EMERGENCY OPERATIONS PLAN (EOP)

BASE PLAN

CITY OF SAN RAFAEL

SAN RAFAEL
THE CITY WITH A MISSION

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Table of Contents

List of Tables

List of Figures

Land Acknowledgment

A Land Acknowledgment is a formal statement that recognizes the history and legacy of colonialism that impacted Indigenous Peoples, their traditional territories, and practices. It is a simple, powerful way of showing respect and a step toward correcting past practices and honoring truth.

The place we now call San Rafael is located on the traditional lands of the Coast Miwok people. We acknowledge the Coast Miwok People with respect and reverence. We express our gratitude for their generations of stewardship while not forgetting the colonization of this land.

Promulgation Statement

The City of San Rafael Emergency Operations Plan (EOP) serves as a basis for response to any hazard that threatens the City of San Rafael and as a legal and conceptual framework for emergency management. The EOP provides guidance and direction for those with emergency management responsibilities within the City of San Rafael to successfully respond to the Whole Community, including residents, visitors, businesses, those with access and functional needs (AFN), and traditionally underserved and marginalized communities.

The EOP complies with and is consistent with California's Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the Federal Emergency Management Agency's (FEMA) standards on EOP organization for a local government entity. It establishes an emergency management organization, addresses the roles and responsibilities of government organizations, and provides a link to federal, state, tribal, and other local government agencies, nonprofit and community-based organizations, and private sector resources that may be activated to address and support disaster and emergency response in the City of San Rafael.

Before its issuance, the EOP was reviewed by City of San Rafael department representatives, the Marin County Office of Emergency Management, and those assigned primary responsibilities for managing and implementing emergency functions.

This promulgation is effective upon its signing and shall remain in full force and effect until amended or rescinded by further promulgation. The promulgation of the EOP further affirms the City of San Rafael's support for emergency management and a safe and resilient community for the Whole Community.

Name: Date:

_____   _____

City Manager

City of San Rafael

Approval and Implementation

The preservation of life, relief of human suffering, restoration of services, and preservation of property, the environment, and local culture and heritage is an inherent responsibility of the government. The City of San Rafael is dedicated to the principle that the safety and security of its residents are contingent on the continuity of public services before, during, and after an emergency or disaster strikes. The City of San Rafael Emergency Operations Plan (EOP) provides a comprehensive approach to managing incidents of all types.

The authority for emergency management in the City of San Rafael rests with the Director of Emergency Services[1]. The City of San Rafael Municipal Code provides the Director of Emergency Services[2] with authority to direct cooperation between and coordination of services and staff of the emergency organization of the City of San Rafael and resolve questions of authority and responsibility that may arise between them.

The EOP is developed and maintained by the City of San Rafael Office of Emergency Services (OES) and describes the principles and methods to be applied in emergency operations or rendering mutual aid during emergencies. The EOP was prepared under the oversight of the Deputy Director of Emergency Services to implement and maintain a viable all-hazards response capability and to establish a comprehensive approach to managing emergencies. OES is authorized to develop, update, and maintain the EOP.

The EOP can and should be used in collaboration with other planning documents and tools, including but not limited to the Emergency Operations Center Handbook, hazard specific playbooks, and the Marin County EOP and supporting annexes.

The EOP and its supporting content supersede all previous versions and other iterations of this plan. The EOP shall be effective immediately.

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[1] https://library.municode.com/ca/san_rafael/codes/code_of_ordinances?nodeId=TIT7EMSE_CH7.08DICO_7.08.020DUPOSC
[2] https://library.municode.com/ca/san_rafael/codes/code_of_ordinances?nodeId=TIT7EMSE_CH7.08DICO_7.08.020DUPOSC

Plan Concurrence

Date: _____

The City of San Rafael Emergency Operational Plan (EOP) is an all-hazards framework for coordinating emergency response and recovery operations within the City of San Rafael during and after an incident, disaster, or planned event.

This statement confirms that the EOP has been reviewed and concurred by departments and stakeholders within the City of San Rafael. The emergency management organization of the City of San Rafael is rooted in an all-hazards, Whole Community approach. The Whole Community Approach, as outlined in FEMA document 104-008-1 (December 2011), includes all residents, visitors, businesses, and employees, and those with access and functional needs and other diverse populations. As outlined in the EOP, planning for the Whole Community is a priority for the City of San Rafael.

The EOP enhances the City of San Rafael's response capabilities and uses the standards found in the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the Incident Command System (ICS). The EOP is a living document designed for flexible use in reference and guidance. Continued revision and validation of the EOP will continue to enhance the ability of the City of San Rafael to save lives and relieve human suffering of the Whole Community during and after a disaster.

Record of Distribution

The City of San Rafael Office of Emergency Services (OES) is responsible for updating, maintaining, and distributing the City of San Rafael Emergency Operations Plan (EOP). The Deputy Director of Emergency Management will make the EOP available to all City of San Rafael departments, the County of Marin, other Marin Operational Area (Marin OA) jurisdictions, special districts and political subdivisions, California Governor's Office of Emergency Services (Cal OES), other partner organizations as necessary, and upon request. Physical copies of the EOP are available at OES, and digital copies are available on the Fire Department website.

Personnel with a role in executive leadership, coordination and management, and operational implementation of emergency procedures have reviewed this plan. They agree with the content of this plan and their role in responding to an emergency, as outlined in the EOP. City of San Rafael departments and partner organizations are encouraged to maintain access to this plan.

City Department/ Organization	Date Received	Number of Copies
City Clerk		
City Attorney		
City Council		
City Manager		
Community Development		
Digital Services and Open Government		
Economic Development		
Fire Department		
Finance		
Human Resources		
Library and Recreation		
Parking Services		
Police Department		
Public Works		
Sanitation District (San Rafael)		
Sustainability		
County of Marin OEM		
Cal OES		

Table 1: Record of Distribution

Record of Changes

Any approved additions or modifications to the City of San Rafael Emergency Operations Plan (EOP) are documented and noted in the table below. After any change to the EOP, the Office of Emergency Services (OES) ensures that the updated version is distributed to all departments, agencies, and individuals listed on the Record of Distribution and that the revised plan is uploaded to any shared sites and webpages where the EOP resides.

Change Number	Date of Change	Section	Summary of Change	Change Made By (Title and Name)

Table 2: Record of Changes

Executive Summary

The City of San Rafael Emergency Operations Plan (EOP) is an all-hazards conceptual framework for the management of incidents, disasters, and planned events within the City of San Rafael. The EOP addresses the response to and short-term recovery from incidents, disasters, and planned events, provides an overview of each phase of the disaster cycle (mitigation, preparedness, response, and recovery), and aims to improve the capability of the City of San Rafael to understand and act on a holistic approach to the disaster cycle.

This plan describes the basic emergency response organization and assigns responsibilities for various emergency tasks but does not specify how each department will respond to an emergency. The EOP does not replace but supplements existing emergency procedures by defining the relationships between departments and agencies to build a unified response structure.

The EOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines. It incorporates the California State Emergency Plan and Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101.[3] Following Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) guidance, this plan incorporates the use of the Incident Command System (ICS), mutual aid, the Operational Area concept, multi-agency, and interagency coordination.

The emergency management organization of the City of San Rafael is rooted in an all-hazards, Whole Community approach. This includes ensuring that the needs of diverse populations, including those with access and functional needs (AFN) and traditionally underserved and marginalized communities, are integrated into all phases of the disaster cycle and all components of the EOP and other relevant emergency plans. The City of San Rafael is committed to including the Whole Community in the planning process to help ensure the response and recovery strategies reflected in the EOP are reflective of the entire City of San Rafael.

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[3] https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf

1.   Introduction

1.1.   Purpose

This Emergency Operations Plan (EOP) is the primary guide for all emergency operations within the City of San Rafael. This plan describes the primary emergency response organization and assigns responsibilities for various emergency tasks. This EOP also provides a legal and conceptual framework for more specific functional appendices describing the chronology, practices, and personnel employed in emergency functions.

The directions, guidance, and other information in this EOP are intended for any individual or group with a role in emergency management functions within the City of San Rafael. This may include elected and appointed officials; local government employees; federal, state, and tribal government partners; businesses; faith-based and community-based organizations; mutual aid response personnel; other nonprofits; and schools and academia.

This plan satisfies the following emergency management program goals and requirements for the City of San Rafael:

- Meets a state requirement to create and maintain an EOP as described in the California Emergency Services Act.[4]
- Provides information on the City of San Rafael emergency management structure and how the City of San Rafael Emergency Operations Center (EOC) is activated.
- Specifies policies, roles, resources, and practices of the City of San Rafael and partner agencies as they conduct work before, during, and after an emergency.
- Sets forth lines of authority and organizational relationships and shows how actions will be coordinated.
- Assigns responsibility to organizations and individuals for carrying out specific actions that exceed routine duty at projected times and places during an emergency.
- Describes the principles and methods for carrying out emergency operations or rendering mutual aid during emergencies.
- Acknowledges the City of San Rafael's adoption of California's Standardized Emergency Management System (SEMS),[5] Incident Command System (ICS),[6] and National Incident Management System (NIMS).[7]
- Delivers preparedness, planning, response, and recovery resources that serve the specific needs of traditionally underserved and marginalized communities, including those with access and functional needs (AFN).
- Provides inclusive and culturally competent response and recovery services to ensure equity for diverse populations.[8]

This plan accomplishes the following:

- Establishes the emergency management organization necessary for response to any emergency, disaster, or planned event exceeding the capacity of normal resources impacting the City of San Rafael.

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[4] https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf
[5] https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/standardized-emergency-management-system
[6] https://training.fema.gov/emiweb/is/icsresource/assets/ics%20review%20document.pdf
[7] https://www.fema.gov/emergency-managers/nims
[8] https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=8593.3.&lawCode=GOV

- Establishes the overall operational concepts associated with the management of emergencies.
- Provides a flexible platform for planning and response to all hazards and emergencies likely to impact the City of San Rafael. It applies to various anticipated emergencies, including earthquakes, wildland/urban interface fires, floods, terrorist attacks, tsunamis, severe storms, and public health emergencies or other biological incidents. The City of San Rafael also maintains stand-alone appendices, plans, and standard operating procedures (SOPs) that supplement this plan to address those and other hazards. These appendices are intended to be used in conjunction with this Base Plan.

1.2. Scope

This plan defines and guides emergency management activities before, during, and after an incident, disaster, or planned event for all involved individuals and agencies within the City of San Rafael. This includes all jurisdiction departments, elected officials, response agencies, special districts, community organizations, and private sector entities with emergency management responsibilities. The EOP is designed to be flexible, scalable, and adaptable based on the size and complexity of the incident, disaster, or planned event.

This EOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines. It incorporates the California State Emergency Plan and Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101.[9] It is designed to conform to the requirements of SEMS, as defined in the Government Code of the State of California Section 8607(a)[10] and Title 19, California Code of Regulations (CCR), Division 2, Chapter 1, and NIMS.

Individuals and organizations operating within the City of San Rafael are expected to execute this plan with maximum coordination and should familiarize themselves with their respective roles as outlined within the EOP.

1.3. Whole Community and Equity

While every person is vulnerable to the impacts of disasters, individuals from diverse backgrounds, individuals with AFN, and traditionally underserved and marginalized communities are often disproportionately more susceptible and may be at a higher risk to the impacts of disasters. By utilizing a Whole Community approach to emergency management, the City of San Rafael Base Plan and all associated planning documents are intended to ensure policies, program services, and communications equitably serve all individuals and diverse and disproportionately impacted populations who reside in, work in, or visit City of San Rafael. In addition to meeting the California Governor's Office of Emergency Services (Cal OES) requirements and in alignment with federal best practices, a rigorous Whole Community planning process strengthens community relationships within City of San Rafael.[11] The Whole Community approach is not only reflected in the planning and review process for this EOP (for more

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[9] https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf

[10] https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV&sectionNum=8607.#:~:text=(a)%20The%20Office%20of%20Emergency,use%20by%20all%20emergency%20response

[11] https://www.fema.gov/sites/default/files/2020-07/whole_community_dec2011__2.pdf

information on the EOP planning and review process, see the Plan Development and Maintenance Section), but also in the operational approaches and communications strategies found within the document itself. The City of San Rafael provides inclusive, equitable and just program service development, delivery, and assessment.

This document and corresponding appendices reflect the following considerations:

- Integration of cultural competency into emergency communications, emergency planning and preparedness, mitigation, prevention, response, and recovery activities.[12]
- Considerations for populations with access and functional needs (AFN) and traditionally underserved and/or marginalized communities into emergency planning and outreach, response, and recovery activities.[13,14]
- All personnel carrying out disaster or emergency assistance functions, including the distribution of supplies, the processing of applications, and other relief and assistance activities, perform their work in an equitable and impartial manner, without discrimination on the grounds of race, religion, sex, color, age, economic status, physical and sensory limitations, sexual orientation, gender identify or expressions, marital status, immigration status, military or veteran status, or national origin.[15]
- The CMIST (Communication, Maintaining Health, Independence, Services and Support, Transportation) Framework is a recommended, flexible, cross-cutting approach to defining at-risk individuals to address a broad set of common access and functional needs irrespective of specific diagnoses, status, or labels (e.g., pregnant women, children, and elderly).[16] The City of San Rafael utilizes the CMIST Framework when planning for the Whole Community is response and recovery operations.
- In 2021, FEMA released its first ever Equity Action Plan, developed by the Office of Equal Rights in collaboration with FEMA program offices. The Equity Action Plan aims to support not only FEMA but state and local partners in increasing equity through Public Assistance and Individual Assistance programs by

Cultural Competency

Cultural competency is defined as the ability to understand, value, communicate with, and effectively interact with people across cultures to ensure that the needs of all community members are addressed.

Examples of activities that reflect cultural competence include the integration of interpreters and translators into emergency communications; evacuation and sheltering planning for culturally diverse populations; incorporating culturally diverse opinions in mitigation and disaster recovery planning; and utilizing culturally appropriate resources and outreach techniques for increased community preparedness.

The City of San Rafael is inclusive of the traditionally underserved and/or marginalized communities through all phases of the disaster cycle.

For example, this EOP was developed to be accessible to those with assistive technology devices as well as with considerations for those with color blindness. The City of San Rafael also incorporates emergency communication, evacuation, and sheltering resources that are compliant with the federal Americans with Disabilities Act of 1990 for individuals with access and functional needs.

