may include both governmental and private agencies.

Liaison should be established between activated EOCs and private agencies involved in a response. Where there is a need for extensive coordination and information exchange, private agencies should be represented in activated EOCs at the appropriate SEMS level.

EMERGENCY FACILITIES USED FOR MUTUAL AID

Incoming mutual aid resources may be received and processed at several types of facilities including: marshaling areas, mobilization centers and incident facilities. Each type of facility is described briefly below.

Marshaling Area: Defined in the Federal Response Plan as an area used for the complete assemblage of personnel and other resources prior to their being sent directly to the disaster affected area. Marshaling areas may be established in other states for a catastrophic California earthquake.

Mobilization Center: Off-incident location at which emergency service personnel and equipment are temporarily located pending assignment, release or reassignment. For major area-wide disasters, mobilization centers may be located in or on the periphery of the disaster area.

Incident Facilities/Staging Areas: Incoming resources may be sent to staging areas, other incident facilities or directly to an incident, depending on the circumstances. Staging areas are temporary locations at an incident where personnel and equipment are kept while awaiting tactical assignments.

POLICIES AND PROCEDURES

- Mutual aid resources will be provided and utilized in accordance with the California Master Mutual Aid Agreement.
- During a proclaimed emergency, inter-jurisdictional mutual aid will be coordinated at the county, operational area or mutual aid regional level.

- Because different radio frequencies are in use among most agencies, local agencies should provide incoming mutual aid forces with portable radios having local frequencies.
- The City of Long Beach will make mutual aid requests through the Los Angeles County Operational Area.

Requests should specify, at a minimum:

- Number and type of personnel needed.
- Type and amount of equipment needed.
- Reporting time and location.
- Authority to whom forces should report.
- Access routes.
- Estimated duration of operations.
- Risks and hazards.

AUTHORITIES AND REFERENCES

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

- California Master Mutual Aid Agreement.
- California Fire and Rescue Emergency Plan.
- California Law Enforcement Mutual Aid Plan.
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended)—provides federal support to state and local disaster activities.

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