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[12] https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201920200SB160
[13] https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=8593.3.5.&lawCode=GOV
[14] https://www.ada.gov/pubs/adastatute08.htm
[15] https://www.law.cornell.edu/cfr/text/44/206.11
[16] https://www.phe.gov/Preparedness/planning/abc/Pages/at-risk.aspx

directing resources to eliminate disparities in outcomes following a disaster.[17]

- The California Animal Response Emergency System (CARES) was developed in 2006 and established a system for the state support and operational guidance for the evacuation and sheltering of livestock and companion animals.[18] The Pet Evacuation and Transportation Standards (PETS) Act of 2006 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that state and local government EOPs address the needs of individuals with household pets and service animals after a disaster. The PETS Act is operational when a federal disaster declaration is made and can provide reimbursement for allowable, documented services used in the declared emergency. Eligible costs related to pet evacuations and sheltering is in FEMA's Public Assistance Program and Policy Guide (PAPPG). Costs related to the evacuation and sheltering of companion animals may also be eligible for reimbursement under the California Disaster Assistance Act (CDAA).[19]

Fostering a Whole Community approach not only establishes relationships that facilitate more effective mitigation, preparedness, response, and recovery activities, but also leads to increased individual and collective preparedness.

1.4. Assumptions

The following assumptions were deemed necessary during the development of this plan:

- Any extraordinary set of circumstances that meets the definition of "State of Emergency" under state law is referred to in this plan as an "emergency." The terms "disaster" and "emergency" are considered synonymous. These terms are not meant to replace the formal definitions of "emergency," "major disaster," and "catastrophic incident" as defined by federal doctrine. Additional definitions can be referenced in the Glossary of Terms section of this EOP.
- "Planned event" includes large events or mass gatherings within the City of San Rafael which may require additional surge resources and/or City of San Rafael Emergency Operations Center (EOC) support to manage the safety and security needs of the event. Examples of planned events may include county fairs, music festivals/concerts, elections, or parades.
- The City of San Rafael is primarily responsible for emergency actions and will strive to commit available resources to save lives, relieve human suffering, sustain survivors, restore services, protect property and the environment, and preserve local culture and heritage.
- Normal systems of public health and safety response will respond according to their respective SOPs. The focus of this plan is to provide a high-level framework that governs all emergency operations within the City of San Rafael.
- A major disaster can occur at any time or place. Dissemination of warning to the public and the implementation of readiness measures may be possible. However, emergency situations may develop with little or no warning.
- All agencies, personnel, and external jurisdictions and special districts responding to an incident, disaster, or planned event will do so in a manner consistent with SEMS and NIMS, and all response operations will occur at the lowest possible level of government.

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[17] https://www.fema.gov/sites/default/files/documents/fema_equity-action-plan.pdf
[18] https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/california-animal-response-emergency-system
[19] https://www.fema.gov/pdf/conferences/iaconference/2010/wednesday_830am_household_pets_intro_1.pdf

- Agencies, including the City of San Rafael, will exhaust or expect to soon exhaust resources available to them before asking for outside assistance.
- Mutual aid will be requested when disaster response and recovery requirements exceed the City of San Rafael's ability to meet them.
- City of San Rafael will participate in the Marin Operational Area (Marin OA) coordination of emergency management activities.
- The City of San Rafael realizes that policies and plans can have unintended or adverse impacts. It is the goal of this plan to limit these impacts and strive to create a culture that allows for diversity, equity, and inclusion through all aspects of emergency management in the City of San Rafael.
- The response to all incidents, disasters, and planned events must be supported by the participation of diverse communities during the preparedness and response planning phases to ensure equity and inclusion.

2.   Situation

The City of San Rafael is located 17 miles north of San Francisco in the North Bay Region of the San Francisco Bay Area. The City is the county seat for Marin County and is boarded by San Anselmo and Ross to the west; Larkspur and Corte Madera to the south; Marinwood and Novato to the north, and the San Francisco Bay to the east. San Rafael spans 16 square miles and has a wide diversity of natural habitats ranging from forests to marshlands. San Rafael has 30 neighborhoods and an eclectic downtown business district. The city has a Mediterranean climate with summer high temperatures in the 80s°F and winter lows in the 40s°F. The City of San Rafael is located on the traditional lands of the Coast Miwok people.

San Rafael has two highways within its city limits, U.S. Route 101 running north and south, and Interstate 580 running east. San Rafael is located in the California's Governor's Office of Emergency services (Cal OES) Coastal Administrative Region and Cal OES Mutual Aid Region II.

The U.S. Census Bureau recorded a population of 61,271 for San Rafael in 2020. Within the city, a majority (56.5%) of residents identify as White (not Hispanic or Latino). About 31% of residents identify as Hispanic or Latino; 7% as two or more races; 6% as Asian; 1% as Black or African American; less than 1% as American Indian and Alaska Native; and less than 1% as Native Hawaiian.[20] A summary of San Rafael population statistics compared to the entire County of Marin can be seen in the table below.

Population Fact[21]	San Rafael	County of Marin
Population (2020 Census)	61,271	262,321
Persons under 5 years	4.6%	4.5%
Persons under 18 years	20.1%	19.8%
Persons 65 years and older	20.7%	23.0%
Language other than English spoken at home, percent of persons age 5+ (2016-2020)	35.1%	21.1%
High school graduate or higher, percentage of persons age 25+ (2016-2020)	86.5%	93.6%
Owner-occupied housing unit rate (2016-2020)	49.4%	63.6%
Median value of owner-occupied housing units (2016-2020)	$975,500	$1,053,600
Rental unit rate (2016-2020)	50.6%	36.4%
Persons per household (2016-2020)	2.41	2.41

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[20] https://www.census.gov/quickfacts/fact/table/sanrafaelcitycalifornia/PST045221?
[21] https://www.census.gov/quickfacts/fact/table/sanrafaelcitycalifornia/PST045221?

Per capita income past 12 months (in 2020 dollars) (2016-2020)	$57,290	$74,446
Persons in poverty	11.4%	6.0%

Table 3: City of San Rafael Population Statistics

2.1. Hazard Analysis Overview

The City of San Rafael is vulnerable to several hazards, all of which have the potential to disrupt the community, cause casualties, and damage or destroy public or private property. The City of San Rafael faces threats from widespread hazards including floods, drought and agricultural emergencies, winter storms, hazardous materials (HazMat) spills, and earthquakes. Additionally, the City of San Rafael faces an increasing threat of wildfire and extreme temperatures, including impacts on the population from Public Safety Power Shutoffs (PSPS) and California Independent System Operator (CAISO) driven rotating power outages.

The City of San Rafael participated in the development and adoption of the Marin County Multi-Jurisdiction Local Hazard Plan in 2018, and is participating in the 2023 update. This document provides an overview of the most relevant hazards that are applicable to the entire Marin Operational Area (Marin OA). A summary of hazards identified and screened by the Marin County Multi-Jurisdiction Local Hazard Mitigation review committee provided in the table below. Additional hazards that affect the both the Marin OA and the City of San Rafael but are not included in the Marin County Multi-Jurisdiction Local Hazard Mitigation Plan due to the age of the document are included in the table with an asterisk (*). Additional information regarding hazards can be found in the Marin County Multi-Jurisdiction Local Hazard Mitigation Plan, published separately.[22]

Hazard[23]	Declared Emergency or Disaster in San Rafael Since 1970
Cyber Threat	
Drought	State
Earthquake	Federal
Energy Disruptions* (PSPS & CAISO outages)	
Fire Threat	State and Federal
Flood	State and Federal
Landslide/Debris Flow	Federal
Levee Failure	
Pandemic	State and Federal
Severe Storm	State and Federal
Tsunami	

Table 4: Priority Hazard Overview

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[22] https://www.marinwatersheds.org/sites/default/files/2020-07/Marin%20County%20Multi-Jurisdictional%20Local%20Hazard%20Mitigation%20Plan%202018.pdf
[23] Ibid

Hazards that pose the greatest threat to the City of San Rafael are profiled below. Due to the increased threat of drought and energy disruptions since the publishing of the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan, these hazards are also outlined. Hazards are profiled in alphabetical order.

Cyber Threat

With increasing reliance on online systems and remote work capabilities, San Rafael faces cyber threats from hackers seeking unauthorized access to computer networks to install ransomware, steal personal information, obtain fraudulent payments, and disrupt government operations.[24] Although the City of San Rafael has not experienced a significant cyber security breach, local governments like San Rafael, are targets of opportunities for cybercriminals.[25]

Drought

At the time the San Rafael EOP was published, the city, along the with County of Marin, was in the midst of a historical drought after multiple very dry winters in a row.[26,27] In recent years, droughts have occurred with increased frequency and duration, impacting human consumption, agricultural and hydroelectric production, and other economic drivers. Unlike most cities and counties in California, San Rafael does not import or export water through the Central Valley State and federal water projects. The water utility serving San Rafael, Marin Municipal Water District (MMWD), however, does import water from Sonoma County, which can affect the City during drought conditions. Notably, in 2021 following several years of low rainfall, the MMWD enacted water conservation measures to attempt to reduce water consumption by up to 40%.[28,29]

Earthquake

Although earthquakes occur less frequently than other hazards, they account for the greatest combined losses (deaths, injuries, and damage costs).[30] Earthquakes can cause direct damage in several ways including fault rupture, earth shaking, landslides, liquefaction, and tsunamis. Indirect effects may include hazardous material spills, fires, utility failure, dam failure, and damage to transportation infrastructure.

The potential for earthquake damage within the city exists due to a combination of the number of active faults near the city and the presence of soils vulnerable to liquefaction. The active faults that are most significant to San Rafael are:

- **San Andreas Fault:** The San Andreas Fault traverses Marin County running north and south in the western quarter of the County. It enters Marin on the Pacific Coast near Bolinas, follows the path of Highway 1 and Tomales Bay, exiting Marin in the Pacific Ocean just west of Dillon Beach.
- **Hayward Fault:** The eastern, most heavily populated part of Marin County is less than ten miles from the northern section of the Hayward fault.

[24] https://www.marincounty.org/-/media/files/departments/gj/reports-responses/2019-20/cyberattacksagrowingthreattomaringovernment.pdf?la=en

[25] https://www.marincounty.org/-/media/files/departments/gj/reports-responses/2019-20/responses/cyberattacks-a-growing-threat-to-marin/cyber--city-of-san-rafael.pdf?la=en

[26] https://droughtmonitor.unl.edu/CurrentMap.aspx

[27] https://emergency.marincounty.org/pages/drought

[28] https://www.marinwater.org/sites/default/files/2021-04/Ordinance%20No.%20449.pdf

[29] https://nmwd.com/emergency-water-conservation-ordinance-41-amended-for-novato-service-area/#:~:text=The%20Amended%20Ordinance%2041%20now,non%2Dessential%20water%20use%20prohibitions.

[30] https://www.marinwatersheds.org/sites/default/files/2020-07/Marin%20County%20Multi-Jurisdictional%20Local%20Hazard%20Mitigation%20Plan%202018.pdf

- **Rodgers Creek Fault:** The northern part of Marin is less than ten miles from the Rodgers Creek Fault.

Energy Disruptions

Energy grid disruptions may occur for several reasons, including severe weather and preventative blackouts due to high winds and the threat of wildfire. Disruptions to the energy grid have life-threatening impacts for those who rely on medical equipment which requires electricity.

In recent years, both Public Safety Power Shutoff (PSPS) events, "fast-trip" outages, and California Independent System Operator (CAISO) driven rotating power outages have become increasingly frequent. During a PSPS, Pacific Gas & Electric (PG&E), the primary electric provider for the Bay Area shuts off power during high winds to help prevent wildfires. Notably, in 2018 the entire county was affected by a PSPS resulting in no power over the course of six days due to the occurrence of several weather events and a wildfire in Sonoma occurring in close succession.[31] Many PG&E power lines also have a "fast-trip" sensor designed to cut power as a wildfire mitigation if the line experiences any short or surge, such as from a falling tree limb. The sensors, however, caused over 500 unplanned outages across California lasting hours or days in the first four (4) months of operation.[32] Similarly, the CAISO may enact relatively short power outages lasting a few hours at a time that alternate through communities when the demand on the energy grid is higher than the available supply of power.[33]

Fire Threat

Threats from wildfire pose a significant risk to human life and property in San Rafael's densely populated wildland urban interface (WUI). Because of the mix and density of structures and natural fuels combined with limited access and egress routes, fire management is more complex in WUI environments. In San Rafael, many of the access roads within the WUI are narrow and winding and are often on hillsides with overgrown vegetation, making it more difficult and costly to reduce fire hazards, fight wildfires, and protect homes and lives in these areas. An assessment of the wildland fire threat undertaken by CAL FIRE identified San Rafael as having moderate to very high fire hazard severity zone ratings.[34] [35]

Flood

A flood occurs when the existing channel of a stream, river, canyon, or other watercourse cannot contain excess runoff from rainfall, resulting in overflow onto adjacent lands. In coastal areas, flooding may occur when strong winds or tides result in a surge of seawater into areas that are above the normal high tide line. Floods have the potential to cause injuries and death, damage structures, disrupt utilities, and isolate communities. San Rafael is primarily susceptible to flooding during the winter months when it receives most of its rainfall. Flooding in San Rafeal can be significant when heavy rain coincides with high tides. Areas in San Rafael with a significant history of flooding are listed in the table below.

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[31] https://www.pge.com/pge_global/common/pdfs/safety/emergency-preparedness/natural-disaster/wildfires/PSPS-Report-Letter-10.26.19.pdf

[32] https://www.cpuc.ca.gov/-/media/cpuc-website/divisions/safety-and-enforcement-division/documents/batjer-letter/cpuc-president-batjer-letter-to-pge-re-fast-trip-oct-25-2021.pdf

[33] http://www.caiso.com/Documents/Rotating-Power-Outages-Fact-Sheet.pdf

[34] https://firesafemarin.org/wp-content/uploads/CWPP_2020_Final_1-4-2021_FSM_published.pdf

[35] https://osfm.fire.ca.gov/divisions/community-wildfire-preparedness-and-mitigation/fire-plan/communities-at-risk/

Name	Areas of Possible Flooding
Central San Rafael Basin	San Rafael Canal/Creek neighborhoods Portions of the Downtown corridor, especially under the freeway B Street near the Community Center and Safeway
Southeast San Rafael	Canal/Spinnaker Point/Bay Point residential areas Areas around the I-580 corridor, especially adjacent to Francisco Blvd.
San Pedro Peninsula	Low-lying areas of Peacock Gap Low-lying areas of the Glenwood neighborhood Portions of residential neighborhoods bordering the Bay
North San Rafael	Greater Gallinas Creek Basin from the Bay west to US 101 US 101 at Central

Table 5: Areas of Possible Flooding Threat

Landslide/Debris Flow

Landslides are part of natural geologic processes that have impacted both private and public property in areas throughout San Rafael since early infrastructure development began. A landslide is a general term for the dislodging and subsequent fall of a mass of soil or rock along a sloped surface. An area's susceptibility is dependent upon geology, topography, vegetation, and hydrology. Landslides can be caused by earthquakes, high precipitation, and natural and human caused undercutting. Landslides due to storms are a relatively frequent occurrence and have the potential to cause injuries and death, damage structures, disrupt utilities, and isolate communities.

Post-wildfire landslide hazards include fast-moving, highly destructive debris flows that can occur in the months or years immediately after wildfires. This type of landslide typically occurs in response to a strong rainstorm and can occur with little to no warning. Wildfires create the added potential for landslide hazard as they can contribute to the increased destabilization of soil.

Levee Failure

Levees are an integral part of municipal infrastructure in San Rafael, offering protection from canal, creek, and coastal flooding. Significant flooding can occur in areas near and downstream of levees in the event of a complete or partial level failure. Levee failure is extremely rare, however, in the active tectonic environment of the San Francisco Bay Area, the risk of levee failure during a major earthquake remains a possibility. Overtopping failures can also occur when flood water levels rises above the crest of a levee.[36]

Pandemic

A pandemic is a global disease outbreak that is often caused by a new virus or strain of virus that has not recently circulated among people. Although pandemics infrequently occur, the novel coronavirus (COVID-19) pandemic that started in 2020, highlighted the impacts a pandemic can have on communities

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[36] https://www.cityofsanrafael.org/documents/approved-local-hazard-mitigation-plan/

that go well beyond illnesses, deaths, and strained healthcare resources. Pandemics can lead to local economic losses, personal financial hardships, school closures, and a reduction in government services.

Severe Storms

San Rafael has a rainy season that typically occurs from mid-autumn to mid-spring. During these months storms may occur that produce widespread rain, strong winds, and lightning. Although the entire city is susceptible to storm damage, the coastal and mountainous areas are particularly vulnerable to wind, and the coastal areas are prone to storm surge and high tides. San Rafael has been included in four Presidential emergency or major disaster declarations for severe winter storms, flooding, and mudslides, making severe storms the most frequent cause of major disasters affecting the city in the last twenty (20) years. Since 2017 alone, six (6) severe storms have been designated state and/or federal disasters.[37] These incidents are described in the table below.

Incident Period	Disaster	Governor Declaration	Presidential Declaration
February and March 2023	Winter/Severe Storms	X	X
October 2021[38]	October Severe Storm	X	
January and February 2019	Atmospheric River Storm System	X	X
February 2017	February Winter Storms	X	X
January 2017	January Winter Storms	X	X

Table 6: Declared Disasters in the San Rafael Since 2017

Tsunami

Tsunamis consist of waves generated by large disturbances of the sea floor, which are caused by volcanic eruptions, landslides, or earthquakes. Tsunamis are a relatively infrequent occurrence and pose the greatest risk to low-lying inundation areas along the San Francisco Bay shoreline.[39]

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[37] https://www.ftb.ca.gov/file/business/deductions/disaster-codes.html
[38] https://www.gov.ca.gov/wp-content/uploads/2022/03/3.23.22-October-2021-Storms-SOE.pdf
[39] https://marincounty.maps.arcgis.com/sharing/rest/content/items/d56cb909524847ea829d1482b08de5d1/data

3.   Concept of Operations

3.1.   Mitigation

Mitigation efforts include actions taken to reduce personal injury, loss of life, property damage, and response and recovery costs resulting from natural disasters and hazards. Hazard mitigation planning in City of San Rafael can reduce vulnerability to hazards through smart construction and proper planning of future development and critical infrastructure.

The federal Disaster Mitigation Act (DMA) of 2000, Public Law 106-390,[40] requires jurisdictions to develop and adopt hazard mitigation plans that incorporate a risk analysis of natural hazards, identification of mitigation strategies and where appropriate, the incorporation of mitigation strategies into general plans, capital improvement plans, zoning and building codes and other planning mechanisms. Maintaining a Federal Emergency Management Agency (FEMA) approved hazard mitigation plan is an eligibility requirement for various pre-and post-disaster grants that fund mitigation projects and community aid.

Local Hazard Mitigation Plan

The Marin County Multi-Jurisdictional Local Hazard Mitigation Plan demonstrates participating jurisdictions' commitment to reducing risk from natural hazards through mitigation and serves as a tool to direct resources to achieve optimum results with available administrative, technical, and financial resources. All Marin County Multi-Jurisdictional Local Hazard Mitigation Plan partners are included in an ongoing Marin County Multi-Jurisdiction Local Hazard Mitigation Plan review process to facilitate the 2023 plan update process.

The 2018 Marin County Multi-Jurisdictional Local Hazard Mitigation Plan serves as the current hazard mitigation plan for all participating jurisdictions, including the City of San Rafael. In 2018, the Marin County Office of Emergency Services (Marin County OES), in conjunction with the Marin County Local Hazard Mitigation Team, composed of municipalities and special district partners, coordinated the preparation and publication of the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan. The City of San Rafael supported the development of this plan. Developed in accordance with the requirements of the DMA 2000, the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan assesses risks posed by natural hazards and identifies a mitigation strategy for reducing the County's risks to natural disasters and hazards.[41] The City of San Rafael is participating in the five year update and anticipates adopting the 2023 Marin County Multi-Jurisdictional Local Hazard Mitigation Plan by the end of 2023.

Continuity of Government

The California Emergency Services Act provides the authority and procedures to ensure the continued functioning of government within the State of California.[42] It provides for the succession of government officers and

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[40] https://www.fema.gov/sites/default/files/2020-11/fema_disaster-mitigation-act-of-2000_10-30-2000.pdf
[41] https://www.marinwatersheds.org/sites/default/files/2020-07/Marin%20County%20Multi-Jurisdictional%20Local%20Hazard%20Mitigation%20Plan%202018.pdf
[42] https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?division=1.&chapter=7.&lawCode=GOV&title=2.&article=15.

procedures to ensure the continued functioning of government when the governing body, including standby officers, are unavailable to serve.

The City of San Rafael Continuity of Operations (COOP)/Continuity of Government (COG) plans will include the following information:

- Delegations of Authority and Orders of Succession
- A list of vital records and a strategy for preserving and maintaining access to vital records and databases
- A list of essential services and corresponding strategies to mitigate interruptions to essential services
- Definition of a continuity team for the department with assignments for each member
- Devolution and reconstitution procedures
- A record of training and exercises performed to maintain department plans

Agencies and departments within the City of San Rafael maintain their own COOP/COG plans in accordance with the California Emergency Services Act and their own internal operating procedures.

Critical Facilities

If City Council Chambers are inaccessible or unsuitable, the temporary seat of government may be moved to an alternate location. If the alternate is not available or suitable for any reason, other Community Centers and City owned facilities may be utilized.

Essential Facilities

Primary Government Facility	Alternate Government Facility
City Hall Council Chambers	**San Rafael Community Center**
1400 Fifth Ave, San Rafael, CA 94901	618 B St, San Rafael, CA 94901

Table 7: Government Seat Facilities

EOC Locations

Primary Government Facility	Alternate Government Facility
Public Safety Center	**Department of Public Works**
1375 Fifth Avenue, San Rafael CA 94901	111 Morphew Street, San Rafael, CA 94901

Table 8: EOC Locations

Lines of Succession

In the event the governing body, including standby officers, is unavailable to serve, departments identify designated alternate individuals to carry out their roles and responsibilities and maintain continuity of operations. The City Manager may alter the lines of succession as necessary. Elected* positions, including the City Clerk and City Attorney need to be San Rafael residents to serve beyond an interim role. If multiple people fill the same title, the one with the most seniority in the position will carry out the assigned duties.

Function/Department	Title/Position
City Manager	1. Assistant City Manager 2. Assistant City Manager 3. Police Chief

Function/Department	Title/Position
Police Chief	1. Operations Captain 2. Administrative Captain 3. Investigations Lieutenant
Fire Chief	1. Deputy Chief of Operations 2. Fire Marshall 3. Fire Battalion Chief
City Attorney *	1. Assistant, City Attorney 2. Contract City Attorney
Director of Public Works	1. Assistant Director 2. Operations & Maintenance Manager 3. Management Analyst
City Clerk *	1. Deputy City Clerk 2. Assistant City Attorney
Director of Human Resources	1. Operations Manager 2. Assistant City Manager 3. Director of Finance
Director of Community Development	1. Assistant Director 2. Chief Building Official 3. Planning Manager
Director of Digital Services and Open Government	1. Product Manager Digital Services 2. Product Manager Data and Insights 3. Digital Infrastructure Manager
Director of Economic Development	1. Director of Community Development 2. Assistant City Manager 3. Assistant City Manager
Director of Finance	1. Accounting Manager 2. Finance Manager 3. Senior Management Analyst
Director of Library and Recreation	1. Assistant Library and Recreation Director 2. Assistant Library and Recreation Director 3. Senior Recreation Supervisor, Recreation Supervisor, or Supervising Librarian based on seniority in position

Table 9: Lines of Succession

Preservation of Vital Records

The City Clerk is responsible for the preservation of vital records in the City of San Rafael. Each department within the City of San Rafael will identify, maintain, and protect its own departmental vital records. Vital records may include:

- Records necessary to conduct emergency operations
- Records required to restore day-to-day operations
- Records necessary for the protection of rights and interests of individuals and government

3.2. Preparedness

The preparedness cycle helps the City of San Rafael improve disaster readiness and ultimately improve overall resiliency. Key elements of disaster readiness include:

- Inclusive all-hazards planning for the Whole Community
- In-depth and just-in-time training for responders
- Periodic and consistent exercising of response plans and skills
- Management of preparedness and outreach programs to increase general community readiness

Figure 1: The Preparedness Cycle

Planning Process

The City of San Rafael Office of Emergency Services (OES), seated within the San Rafael Fire Department, serves as a coordinating body for emergency management planning within the City of San Rafael. City of San Rafael departments and external agencies are responsible for plan management functions with respect to their own organization. Agencies and departments that have roles and responsibilities identified by this plan are encouraged to develop Department specific emergency procedures, detailed standard operating procedures (SOPs), and emergency response checklists based on the provisions of this plan.

The City of San Rafael adheres to the planning process outlined in the Federal Emergency Management Agency (FEMA) Comprehensive Planning Guide (CPG) 101 including:[43]

- Conduct community-based planning that engages the whole community by using a planning process that represents the actual population in the community and involves community leaders and the private sector in the planning process.
- Ensure plans are developed through an analysis of risk.

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[43] https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf

- Identify operational assumptions and resource demands.
- Prioritize plans and planning efforts to support their seamless transition from development to execution for any threat or hazard.
- Integrate and synchronize efforts across all levels of government.

Other plans that are developed within City of San Rafael response departments, agencies, jurisdictions, and special districts, but are reviewed and maintained internally may include:

- **EOP Hazard and Function Specific Annexes:** Published separately, these documents supplement the EOP and outline hazard, or operational-specific functions, required to effectively fulfill the responsibilities outlined in the EOP.
- **Standard Operating Procedures (SOPs):** Published separately, SOPs support execution of the EOP and functional annexes by providing step-by-step instructions and details specific to the roles and responsibilities contained with the documents. SOPs may include checklists, appendices, and resource guides as additional documentation.

> The City of San Rafael is dedicated to maintaining a planning process that considers the needs of the Whole Community, including those with access and functional needs (AFN) and traditionally underserved and/or marginalized communities. This means that separate plans are not created to support traditionally underserved and/or marginalized communities or other diverse groups, but that considerations for these populations are woven into all plans, such as this EOP and departmental SOPs. The City of San Rafael coordinates with the County of Marin and Marin County OEM to ensure that emergency response plans and mutual-aid agreements are in alignment with guiding plans for the entire Marin OA.

Training and Exercise Program
Training Program

The City of San Rafael participates in the Marin County OEM multi-year comprehensive training and exercise program based on preparedness needs, training needs of response personnel, and FEMA Threat and Hazard Identification and Risk Assessment (THIRA) gaps. Training is managed in conjunction with Marin County OEM, City of San Rafael stakeholders, and emergency response agencies, and incorporates methods including formal and informal classroom training, online training, seminars, and workshops.

Training may come from a variety of sources.

- **Local Training:** May be provided by City of San Rafael or Marin County OEM staff, various City of San Rafael or County of Marin departments, or other local partners. Training courts are specific to department emergency roles and responsibilities and designed to improve local response capabilities.
- **Regional Training:** With the Marin OA as a member of the Bay Area Urban Areas Security Initiative (UASI), the City of San Rafael can access regional planning and training sources. The Bay Area Training and Exercise Program (BATEP) allows City of San Rafael responders to receive training and exercises to build and sustain public safety and preparedness capabilities. [44]
- **State Training:** Training through the California Governor's Office of Emergency Services (Cal OES) is managed by the California Specialized Training Institute (CSTI). CSTI provides training in all phases of emergency management as well as basic and advanced training in specific topic areas. The City of San Rafael may partner with Cal OES via the County of Marin to provide training most relevant to responders

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[44] http://www.bayareauasi.org/sites/default/files/resources/BATEP%20Program%20Manual.pdf

at the time of the event. Trainings may be specific to working with the state emergency response systems or may incorporate subject matter experts to improve local response capabilities.[45]

- **Federal Training:** The City of San Rafael supports FEMA-sponsored training through the Emergency Management Institute (EMI), which is utilized to close gaps and increase skills and expertise. The FEMA EMI program provides national best practices through its standardized Independent Study online courses and in-person courses at the National Emergency Training Center.[46]

Exercise Program

The City of San Rafael participates in the multi-year exercise program for the Marin OA, managed by Marin County OEM. This exercise program provides an opportunity for collaboration between response and recovery stakeholders across the entire Marin OA, including local jurisdictions, special districts, and private partners.

Exercises are conducted on a regular basis to maintain readiness and include as many Marin OA member entities as possible and incorporate participants from the Whole Community. Exercise programs are developed and managed using the Homeland Security's Exercise and Evaluation Program (HSEEP), which provides a systematic approach to exercise development, evaluation, execution, and post-improvement planning.[47] Exercises may range in complexity from a workshop to a multi-agency/multi-jurisdictional event involving actual deployment of resources. The continuum of exercises is depicted in the image below.

The City of San Rafael may choose to document participation in area-wide exercises by conducting an analysis on the strengths and opportunities for improvement from the exercise, and using the information obtained to complete an After-Action Report/Improvement Plan (AAR/IP). See the After-Action Review section for more information on the AAR/IP process.
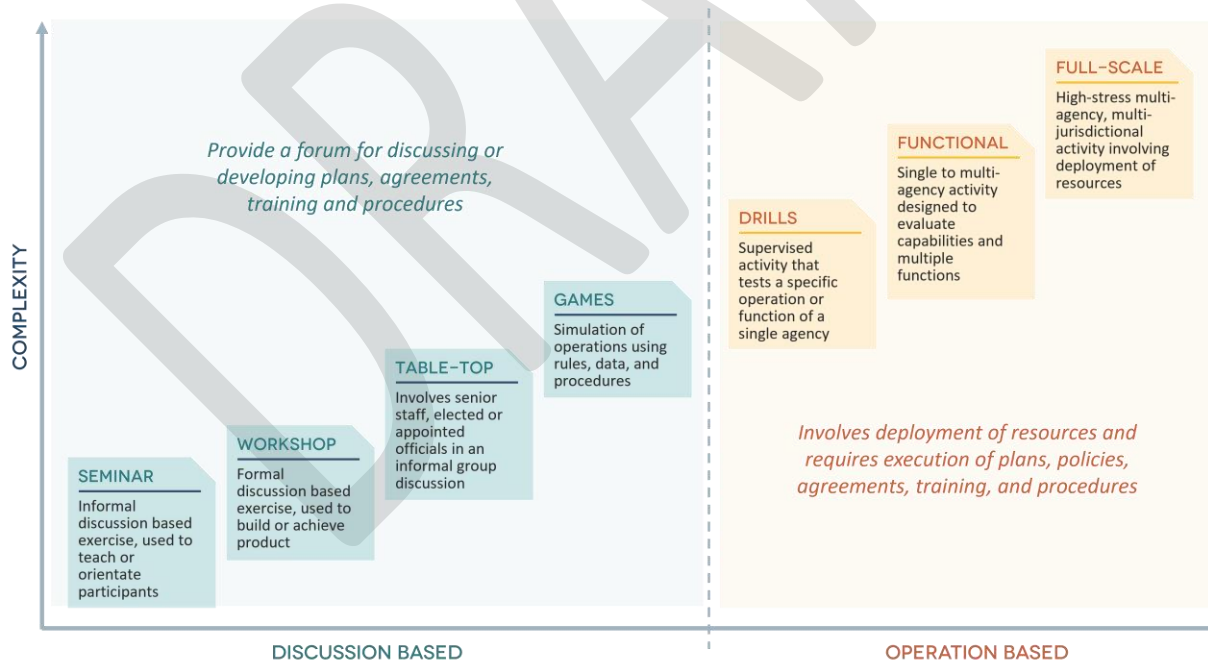

Figure 2: Exercise Complexity Spectrum

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[45] https://www.caloes.ca.gov/cal-oes-divisions/california-specialized-training-institute/training-exercise-programs
[46] https://training.fema.gov/emicourses/schedules.aspx
[47] https://www.fema.gov/sites/default/files/2020-04/Homeland-Security-Exercise-and-Evaluation-Program-Doctrine-2020-Revision-2-2-25.pdf

Disaster Service Worker Program

Disaster service is defined as activities designed to aid in the response and recovery phases of a disaster and includes pre-approved training. DSWs will only be asked to perform duties that they have been trained for and will be afforded every effort to ensure their own families are safe and secure before performing DSW duties.

The DSW program also provides workers' compensation benefits to registered DSW volunteers who are injured while participating in authorized disaster-related activities and provides limited immunity from liability.

Under State law, Title I, Section 3100 of the California Government Code, all City of San Rafael employees are registered as Disaster Service Workers (DSWs) who may be required to support emergency response or recovery operations within the City of San Rafael during any incident, disaster, or planned event.[48] This means that all City of San Rafael employees have a responsibility to support emergency response and recovery operations in addition to their everyday duties if required due to the size and scope of the emergency.

Preparedness and Outreach Programs

The City of San Rafael uses a Whole Community approach to preparedness and public readiness to reduce risk and increase overall community resiliency. A focus on increasing public awareness of hazards and how residents and visitors can mitigate and prepare for disasters has been consistent in communities across the City of San Rafael. The programs listed below are provided through various public campaigns or on agency websites. These programs constitute an ongoing commitment to public education and awareness for the whole community, including the specific outreach to those with access and functional needs, a critical foundation for the mitigation of hazards and increased preparedness in the City of San Rafael.

San Rafael Education and Outreach Programs
Community Emergency Response Teams (CERT): Following a major disaster, first responders may not be able to meet the increased demand for services. The CERT program in San Rafael provides volunteers with training about what to expect following a major disaster, lifesaving skills with emphasis on decision-making skills, and rescuer safety. The program organizes neighborhood teams so that certified CERT members become an extension of first responder services offering immediate help to victims until professional services arrive.[49]
Firewise USA Program: The Firewise USA program is designed to reach beyond the fire service by involving homeowners, community leaders, planners, developers, and others in the effort to protect people, property, and natural resources from the risk of wildland fire before a fire starts. The City of San Rafael has multiple Firewise USA Chapters who support communities in wildfire safety efforts.[50,51]
Neighborhood Response Groups (NRGs): NRGs exist throughout San Rafael as grassroots-led, volunteer neighborhood groups that prepare communities for disasters. NRGs vary by location, but typically focus on preparation and the idea that individual communities may need to rely on each other for support in the aftermath of a significant incident or disaster until first responders arrive. Some NRGs provide additional

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48 https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=3100.&lawCode=GOV#:~:text=In%20furtherance%20of%20the%20exercise,their%20superiors%20or%20by%20law.
49 https://www.cityofsanrafael.org/cert/
50 https://www.nfpa.org/Public-Education/Fire-causes-and-risks/Wildfire/Firewise-USA
51 https://firesafemarin.org/programs/firewise-usa/firewise-usa-sites/

resources, training, and drills to help prepare communities for large-scale emergencies and disasters and to improve personal and community disaster preparedness.[52]

Community Fairs, Festivals, and Events: The City of San Rafael OES distributes preparedness messaging in English and Spanish at community and neighborhood events. For additional information or upcoming events, contact the City of San Rafael OES.

Community Response Team (CRT): The San Rafael CRT was established with the support of Marin Health and Human Services at the peak of the COVID-19 pandemic with the intention to collaboratively build capacity and infrastructure to equitably service vulnerable populations. The San Rafael CRT, led by local CBOs continually adapts to meet community needs and serve as a trusted messenger for preparedness and disaster related messages and outreach in linguistically and culturally competent ways.

Table 10: City of San Rafael Education and Outreach Programs

3.3. Response

Emergency Proclamations
Proclamation of Local Emergency

A proclamation of local emergency:

- Is the first step in response to an incident, disaster, or planned event that requires resources or coordination beyond normal day to day operations
- Activates the appropriate aspects of applicable multijurisdictional mutual aid plans
- Provides the framework for post-disaster financial assistance

The City of San Rafael will make a local proclamation of emergency when it appears that resources from outside the City may be necessary to adequately support response efforts or when the City needs to take extraordinary measures in response to an incident.[53] The proclamation of a local emergency must be ratified by the City Council within seven (7) days of issuance. The City will notify the Marin OA of the proclamation as soon as possible. The City may request the Marin OA to activate their EOC in support of a local emergency. The City will provide a copy of the ratified proclamation with the Marin OEM, to be shared with Cal OES, as soon as practical. Additional details on proclaiming a local emergency are outlined in the EOC Handbook.

State and Federal Proclamations and Declarations

When disaster conditions exceed, or have the potential to exceed, local resources and capabilities, the City of San Rafael may request state assistance from the Governor. The Governor may also request a Presidential emergency declaration or declaration of major disaster through the Federal Emergency Management Agency (FEMA).

The California Disaster Assistance Act (CDAA) provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor, as well as cost-sharing to jurisdictions provided federal awards after a presidential declaration of emergency or major disaster. Local jurisdictions must submit their proclamation of local emergency via Cal OES along with the request for state assistance. For more information on Disaster Assistance and the California Disaster Assistance Act see the Recovery section.

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[52] https://www.marinmap.org/Html5Viewer/index.html?viewer=NRG_.NRG__H5_
[53] https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf

Proclamation/ Declaration	Details
Governor's State of Emergency Proclamation	• Supports emergency activities and authorizes the Cal OES Director to provide financial relief for emergency actions, such as debris removal and emergency protective measures, in addition to funding for the repair, restoration, or replacement of public facilities owned or operated by an eligible local government. A Governor's proclamation of a state of emergency is typically a prerequisite when the state requests a Presidential declaration of a major emergency or disaster.[54] • Local emergency proclamation must be completed within 10 days of incident occurrence, and an application for assistance must be submitted to Cal OES within 60 days of proclamation ratification to qualify for CDAA assistance.[55] • Also permits the Governor to exercise police power, direct all state agencies to utilize and employ personnel, equipment, and facilities, and make, amend, or rescind orders and regulations as deemed necessary to prevent or alleviate actual and threatened damage due to the emergency.[56]
Presidential Emergency Declaration	• Supports response activities and authorizes federal agencies to provide "essential" assistance, including debris removal, temporary housing, and the distribution of medicine, food, and other consumable supplies under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended.[57] • Funding is typically limited to $5 million for a single incident, this threshold may be adjusted by the president.[58] • Governor must make request within five (5) days after the need for federal emergency assistance is apparent. • CDAA matching fund assistance that may be made available for cost-sharing required by federal disaster assistance programs is provided automatically without additional actions being taken to qualify.[59]
Presidential Declaration of a Major Disaster	• Supports response and recovery activities and authorizes implementation of some or all Stafford Act federal recovery programs, including public assistance, individual assistance, hazard mitigation and other assistance to state and local governments, certain private nonprofit organizations, and individuals.[60] • Non-Stafford Act federal assistance such as for the Small Business Association (SBA) or United States Department of Agriculture (USDA) disaster loan programs, or the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) Emergency Relief (ER) programs, may also be requested and included as part of a major disaster declaration, or implemented separately under their own legal authority.[61] • Governor must make request within thirty (30) days of the start of the disaster or incident or disaster.[62]

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[54] https://www.caloes.ca.gov/office-of-the-director/operations/recovery-directorate/recovery-operations/public-assistance/california-disaster-assistance-act/
[55] https://www.caloes.ca.gov/office-of-the-director/operations/recovery-directorate/interagency-recovery-coordination/proclamation-process/
[56] https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=GOV&division=1.&title=2.&part=&chapter=7.&article=13
[57] https://www.fema.gov/sites/default/files/documents/fema_stafford_act_2021_vol1.pdf
[58] https://www.fema.gov/pdf/media/factsheets/dad_disaster_declaration.pdf
[59] https://www.caloes.ca.gov/office-of-the-director/operations/recovery-directorate/recovery-operations/public-assistance/california-disaster-assistance-act/
[60] https://www.fema.gov/pdf/media/factsheets/dad_disaster_declaration.pdf
[61] https://www.fema.gov/pdf/rrr/dec_proc.pdf
[62] https://www.fema.gov/disaster/how-declared

| | • CDAA matching fund assistance that may be made available for cost-sharing required by federal disaster assistance programs is provided automatically without additional actions being taken to qualify.[63] |

Table 11: State and Federal Proclamations and Declarations

NIMS, SEMS, and ICS

The City of San Rafael Emergency Operations Center (EOC) operates in a manner consistent with California's Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and Incident Command System (ICS) standards.

- **Standardized Emergency Management System (SEMS):** Used by emergency response agencies throughout California, SEMS is the cornerstone of California's emergency response system and the fundamental structure for the response phase of emergency management. The system unifies all elements of California's emergency management community into a single integrated system and standardizes key elements such as ICS, mutual aid, interagency coordination, and the OA and regional concepts.[64] The SEMS concept is depicted in the graphic below.
- **National Incident Management System (NIMS):** A comprehensive, nationwide, systematic approach to incident management that is flexible and scalable to all incident types, including the command and coordination of incidents, resource management, and information management.[65]
- **Incident Command System (ICS):** A standardized approach to the command, control, and coordination of on-scene incident management that provides a common hierarchy within which personnel from multiple organizations can be effective. ICS specifies an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel, equipment, facilities, and communications.[66]

The City of San Rafael responds to incidents, disasters, or planned events within the SEMS framework. This means the response is managed at the lowest possible organizational level and ascending levels are activated only as needed. The complexity of the incident ultimately determines the response capabilities that are needed. Operating in the SEMS structure, which utilizes standardized NIMS and ICS principles, allows response agencies within the City of San Rafael and the Marin OA to seamlessly integrate with other local, regional, and state partners.

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[63] https://www.caloes.ca.gov/office-of-the-director/operations/recovery-directorate/recovery-operations/public-assistance/california-disaster-assistance-act/
[64] https://www.caloes.ca.gov/PlanningPreparednessSite/Documents/Standardized%20Emergency%20Management%20System_Part1.pdf
[65] https://www.fema.gov/sites/default/files/2020-07/fema_nims_doctrine-2017.pdf
[66] https://www.ready.gov/incident-management

Figure 3: SEMS Organizational Levels

Field Response

The field response is where emergency response personnel and resources carry out tactical decisions and activities in direct response to an incident, disaster, or threat.[67] Field response activities are managed by an Incident Commander or by Unified Command (UC) at an Incident Command Post (ICP). Most incidents will be managed by one agency at the ICP, but UC may need to be established if more than one agency has authority or if the incident crosses jurisdictional boundaries. In the case of UC, multiple agencies will work together to form a common set of objectives and strategies at the ICP. Generally, if day-to-day field activities from emergency personnel can resolve an incident, the response will remain at the field level.

For complex incidents, the EOC or individual department operations centers (DOCs) may activate to support response efforts in the field. In this case, the IC or UC will coordinate directly with the EOC or DOC to support decision-making and situational awareness. Tactical control of assets remains the responsibility of the IC/UC.

Department Operations Centers

Some City of San Rafael departments may activate DOCs to support response operations. DOCs focus on internal departmental management and response and may provide functional support to field operations. The DOC often serves as a direct link to the Operations Section in the EOC. DOCs directly support information and resource management for individual departments and communicate all information to the EOC using Microsoft Teams, EOC Sharepoint, and via phone.

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[67] https://www.caloes.ca.gov/PlanningPreparednessSite/Documents/Standardized%20Emergency%20Management%20System_Part1.pdf

Emergency Operations Center

During an incident, disaster, or planned event, the EOC may activate to support response operations, coordinate mutual aid resources, and meet with local, state, and federal officials. The EOC works to fulfill the following objectives:

- Management and coordination of overall emergency operations.
- Proclamation of a local emergency, if necessary.
- Alignment of strategic policy and priority goals for response and recovery.
- Prioritization and coordination of resources, including mutual aid.
- Coordination of public information.
- Collection, evaluation, and dissemination of generalized situational awareness and common operating picture information to key response partners.
- Coordination and liaison with response partners, including federal, state, tribal, county, and other local government agencies, community-based organizations, and private sector resources.
- Delivery of additional staffing support through Disaster Service Workers (DSWs).
- Development of a structured system for applying and qualifying for disaster funding or reimbursements.

The EOC communicates with field responders at the ICP, DOCs, and other jurisdictions' EOCs on a continuous basis through established communication pathways throughout the response. For details on EOC activation, operations, and demobilization, refer to the EOC Handbook.

The EOC is organized according to the five (5) SEMS functional elements and is designed to be scalable and flexible.

- **Management Section:** Responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations. The Management Section also handles public information, often via the Joint Information Center (JIC).
- **Operations Section:** Responsible for coordinating all operations in support of the emergency response through the implementation of the EOC Action Plan.
- **Planning Section:** Responsible for collecting, evaluating, and disseminating information, developing the EOC Action Plan in coordination with other functions, and maintaining documentation.
- **Logistics Section:** Responsible for providing facilities, services, personnel, equipment, and materials for incident response.
- **Finance Section:** Responsible for financial activities and other administrative aspects of the incident.

EOC Activation

The need for activation is determined by the EOC Director (City Manager or Assistant City Manager) in coordination with the EOC Coordinator (Deputy Director of Emergency Management). The EOC should be activated for any event that results in or has the potential to resort in significant human injury, property damage, roadway closures, or the necessity for a multi-agency response. If the EOC is not activated, OES staff will fill the role of the EOC.

Situations in which the EOC may be activated include:

EOC Activation Considerations
If the threat of incident-related impacts warrants action to protect life and property.

If a Local Proclamation of Emergency has been granted or is in consideration.
If the needs of the incident become great enough that a shared, collaborative workspace is necessary to make real-time decisions across departments.
If resource needs exceed the capacity of the City of San Rafael.
If a localized event's severity or duration has the potential to overwhelm any individual City of San Rafael agency.
If a regional event requires coordination across jurisdictions or with the Marin OA.
If the City of San Rafael is unable to manage day-to-day operations in addition to incident response.
If there is a need for coordinated public information regarding an anticipated or actual incident.

Table 12: EOC Activation Considerations

The EOC can be activated if:

- Notification from dispatch or local first response agencies of any disaster which has the potential to require broad public communication, evacuation, or sheltering.
- The City Manager, or delegate, decides to activate due to a significant incident, disaster, or planned event occurring in the City of San Rafael, the Marin OA, or neighboring jurisdiction that may require a large commitment of resources and/or multijurisdictional coordination.

Staffing decisions for the EOC are driven by the nature and scope of the emergency, based on the determined EOC activation level. Staffing may be composed of City of San Rafael personnel, responders from partner agencies or organizations, community-based organizations, and volunteers. The EOC Director, in consultation with the EOC Coordinator, identifies which EOC functions will be activated to support response operations. Any responsibilities of unstaffed positions are assumed by the next highest-staffed position. If the EOC is not activated, OES staff will fill the role of the EOC.

After determining the activation status, the EOC Coordinator shares this information with all EOC partners.

Audience	- City Manager - Assistant City Manager - Department heads - Activated staff - Standby staff
Content	- Incident/threat - EOC activation level - Reporting staff/standby staff - Reporting location for activated staff - EOC contact information for situational awareness reporting - Time of the initial incident briefing
Methods	- Email - Mass notification software (i.e., Everbridge) - Phone tree

Table 13: EOC Activation Notifications

Direction, Control, and Coordination
Coordination and Communication

The City of San Rafael manages emergency responses within the operational area at the lowest possible level of government. Depending on the size and severity of the incident, disaster, or planned event, the City of San Rafael may activate the EOC to support response efforts in the field, while on-scene responders organize through an ICP. The Incident Commander or other functional elements at the field level will coordinate with a DOC, which may provide direct support to field operations as necessary.

Once activated, the EOC coordinates with other responding jurisdictions and agencies to facilitate the request for and acquisition of resources, the sharing of information, and ensuring operational objectives are met throughout the response. The EOC assumes operational control of all assets activated. Once deployed, field-level incident commanders assume tactical control of these assets.

Once activated, the EOC notifies the Marin Operational Area (Marin OA) via Marin County OEM. Coordination and communications are established between the City of San Rafael EOC, other local government EOCs, the Marin OA EOC, and various ICPs across affected jurisdictions. If activated, the Marin OA EOC will perform this function. During incidents where the EOC is not activated, the City of San Rafael OES coordinates with other response partners and fulfils the needed functions of an EOC.

Mutual Aid

If resources available within the City of San Rafael are unable to sufficiently respond to an incident, disaster, or planned event, a request for assistance may be made to other local jurisdictions and higher levels of government according to existing or emergency-negotiated mutual aid agreements. Mutual aid agreements may provide emergency assistance in the form of equipment, supplies, personnel, or other capabilities and allow for the rapid mobilization of resources from one agency to another.

The City of San Rafael, and the entire Marin OA, participate in the statewide Cal OES discipline-specific mutual aid system and is a member of Region II. The Region facilitates multi-agency and multi-jurisdictional coordination between Cal OES and the Marin OA, including state agencies, local and tribal governments, and special districts. The Region II mutual aid system includes established mutual aid mechanisms for law enforcement, fire and rescue, coroner/medical examiner, and Regional Disaster Medical Health systems. It is expected that during activation the appropriate Operational Area Mutual Aid Coordinators will be assigned to the Marin OA EOC.
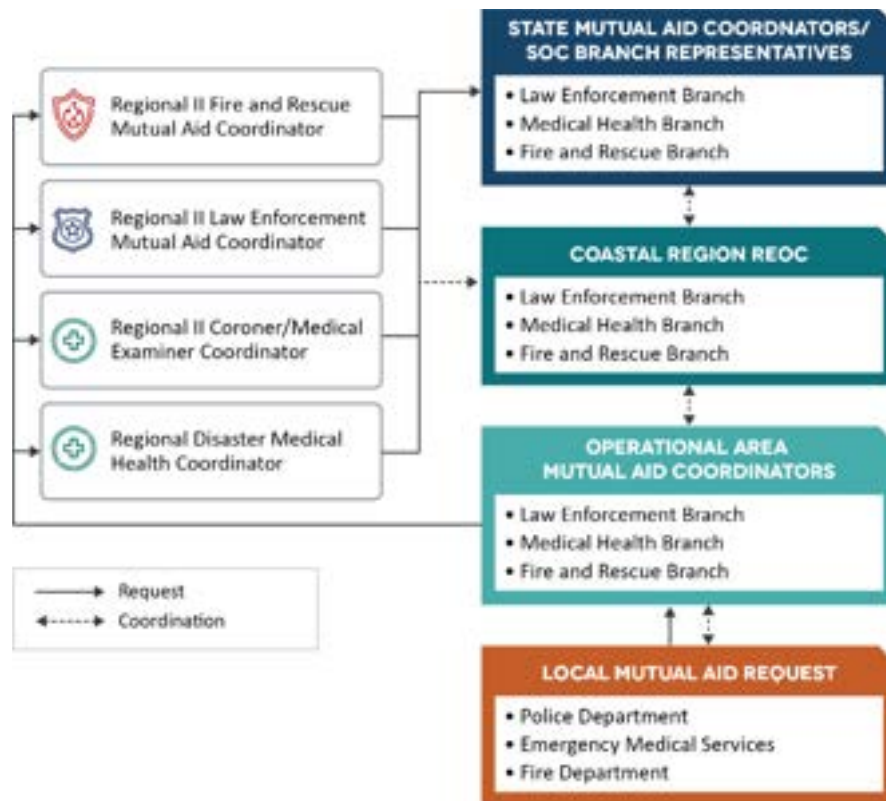
Figure 4: Discipline-Specific Regional Mutual Aid System

Intelligence and Information

The ability to collect, analyze, and disseminate information is critical for informed decision-making in the EOC. Information is raw data that once analyzed provides intelligence that can inform decisions. Some information is considered more critical than others. Essential Elements of Information (EEIs) may be pre-identified to support decision-making and ensure important details are shared to effectively manage and execute an operation. EEIs and reporting guidelines should be pre-identified during the planning phase and confirmed at the beginning of each response. Priority information for collection and sharing includes:

- Injuries and fatalities
- Deployments and/or demobilizations
- Changes in conditions affecting the response
- Enhanced situational status of disproportionately impacted and diverse populations
- Conditions that affect the capability to respond

Information is shared to and from the EOC and field responders, as well as with federal, state, and other local government agencies, community-based organizations, and business resources by direct communication when necessary. Daily, non-urgent information is typically shared through Situation Reports (SitReps) and coordination calls. The EOC serves as the hub for information dissemination to the public via the Public Information Officer (PIO). More information on SitReps, including a SitRep template, is outlined in the EOC Handbook.

Documentation

Records are kept that identify incident and recovery-related expenditures and obligations separated from general programs and activities, and will be archived for a minimum of three (3) years following closure of federal

reimbursement, or longer for specific records outlined in city, county, or state record retention policies.[68] The EOC archives official and unofficial disaster documentation, including correspondence, SitReps, ICS forms, requests for proclamations of emergency, requests for assistance, cost/expenditures reports, damage assessment reports, EOC action plans (EAPs), press releases, and any other documentation used during the response.

Department	Details
OES	• Retains all disaster-related documentation via WebEOC, SharePoint, and hard copy
City Clerk's Office	• Retains all contracts and agreements
Administrative Services Department	• Retains all timekeeping/personnel information

Table 14: Document Retention Responsibilities

Resource Management

When possible, individual departments manage their own resource sourcing during an incident. The Logistics Section at the ICP or DOC coordinates with the EOC, when activated, on resource sourcing to prevent duplication of effort. The Logistics Section manages resource requests to ensure proper resource tracking and documentation. Field personnel or individual departments submit resource requests on an electronic form through their Incident Commander or DOC to the Operations Section. The Operations Section forwards all resource requests to the Logistics Section for processing.

Public Information

Joint Information System (JIS) and Joint Information Center (JIC)

A Joint Information System (JIS) may be activated in complex incidents to support public information coordination. The JIS is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple departments or jurisdictions. The JIS includes the plans, protocols, procedures, and structures for public information.

The Joint Information Center (JIC) is a central location that facilitates the operations of the JIS. The JIC provides a physical or virtual space where public information personnel performs critical emergency information functions, crisis communications, and public affairs functions. A JIC may be established at various levels of government and may include PIOs from multiple agencies, departments, and organizations. The JIC coordinates all messaging through the EOC Director and public information staff. When necessary, the JIC will coordinate with outside agencies, such as the Marin OA JIC.

Alert and Warning

The City of San Rafael emergency alert and warning program incorporates multiple systems and languages to reach the broadest target population. All public communications are inclusive, targeted, and culturally competent. Specific circumstances of the incident dictate the method of alerting. Common alert and warning methods include:

- **Alert Marin:** Mass notification software used to deliver emergency alerts via call, text, email, or smartphone application that is primarily used to publish critical updates during an emergency, including life

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[68] https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf

safety information about imminent flooding, wildfires, and evacuations to the specific area or neighborhood affected.[69]

- **Public Emergency Portal:** A web-based resource that serves as a clearinghouse for incident-specific information and recommended public actions for the entire Marin OA. The Public Emergency Portal is primarily used to publish information on behalf of local jurisdictions, utility providers, and Caltrans, and incorporated geographic/map-based displays to ensure information is always up to date.[70]
- **Nixle:** A mass notification alerting system that allows the City of San Rafael to publish public safety information in four categories: alerts/messages, advisories, community information, and traffic. Nixle is Primarily used by the Police Department to release emergency messages on topics such as road closures, traffic conditions, and general post-disaster updates about shelter, transportation, and supplies.[71]
- **Nextdoor:** A social networking and emergency alert system that allows residents in localized geographic areas to communicate with each other. Primarily used by various City departments to send emergency alerts on severe weather, unplanned road closures, and threats to property or life to specific neighborhoods or locations.[72]
- **Social Media:** Social media, such as Facebook, Twitter, and WhatsApp, allow the City of San Rafael to engage in an official, two-way dialogue with large groups of people. Primarily used to amplify other distribution methods and reach traditionally underserved and/or marginalized communities who may not receive other forms of public communications.
- **City of San Rafael Website:** Allows the City of San Rafael to publish information online as appropriate during and after incidents. Individual departments may also post emergency messages on their website subpages. Primarily used to provide information on preparedness information and emergency protective actions.[73]
- **Local News Media:** Includes traditional media such as cable television, broadcast radio, and print media and is primarily used to support message dissemination in coordination with the EOC.
- **Community-based and Cultural Organizations:** Includes organizations such as the Canal Alliance and the Marin Center for Independent Living who support message distribution and amplification among their clients.
- **Flyers and Signage:** Written communications posted in public and accessible locations support underserved and/or marginalized communities who may not receive other forms of public communications, including technology-based communications.

3.4. Recovery

The City of San Rafael is involved in recovery operations following an incident or disaster as the community returns to normalcy. The City of San Rafael aims to help individuals and families recover by ensuring that services to maintain and restore health, safety, independence, and livelihoods are equitably available to the whole community. If additional resources are necessary, as defined by community needs, the City of San Rafael aims to

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[69] https://emergency.marincounty.org/pages/alertmarin
[70] https://emergency.marincounty.org/
[71] https://local.nixle.com/register/
[72] https://nextdoor.com/city/san-rafael--ca/
[73] https://www.cityofsanrafael.org/

provide those programs directly or through coordination with appropriate partners, service providers, or government entities. These services include helping meet specific needs of residents as follows:

- Restoration of essential services generally available in communities such as food, water, shelter, energy, and fuel.
- Assessment of the extent and severity of damage to homes, businesses, or other property.
- Provision of human and mental health services.
- Repair of damaged homes and property.
- Development of plans for short-term economic recovery.
- Assessment and restoration of natural, cultural, and heritage resources.

The City of San Rafael coordinates recovery operations with a focus on cultural competency and inclusion of traditionally underserved and/or marginalized communities. Coordination with external partners, including community-based programs and Voluntary Organizations Active in Disasters (VOAD program) supports this goal.

Recovery is often defined in two phases: short-term recovery and long-term recovery. However, recovery occurs on a continuum and these phases may overlap with each other and the response phase.[74]

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[74] https://www.fema.gov/pdf/recoveryframework/ndrf.pdf
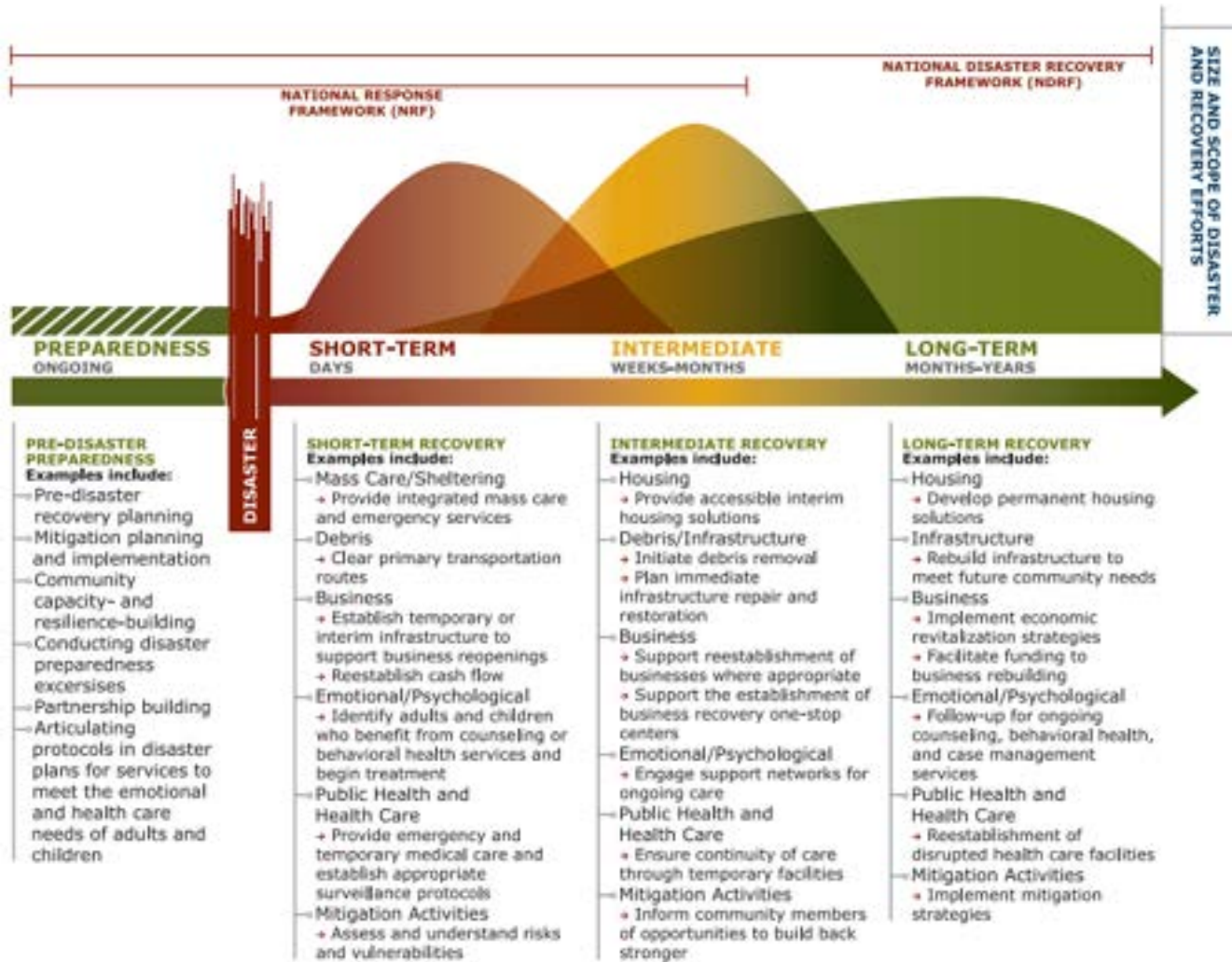
Figure 5: Recovery Continuum Activities

Short–Term Recovery

In the EOC, short-term recovery operations are initiated during the response phase of the incident by the Recovery Planning function in the Planning Section. Recovery Planning is responsible for not only initiating recovery planning but also for anticipating long-term needs and beginning the coordination of resources to fill future requirements.

The primary objective of short-term recovery operations is to begin the process of restoring community and economic functions. As the immediate threat to life, property, and environment subsides, other goals of the EOC or organization may include:

- Damage assessment
- Rapid debris removal and cleanup
- Systematic and coordinated restoration of community lifelines

Damage/Safety Assessment

Information on the level of damages or status of safety hazards supports situational awareness and identifies gaps in survivor needs following an incident. More information on damage assessment can be found in the EOC Handbook and Hazard Specific Playbooks.

Assessment	Details
Rapid Damage Assessment	• Conducted to locate and identify casualties and hazards, and to aid the direction of response efforts. • These windshield surveys generate situational awareness of damages and may come from a variety of sources, including first responders, such as Public Works. • These reports may vary in detail and quality due to the circumstances of the situation.
Initial Damage Estimate (IDE)	• Conducted to identify and document damage and initial cost estimates to support requests for state and federal assistance. • These examinations provide an in-depth look at infrastructure, prepare for emergency repairs, and may include information collected during the Rapid Damage Assessment. • Information collected during this phase is submitted to Cal OES on an Initial Damage Assessment Summary Report through the Marin OA EOC.
Safety Assessment	• Conducted to evaluate facilities following a disaster to determine the condition of buildings and infrastructure for safety of use and occupancy.
Joint Preliminary Damage Assessment (PDA)	• Conducted to determine the impact and magnitude of damage and the resulting unmet needs of the community and ultimately provide financial assistance for recovery. • Safety and damage assessment information inform the PDA and support a Governor's request for a Presidential emergency or major disaster declaration.

Table 15: Damage Assessments

Long-Term Recovery

Long term recovery includes those activities necessary to restore a community to a "normal" pre-disaster state, or preferably an improved, "new normal" state with increased resiliency. Long-term recovery requires significant planning to maximize opportunities, ensure equity, and mitigate risks. For these reasons, some activities of a successful and effective long-term recovery operation may continue for years after a disaster occurs.

The major objectives of long-term recovery include:

- Coordinated delivery of social and health services.
- Provision of culturally competent, inclusive, long-term assistance to displaced families.
- Reconstruction of public and private facilities and infrastructure.
- Restoration of the local economy.
- Improved land-use planning and recovery projects, including those that leverage mitigation against future disasters.
- Recovery of disaster-related costs through federal and state assistance.

Cost Recovery

Disaster-related expenditures may be reimbursed under several state and federal programs. Reimbursements may be authorized for approved costs for work performed in the protection or restoration of public facilities or

functions. Funding may also be available for individuals or businesses to assist with the recovery process. The City of San Rafael will seek cost recovery for disaster-related expenses whenever possible.

To facilitate this effort, the City of San Rafael follows jurisdictional practices to track time, expenses, and information for applicable personnel, materials and supplies, and equipment usage. The Finance Section of the EOC maintains cost documentation for accurate accounting to facilitate successful local reimbursement during the cost-recovery process. The disaster funding programs below do not represent all funding sources available to the City of San Rafael.

Assistance Program	Details
Public Assistance Program	FEMA's Public Assistance (PA) grant program provides federal assistance to government organizations and certain private nonprofit organizations following a presidential disaster declaration. Eligible projects include debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process. [75] The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs. [76]
California Disaster Assistance Act	The California Disaster Assistance Act (CDAA) authorizes Cal OES to administer a disaster assistance program that provides state funding for costs incurred by local governments due to a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Cal OES Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost-sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. Generally, the state share reimbursed to an applicant agency is no more than 75% of the eligible project costs. The CDAA also allows certain eligible private nonprofit organizations to receive state assistance for extraordinary costs incurred while providing assistance at the request of local government agencies during a disaster that falls under a Governor's state of emergency proclamation.
Fire Management Assistance Grant	The Fire Management Assistance Grant (FMAG) program provides supplemental federal assistance to states and affected local governments for the mitigation, management, and control of fires burning on publicly or privately owned forests or grassland. A local fire agency must request an FMAG through the Marin OA EOC to the Cal OES Fire and Rescue Branch or the California State Warning Center (CSWC) while the fire is burning

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[75] https://www.fema.gov/assistance/public/program-overview
[76] https://www.fema.gov/press-release/20210203/fema-statement-100-cost-share

	uncontrolled. Cal OES coordinates with FEMA on an expedited basis and a funding decision is rendered in a matter of hours.[77,78]
Community Disaster Loan	FEMA's Community Disaster Loan program provides forgivable loans capped at $5 million to units of local government based on real revenue shortfalls due to a presidentially declared disaster. Typically, the loan may not exceed 25% of the local government's annual operating budget for the fiscal year of the disaster.[79]
Hazard Mitigation Grant Program	FEMA's Hazard Mitigation Grant Program (HMGP) provides funding to eligible units of local government to support their efforts to rebuild following a disaster in a way that reduces future losses in their communities. Hazard mitigation includes long-term efforts to reduce risk and the potential impact of future disasters.[80]

Table 16: Assistance for Governments

Assistance Program	Details

Individual Assistance Program	FEMA provides assistance to individuals and households through the Individual Assistance (IA) Program, which includes the following programs:[81]
	
	• Mass Care and Emergency Assistance
	• Individuals and Households Program
	    o Housing Assistance
	    o Other Needs Assistance
	• Disaster Case Management
	• Crisis Counseling Assistance and Training Program
	• Disaster Legal Services
	• Disaster Unemployment Assistance
	• Voluntary Agency Coordination

Small Business Administration Disaster Loans	The Small Business Administration (SBA) provides low- or no-interest disaster loans to help businesses and homeowners recover from declared disasters. The SBA declaration process has a lower threshold than FEMA and will only assist those who do not meet FEMA requirements.[82]

Table 17: Assistance for Individuals and Businesses

After-Action Review Process

Following a significant EOC activation, the City of San Rafael Office of Emergency Services (OES) may conduct an after-action review with key members of the EOC and other response organizations.

Methods used to solicit feedback in the after-action review process may include:

- After-action meeting
- Hot wash or debrief
- Responder/participant surveys
- Responder/participant interviews

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[77] https://www.fema.gov/assistance/public/fire-management-assistance
[78] https://www.caloes.ca.gov/cal-oes-divisions/recovery/public-assistance/fire-management-assistance-grant
[79] https://crsreports.congress.gov/product/pdf/IF/IF11600
[80] https://www.fema.gov/grants/mitigation/hazard-mitigation
[81] https://www.fema.gov/sites/default/files/2020-09/fema_individual-assistance-program-policy-guide_11-29-2018.pdf
[82] https://www.sba.gov/funding-programs/disaster-assistance

- Open solicitation of written feedback
- Webinars
- Workshops
- Public surveys or solicitation for feedback

After-Action Report/Improvement Plan

As part of an after-action review, OES may develop an after-action report and improvement plan (AAR/IP). The AAR/IP summarizes key evaluation information, including an overview and analysis of the incident. The AAR/IP is an opportunity to capture what happened during the incident or exercise, what went well and should be reinforced or repeated, and gaps that should be addressed in the future. The AAR/IP includes:

- A review of response actions
- Suggested modifications to plans and procedures
- Identified training needs
- Equipment needs to improve future responses

A corrective action program provides reflective improvement of emergency response capabilities. It utilizes the AAR/IP and is intended to establish best practices and affect positive change. An improvement plan is made up of corrective actions that are concrete, actionable steps that are intended to resolve capability gaps identified in the after-action review process.

4.   Roles and Responsibilities

The City of San Rafael has a shared responsibility for the coordination of response and recovery operations for the Whole Community, including resource coordination, alert and warning, public information, damage assessment, and recovery guidance. All partners within the City of San Rafael, including City of San Rafael departments, special districts, and private, nongovernmental volunteer, and community-based organizations (CBOs) have roles and responsibilities based on their daily tasks and operations. The County of Marin also plays a key coordination role in complex incidents that span multiple jurisdictions within the Marin Operational Area (Marin OA). Some roles and responsibilities of response organizations may overlap with each other to create redundancies within the response network. Special districts, state, and federal governments are also part of the response framework, but as support organizations are not tasked directly in the City of San Rafael Emergency Operations Plan (EOP).

4.1. City of San Rafael Government

Certain departments within the City of San Rafael may participate in the Emergency Operations Center (EOC) based on their day-to-day functions for normal operations within the City of San Rafael. These departments are identified as "primary" or "support" for specific EOC functions in Table 13. Some "primary" or "support" roles are identified based on positions that individuals from specific departments have held during previous incidents, disasters, or planned events.

All roles and responsibilities are incident dependent and subject to change based on the nature of the incident, availability of staff, and expertise of available employees. Individuals and departments working within the EOC also understand that they may be asked to support additional duties due to the specific nature of response and recovery operations. City of San Rafael employees will only be asked to serve in positions and conduct duties that they have been trained for and are comfortable performing.

Table 18, below, outlines the broad roles and responsibilities of each EOC section, and City departments that typically fill functions within that section. Figure 6 provides a visual description of the entire EOC organization.

EOC Section	Typically Staffed By	Positions	Key Roles/Responsibilities
Policy Group	• Mayor • City Council • EOC Director • City Attorney	• N/A	• Manages economic, political, legal, and social implications of incident • Does not interfere with on-scene response priorities
Management Section	• City Manager's Officer • City Attorney's Office • Digital Service & Open Government • Library & Recreation • Office of Emergency Services (OES)	• EOC Director • EOC Coordinator/Safety Officer • Public Information Officer (PIO) • Deputy PIO • Access and Translation • JIC Support	• Manages overall emergency response efforts • Ensures readiness of the EOC • Ensures incident safety • Manages public information on behalf of the City of San Rafael • Approves the completed EOC Action Plan (EAP)

EOC Section	Typically Staffed By	Positions	Key Roles/Responsibilities
		• Functional Needs Advocate • Legal Officer • Liaison Officer • Administrative Assistant	
Operations Section	• Police Department • Fire Department • Library & Recreation Department • Sanitation District • Public Works Department	• Operations Section Coordinator • Fire/EMS Branch • Law Enforcement Branch • Human Services Branch • Shelter Unit • Infrastructure Branch • Utilities Unit • Public Works Unit • Transportation Unit	• Controls the activity of organizations with a response in the management, stabilization, and resolution of the emergency • Determines tactics necessary to achieve incident objectives • Communicates EAP to EOC staff and incident commanders as necessary
Planning Section	• City Clerk • Community Development Department • Economic Development Department • Library & Recreation Department • Digital Service & Open Government • Public Works Department	• Planning Section Coordinator • Situation Status Unit • Damage Assessment Unit • Advanced Planning & Demobilization Unit • Technical Specialists • GIS/Document & Display Unit • Documentation Unit	• Gathers timely, accurate, accessible, and consistent information • Prepares Situation Reports to create a common operating picture • Manages development of EOC Action Plan • Technical specialists are initially assigned to the Planning Section
Logistics Section	• Public Works Department • Digital Service & Open Government • Economic Development Department • Sustainability Department • Library & Recreation Department	• Logistics Section Coordinator • Communications/IT Unit • Resource Status Unit • Donations Unit • Volunteer Unit • Supply & Procurement Unit • Equipment & Facilities Unit	• Establishes and confirms process for resource acquisition • Facilitates procurement of resources, personnel, and transportation services • Provides communication methods, resource tracking, and arranges for food, lodging, and other services as necessary

EOC Section	Typically Staffed By	Positions	Key Roles/Responsibilities
Finance/ Administration Section	• Finance Department • Human Resources Department	• Finance Section Coordinator • Timekeeping & Personnel Unit • Compensation & Claims Unit • Cost Recovery Unit • Budgeting & Procurement Unit	• Provides cost assessment of incident objectives • Maintains staff timesheets • Supports execution of contracts and purchase orders to support incident response

Table 18: EOC Responsibilities Overview

San Rafael EOC Organization

The organizational chart below outlines the primary positions in the San Rafael EOC. This may be expanded or contracted based on need.
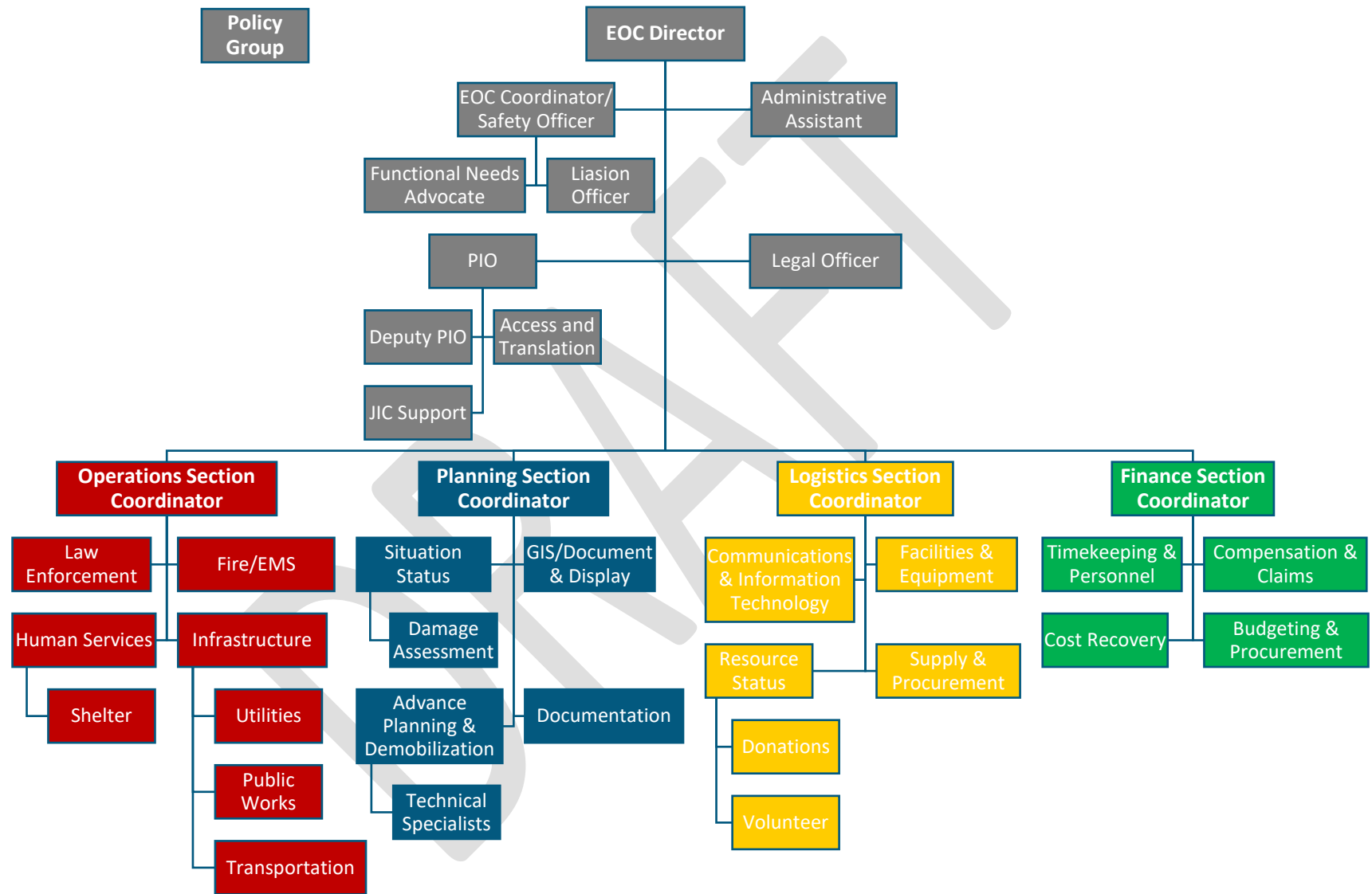
Figure 6: EOC Organization

Department Crosswalk

The crosswalk below outlines departments with a primary or support role in the EOC.

P = Primary

S = Support

	City Attorney's Office	City Clerk's Office	City Council	City Manager's Office	Community Development	Digital Service and Open Government	Economic Development	Finance Department	Fire Department	Human Resources	Library and Recreation	Office of Emergency Services	Parking Services	Police Department	Public Works	Sanitation District	Sustainability
Policy Group			P	S													
EOC Director				P								S					
EOC Coordinator/ Safety Officer									S			P					
PIO Team			S	P		S					S	S					
AFN Advocate				P							S	S		S			
Legal Officer	P			S													
Liaison Officer				S								S	P				
Admin Assistant		P		S					S								
Operations Section									P		P	S		P	P	S	
Law Enforcement													S	P			
Fire/EMS									P					S	S		
Human Services											P	S					
Shelter											P	S					
Infrastructure				S									S		P	S	
Utilities															S	P	
Public Works															P	S	
Transportation													S	S	P		
Planning Section				P			S	S		S							

SAN RAFAEL
THE CITY WITH A MISSION

P = Primary / S = Support	City Attorney's Office	City Clerk's Office	City Council	City Manager's Office	Community Development	Digital Service and Open Government	Economic Development	Finance Department	Fire Department	Human Resources	Library and Recreation	Office of Emergency Services	Parking Services	Police Department	Public Works	Sanitation District	Sustainability
Situation Status		S			P	S			S		S	S		S			
Damage Assessment					S				S					S	P		
Advanced Planning & Demob					S		P	S	S								
GIS		S			S	P											
Documentation/Display					P							S					
Logistics Section	S				S							S			P		
Comms & IT						P											
Resource Status															P		
Donations																	P
Volunteer Resources				S							S						P
Supply & Procurement								P						S	S		
Facilities & equipment														S	P		
Finance Section	S							P		S							
Timekeeping & Personnel								S		P							
Cost Recovery							S	P							S		
Budgeting & Procurement	S							P									
Compensation & Claims								S		P							
Other EOC Support	S	S	S									S		P			

Table 19: Department Crosswalk

4.2. County of Marin

The Marin County Office of Emergency Management (Marin County OEM) serves as a coordinating body for multijurisdictional or complex responses within the Marin Operational Area (Marin OA). Marin County OEM supports local jurisdictions when requested by providing communications support, managing Region II mutual aid requests, and supporting coordination with the California Governor's Office of Emergency Services (Cal OES) and the Federal Emergency Management Agency (FEMA), when necessary. The Marin OEM sits under the Marin County Fire Department.

4.3. Special Districts

Special districts are local governments created by the people of a community to deliver specialized services essential to their health, safety, economy, and well-being, that the local city or county government does not provide. Special districts fulfill a significant role during a disaster. They may support the emergency response by providing subject matter expertise, including assisting the EOC in communicating hazard threats and evacuation orders to specific populations and geographical areas. Special districts in the City of San Rafael that are most relevant to emergency response include public safety, public utility (including water and sanitation districts), and community services districts.

The Marinwood Community Services District Fire Department (Marinwood Fire Department) provides the first response to much of northern San Rafael. The San Rafeal Fire and Police Departments have first response responsibility to County Service Areas (CSAs) in unincorporated areas within the San Rafael geographic boundary. The largest being CSA 19 which encompasses Los Ranchitos, Country Club, and Santa Venetia. Outside of immediate life saving responsibility, the disaster response and recovery of these areas is under the purview of Marin County OEM.

San Rafael residents are serviced by Marin Municipal Water District, San Rafael Sanitation District, and the Las Gallinas Valley Sanitary District.

4.4. Businesses, Nongovernmental Volunteer, and Community–Based Organizations

The private sector is an important component of the City of San Rafael response and recovery framework. Businesses can augment mutual aid agreements by providing personnel and supplies during times of crisis, and support the volunteer and donations management objectives during and after an incident, disaster, or planned event.

Nongovernmental organizations and community groups include voluntary, racial and ethnic, faith-based, veteran-based, and community and nonprofit organizations that provide sheltering, emergency food supplies, and other essential support services. Volunteer agencies and private agencies may participate in the mutual aid system along with governmental agencies. Contingent on locally available resources, volunteer agencies, community-based organizations, and private businesses are essential elements of the emergency response effort to meet the needs of disaster victims. A few organizations which are incorporated into formal County or State Plans are listed below.

- **American Red Cross (Red Cross):** The American Red Cross is chartered by Congress to provide relief to survivors of disasters and help people prevent, prepare for, and respond to emergencies. In the City of San

Rafael, the American Red Cross of the North Bay supports sheltering and feeding operations during times of crisis.[83]

- **Marin Center for Independent Living (CIL):** The Marin CIL is a community-based nonprofit organization that provides advocacy and services for older adults and persons with all disabilities. Representatives from Marin CIL advocate for the needs of people with access and functional needs throughout preparedness, response and recovery operations.
- **Marin Humane:** Marin Humane is an independent nonprofit that supports animal sheltering and animal care services.
- **Marin Voluntary Organizations Active in Disaster (VOAD):** Marin VOAD is a collaboration of non-profit and faith-based organizations, government, and private businesses that mitigate and alleviate the impact of disasters. Marin VOAD fosters stronger communities to increase overall resiliency and promote a more effective disaster recovery.[84]
- **San Rafael CRT:** The San Rafael CRT is led by the Canal Alliance and Multicultural Center of Marin. They advocate for equitable access to public health, disaster preparedness and mitigation resources. The CRT members can serve as a communication link between the San Rafael OES/EOC and community members with a unique ability to reach non-native English speakers and families with mixed immigration status.

4.5. Support Organizations

State

The Marin OA EOC coordinates directly with the Cal OES Coastal Region Emergency Operations Center (REOC) throughout response and recovery operations to provide support to all jurisdictions with the Marin OA, including the City of San Rafael. State government departments are responsible for providing various services such as specialized skills, technical assistance and training, equipment, and resources in support of state and local government emergency operations. State government will also work with other states, the FEMA Region IX Office, and other federal agencies for interstate mutual aid, federal resources, and public and private assistance as necessary.

Federal

The National Response Framework (NRF) facilitates the delivery of federal response assistance to states to help them respond to and recover from the consequences of significant emergencies and disasters.[85] There are some instances in which a federal or state agency will have a field response role, due to the jurisdictional responsibility of the event. Some federal agencies are mission tasked with actions that can directly support the county response efforts prior to a federal declaration. Once a federal declaration is issued, all federal agency response efforts will be coordinated through FEMA and a Joint Field Office. The event type will determine their location and scope of involvement.

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[83] https://www.redcross.org/local/california/northern-california-coastal/about-us/locations/north-bay.html
[84] https://www.catchafire.org/organizations/marin-voad_19668/
[85] https://www.fema.gov/sites/default/files/2020-04/NRF_FINALApproved_2011028.pdf

5. Plan Development and Maintenance

5.1. Plan Development and Updates

The City of San Rafael Emergency Operations Plan (EOP) is developed by the Office of Emergency Services (OES).

The EOP should be reviewed regularly and amended as appropriate in accordance with a five-year schedule, to include at a minimum:

- In no case should any part of the plan go for more than two (2) years without being reviewed and revised.
- A complete review and amendment of the Base Plan and operational appendices every five (5) years.

The City of San Rafael also reviews the EOP and any operational annexes for consistency to ensure relevancy, and revises if deemed necessary, after the following events:

- A major incident, Emergency Operations Center (EOC) activation, or major exercise.
- A change in operational resources (e.g., policy, personnel, organizational structures, management
- processes, facilities, equipment).
- A formal update of planning guidance or standards or enactment of new or amended laws or ordinances.
- A change in elected or appointed officials.
- A change in the local demographics or hazard or threat profile.

The review and update process for the EOP and any operational appendices is led by OES using a Whole Community approach with a focus on cultural competency. This approach includes soliciting feedback from key stakeholders from across the City of San Rafael. Incorporating formal and informal feedback into the EOP helps assure the needs of all individuals, particularly traditionally underserved and/or marginalized communities are addressed. Selecting partners that represent the whole community, including response partners, community leaders, and non-governmental representatives, confirms that the plan is not only straightforward for response personnel but is also accessible to the entire population. To a greater extent, this cultural competency review guarantees that the procedures outlined in the EOP serve diverse communities.

Plans should evolve as lessons are learned, new information and insights are obtained, and priorities are updated. Evaluating the effectiveness of plans involves a combination of training events, exercises, and real-world incidents to determine whether the goals, objectives, decisions, actions, and timing outlined in the plan led to a successful response.

5.2. Standard Operating Procedures Development

The EOP designates roles and responsibilities for specific emergency response functions to departments and partners within the City of San Rafael and Marin County. These agencies develop standard operating procedures (SOPs) to supplement each aspect of the EOP, where applicable. SOPs support the execution of the EOP and operational appendices by providing step-by-step instructions and details specific to the roles and responsibilities contained within the documents. SOPs can take the form of checklists or job aids. First responder agencies are trained to first manage the emergency at their local level following their individual SOPs. The City of San Rafael, first responding agencies, and the Marin County Office of Emergency Management (Marin County OEM)

coordinate to ensure operational consistency between the EOP, local SOPs, and the Marin Operational Area (Marin OA) EOP.

5.3. Training And Exercises

Annual training on the EOP is typically provided either as a new orientation or refresher training to all City of San Rafael staff that may be expected to participate in an emergency response. OES manages the design, facilitation, execution, and evaluation of these exercises. It is recommended that other organizations within the City of San Rafael that have a role in response or recovery operations train and exercise this EOP regularly.

6.   Appendices

6.1. Appendix A: Acronyms and Abbreviations

Acronym/Abbreviation	Term
AAM	After Action Review Meeting
AAR/IP	After-Action Report/Improvement Plan
AFN	Access and Functional Needs
CA State Parks	California Department of Parks and Recreation
CAL FIRE	California Department of Forestry and Fire Protection
Cal OES	California Governor's Office of Emergency Services
Caltrans	California Department of Transportation
CalWARN	California Water/Wastewater Agency Response Network
CDAA	California Disaster Assistance Act
CERT	Community Emergency Response Team
CSA	County Service Areas
CRT	Community Response Team
CMIST	Communication, Maintaining Health, Independence, Support and Safety, and Transportation
CNG	California National Guard
COG	Continuity of Government
COOP	Continuity of Operations Plan
CPG	Comprehensive Preparedness Guide
CSTI	California Specialized Training Institute
CSWC	California State Warning Center
DC3	Marin Operational Area Disaster and Citizens Corps Council
DFW	California Department of Fish and Wildlife
DOC	Department Operations Center
DPW	Department of Public Works
DSW	Disaster Service Worker
DWR	California Department of Water Resources
EAP	EOC Action Plan
EAS	Emergency Alert System
EMAC	Emergency Management Assistance Compact
EMI	Emergency Management Institute
EMMA	California Emergency Management Mutual Aid
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan

EPA	United States Environmental Protection Agency
ER	Emergency Relief
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FMAG	Fire Management Assistance Grant
FTA	Federal Transit Administration
HazMat	Hazardous Material
HHS	County of Marin Department of Health and Human Services
HMGP	Hazard Mitigation Grant Program
HSEEP	Homeland Security's Exercise and Evaluation Program
IC	Incident Command
IA	Individual Assistance
ICP	Incident Command Post
ICS	Incident Command System
IDE	Initial Damage Estimate
IPAWS	Integrated Public Alert Warning System
JIC	Joint Information Center
JIS	Joint Information System
LAC	Local Assistance Center
Marin OA	Marin Operational Area
MCE	Marin Clean Energy
MERA	Marin Emergency Radio Authority
MHOAC	Medical Health Operational Area Coordinator
MMAA	California Disaster and Civil Defense Master Mutual Aid Agreement
MMWD	Marin Municipal Water District
MYTEP	Multi-Year Training and Exercise Plan
NIMS	National Incident Management System
NMWD	North Marin Municipal Water District
NRF	National Response Framework
NOAA	National Oceanic and Atmospheric Administration
NPS	National Park Service
NWEM	Non-Weather Emergency Message
NWR	National Weather Radio
NWS	National Weather Service
OEM	Office of Emergency Management (Marin County)
OES	Office of Emergency Services (City of San Rafael)
PA	Public Assistance

PDA	Preliminary Damage Assessment (Joint)
PIO	Public Information Officer
PSPS	Public Safety Power Shutoff
REOC	Cal OES Coastal Regional Emergency Operations Center
RETREP	Regional Transportation Representative
RRTF	Regional Recovery Task Force
SBA	Small Business Association
SEMS	Standardized Emergency Management System
SOP	Standard Operating Procedure
THIRA	Threat and Hazard Identification and Risk Assessment
UASI	Urban Areas Security Initiative
UC	Unified Command
USAR	Urban Search and Rescue
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USDOT	United States Department of Transportation
VOAD	Voluntary Organizations Active in Disasters
WEA	Wireless Emergency Alerts
WUI	Wildland Urban Interface

Table 20: Acronyms and Abbreviations

6.2. Appendix B: Glossary

- **Access And Functional Needs (AFN):** Individuals who have physical, developmental, or intellectual disabilities; chronic conditions or injuries; limited English proficiency; older adults; children; low income, homeless and/or transportation disadvantaged (e.g., dependent on public transit); as well as pregnant people.
- **Agency:** An agency is a division of government with a specific function, or a non-governmental organization {i.e., private contractor, business, etc.) that offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional {having statutory responsibility for disaster mitigation) or assisting and/or cooperating {providing resources and/or assistance).
- **Cultural Competence**: The ability to understand, value, communicate with, and effectively interact with people across cultures to ensure that the needs of all community members are addressed, with priority given to culturally diverse communities. Cultural competence includes, but is not limited to, being respectful and responsive to the cultural and linguistic needs of culturally diverse communities.
- **Culturally Diverse Communities**: Includes, but is not limited to, race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender, including women; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English language proficiency; as well as geographic location.
- **Department Operations Center (DOC):** A facility used by a discipline or agency as a department level EOC. Examples are departments within a political jurisdiction such as fire, police, public works as well as agency divisions, districts, or regional offices. DOCs can be used at all SEMS levels above the field response level, depending on the impacts of the emergency, demographic nature of the agency or organization, local policy and procedures, and configuration of communications systems.
- **Emergency:** A condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy.
- **Emergency (Federal Definition):** Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe in any part of the United States which requires federal emergency assistance to supplement state and local efforts to save lives and protect public health and safety or to avert or lessen the threat of a major disaster.
- **Emergency Operations Center (EOC):** A facility used for the centralized direction and/or coordination of emergency operations. An effective EOC must provide adequate working space and be properly equipped to accommodate its staff, have the capability to communicate with field units and other EOCs, and provide protection commensurate with the projected risk at its location. EOC facilities are established by an agency or jurisdiction responsible for the support of an emergency response.
- **Emergency Operations Plan (EOP):** The plan that each jurisdiction has and maintains for responding to appropriate hazards.
- **Emergency Plans:** Those official and approved documents which describe principles, policies, concepts of operations, methods, and procedures to be applied in carrying out emergency operations or rendering mutual aid during emergencies. These plans include such elements as continuity of government, emergency functions of governmental agencies, mobilization and application of resources, mutual aid, and public information.
- **Emergency Public Information:** Information disseminated to the public by official sources during an emergency, using broadcast and print media. This includes: (1) instructions on survival and health preservation actions to take (what to do, what not to do, evacuation procedures, etc.), (2) status

information on the disaster situation (number of deaths, injuries, property damage, etc.), and (3) other useful information (state/federal assistance available).

- **Incident:** An occurrence, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources.
- **Incident Command System (ICS):** The nationally used, standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple disasters without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with the responsibility for the management of resources to effectively accomplish stated objectives pertinent to a disaster.
- **Major Disaster (Federal Definition):** Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosions, or other catastrophe in any part of the United States which, in the determination of the president, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the federal disaster relief act, above and beyond emergency services by the federal government, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.
- **Mutual Aid Agreement:** A written agreement between agencies and/or jurisdictions in which they agree to assist on another upon request, by furnishing personnel and equipment.
- **Mutual Aid Coordinator:** an individual at local government, operational area, region, or state level that is responsible for coordinating the process of requesting, obtaining, processing, and using mutual aid resources. mutual aid coordinator duties will vary depending on the mutual aid system.
- **Mutual Aid Region (State Definition):** A subdivision of the State Office of Emergency Services (OES) established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state consisting of two or more counties (operational areas).
- **Office Of Emergency Services (OES):** A state (California Governor's Office of Emergency Services), operational area (county), city, or other jurisdiction administrative and operational function with the mission of planning for, preparing for, reacting to, and recovering from disasters. The OES may not be staffed on a full-time basis, although the function is necessary. The day-to-day operations may be administered by a coordinator.
- **Operational Area:** An intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area. A political subdivision includes any city, city and county, county, district, or other local governmental agency or public agency authorized by law.
- **Special District:** A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate, or maintain a project (as defined in California code of regulations 2900(s)) for the purposes of natural disaster assistance. This may include a joint powers authority established under Section 6500 et seq. of the code.
- **Standardized Emergency Management System (SEMS):** A system required by California government code for managing response to multi-agency and multi-jurisdiction emergencies in the State of California. SEMS consists of five organizational levels, which are activated as necessary: field response, local government, operational area, region, and state. The state of California designated emergency management structure for all government agencies, jurisdictions and districts mandated by law. Failure to comply with this law may result in the loss of all state and federal funding for expenses incurred while dealing with a natural or man-made disaster.
- **Whole Community:** A means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.

6.3. Appendix C: Authorities & Relevant Plans

Federal

- [Americans with Disabilities Act of 1990](#)
- [Americans with Disabilities Act of 1990, Title II, Chapter 7, Emergency Management (2007)](#)
- [Comprehensive Preparedness Guide (CPG) 101 Version 3.0, 2021](#)
- [Emergency Management and Assistance, Title 44, CFR](#)
- [Emergency Planning and Community Right-to-Know Act, 42 USC Chapter 116](#)
- [Federal Civil Defense Act of 1950, Public Law 920, (Public Law, as amended)](#)
- [Homeland Security Presidential Directive, HSPD-3, Homeland Security Advisory System](#)
- [Homeland Security Presidential Directive, HSPD-5, Management of Domestic Incidents](#)
- [National Incident Management System (NIMS)](#)
- [National Response Framework (NRF)](#)
- [Public Assistance Program and Policy Guide, Version 4, June 1, 2020](#)
- [Presidential Policy Directive, PPD-8, National Preparedness](#)
- [Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121](#)
- [U.S. Army Corps of Engineers Flood Fighting, Public Law 84-99](#)

State

- [California Code of Regulations, Title 19, Public Safety](#)
- [California Code of Regulations, Title 2, Administration](#)
- [California Emergency Services Act](#)
- [California Disaster Assistance Act](#)
- [California Disaster and Civil Defense Master Mutual Aid Agreement](#)
- [California State Emergency Plan](#)
- [Governor's Executive Order W-9-91](#)
- [SB-833 Emergencies: Office of Emergency Services: Guidelines: Alert and Warning Systems](#)

Local

- [San Rafael Municipal Code, Title 7 – Emergency Services](#)
- [Marin County Community Wildfire Protection Plan (2020)](#)
- [Marin County Multi-Jurisdiction Local Hazard Mitigation Plan (2018)](#)
- [City of San Rafael Local Hazard Mitigation Plan (2017)](#)
- City of San Rafael EOC Handbook (2023)
- City of San Rafael Hazard Playbook – Storm (2023)

6.4. Appendix D: List of Disaster Assistance Resources

- **Building Resilient Infrastructure and Communities (BRIC):** The FEMA BRIC grant program aims to shift the federal focus away from reactive disaster spending and toward research-supported, proactive investment in community resilience by funding mitigation projects with an added focus on infrastructure projects and community lifelines.[86]
- **California Disaster Assistance Act (CDAA):** The California Disaster Assistance Act (CDAA) authorizes Cal OES to administer a disaster assistance program that provides state funding for costs incurred by local governments due to a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. Generally, the state share reimbursed to an applicant agency is no more than 75% of the eligible project costs. The CDAA also allows certain eligible private nonprofit organizations to receive state assistance for extraordinary costs incurred while providing assistance at the request of local government agencies during a disaster that falls under a Governor's state of emergency proclamation.
- **Community Disaster Loan:** The Federal Emergency Management Agency (FEMA) Community Disaster Loan program provides forgivable loans capped at $5 million to units of local government based on real revenue shortfalls due to a presidentially declared disaster. Typically, the loan may not exceed 25% of the local government's annual operating budget for the fiscal year of the disaster.[87]
- **Federal Highway Administration (FHWA) Emergency Relief (ER):** The FHWA Emergency Relief (ER) program provides for the repair or reconstruction of Federal-aid highways and roads on Federal lands, which have suffered serious damage because of (1) natural disasters or (2) catastrophic failures from an external cause. Emergency repair work to restore essential travel, minimize the extent of damage, or protect the remaining facilities, accomplished in the first 180 days after the disaster occurs, may be reimbursed at 100 percent Federal share. The 180-day time period for 100-percent eligibility of emergency repairs may be extended if a State cannot access a site to evaluate damages and the cost of repair.[88]
- **Federal Transit Administration (FTA) ER:** The FTA ER program assists public transit operators in the aftermath of an emergency or major disaster. This program helps states and public transportation systems pay for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage because of an emergency, including natural disasters such as floods, hurricanes, and tornadoes. The program can fund capital projects to protect, repair, or replace facilities or equipment that are in danger of suffering serious damage, or have suffered serious damage because of an emergency. The program can also fund the operating costs of evacuation, rescue operations, temporary public transportation service, or reestablishing, expanding, or relocating service before, during or after an emergency and is cost sharable with the CDAA.[89]
- **FEMA Individual Assistance (IA):** FEMA provides assistance to individuals and households through the Individual Assistance (IA) Program, which includes the following programs: Mass Care and Emergency

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[86] https://www.fema.gov/grants/mitigation/building-resilient-infrastructure-communities/about
[87] https://crsreports.congress.gov/product/pdf/IF/IF11600
[88] https://www.fhwa.dot.gov/federal-aidessentials/catmod.cfm?id=96
[89] https://www.transit.dot.gov/funding/grant-programs/emergency-relief-program

Assistance; Individuals and Households Program (separated into Housing Assistance and Other Needs Assistance); Disaster Case Management; Crisis Counseling Assistance and Training Program; Disaster Legal Services; Disaster Unemployment Assistance; and Voluntary Agency Coordination.

- **FEMA Public Assistance:** FEMA's PA grant program provides federal assistance to government organizations and certain private nonprofit organizations following a presidential disaster declaration. Eligible projects include debris removal, life-saving emergency protective measures, the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process.[90] The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs.[91]

- **Fire Management Assistance Grant (FMAG):** The FEMA FMAG program provides supplemental federal assistance to states and affected local governments for the mitigation, management, and control of fires burning on publicly or privately owned forests or grassland. A local fire agency must request an FMAG through the Marin OA EOC to the Cal OES Fire and Rescue Branch or the California State Warning Center (CSWC) while the fire is burning uncontrolled. Cal OES coordinates with FEMA on an expedited basis and a funding decision is rendered in a matter of hours.[92,93]

- **Flood Mitigation Assistance (FMA):** The FEMA FMA grant program provides funding for projects that reduce or eliminate the risk of repetitive flood damage to buildings insured by the National Flood Insurance Program. Eligible applicants include states, local communities, federally recognized tribes, and U.S. territories.[94]

- **Hazard Mitigation Grant Program (HMGP):** The FEMA HMGP provides funding to eligible units of local government to support their efforts to rebuild following a disaster in a way that reduces future losses in their communities. Hazard mitigation includes long-term efforts to reduce risk and the potential impact of future disasters.[95]

- **Small Business Administration (SBA) Disaster Loans:** SBA provides low- or no-interest disaster loans to help businesses and homeowners recover from declared disasters. The SBA declaration process has a lower threshold than FEMA and will only assist those who do not meet FEMA requirements.

- **U.S Department of Agriculture (USDA) Natural Resources Conservation Service (NCRS):** USDA's Natural Resources Conservation Service provides financial and technical assistance to local governments in response to imminent and ongoing threats to watersheds following an emergency. Upon request of the local government, NRCS provides funds and personnel to assess damages to watersheds and identify needed actions. The program is cost sharable with CDAA.[96]

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[90] https://www.fema.gov/assistance/public/program-overview
[91] https://www.fema.gov/press-release/20210203/fema-statement-100-cost-share
[92] https://www.fema.gov/assistance/public/fire-management-assistance
[93] https://www.caloes.ca.gov/cal-oes-divisions/recovery/public-assistance/fire-management-assistance-grant
[94] https://www.fema.gov/grants/mitigation/floods
[95] https://www.fema.gov/grants/mitigation/hazard-mitigation
[96] https://www.nrcs.usda.gov/wps/portal/nrcs/site/national/home/

6.5. Zonehaven Map

City of San Rafael evacuation zones are donated with a "SNR-EXXX" label. The first two numbers indicate the fire station with first response to that area. For example, SNR-E551, Station 55 has first response.

Figure 7: Zonehaven Evacuation Map