



City of Banning Emergency Operations Plan Part 1 – Basic Plan



LETTER OF PROMULGATION

To: Officials, Employees, and Citizens of the City of Banning:

The preservation of life, property and the environment is an inherent function of local, state, and federal government. The City of Banning, California has prepared this Emergency Operations Plan to ensure the most effective allocation of resources for protection of people and property in time of an emergency.

While no plan can completely prevent death and destruction, good plans carried out by knowledgeable and well-trained personnel can and will minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts of the various emergency staff and service elements utilizing the Standardized Emergency Management System (SEMS) (and, by extension, the National Incident Management System [NIMS] which is currently being integrated into SEMS in California by the Governor's Executive Order S-2-05).

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

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

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

This letter promulgates the City of Banning Emergency Operations Plan, constitutes the adoption of the City of Banning Emergency Operations Plan, and the adoption of the Standardized Emergency Management System / National Incident Management System by the City of Banning. This Emergency Operations Plan becomes effective on approval by the Banning City Council.

Date: _____

Debbie Franklin, Mayor
Banning City Council

SIGNED CONCURRENCE BY PRINCIPAL DEPARTMENTS/AGENCIES

The City Manager concurs with the City of Banning's Emergency Operations Plan. As needed, revisions will be submitted to the City's Emergency Services Coordinator and recorded in the EOP Revision History.

Signed _____
(Signature)

Andy Takata _____
City Manager City of Banning

EOP REVISION HISTORY

Revision Date	Section of Plan Revised	Revised by
12/10/12	Location, City Manager	
	Mayor's Name	
	Ordinance from 1258-1378	

EOP DISTRIBUTION LIST

Department/Agency	Number of Copies
City Council	1
Riverside County Sheriff – Banning Station	1
Riverside County Fire/CDF/ESC	2
Executive Management Team	1
Riverside County Office of Emergency Services	1
Banning Unified School District	1
Morongo Tribe	1
EOC Command Management Staff (1 each)	1



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SECTION 1: INTRODUCTION

1.1 Objectives

This City of Banning Emergency Operations Plan (EOP) addresses the planned response to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies in or affecting the City of Banning. This EOP describes the operations of the City of Banning Emergency Operations Center (EOC), which is the central management entity responsible for directing and coordinating the various City of Banning Departments and other agencies in their emergency response activities.

This EOP is designed to establish the framework for implementation of the California Standardized Emergency Management System (SEMS) for the City of Banning, which is located within the Riverside County Operational Area (OA) and Mutual Aid Region VI as defined by the Governor's Office of Emergency Services (State OES). By extension, the plan will also implement the National Incident Management System (NIMS) which is being integrated into SEMS at the Governor's directive (Executive Order S-2-05). The plan is intended to facilitate multi-agency and multi-jurisdictional coordination, particularly between the City of Banning and Riverside County, special districts, and state agencies, in emergency operations. This document is operational in design.

Departments within the City of Banning that have roles and responsibilities identified by the plan need to develop and maintain their own department specific Standard Operating Procedures (SOPs), and emergency response checklists based on and consistent with the provisions of this plan.

Figure 1-1 presents the overall comprehensive emergency management planning system. It summarizes the relationship of this EOP with the various other emergency planning documents in use in the City of Banning. This EOP defines the overall structure of emergency operations in Banning and presents the big picture context within which the other emergency operations planning documents reside or are associated with. The associated functional response plans (both at the City and County/Operational Area level) provide detailed plans for selected functions that may be performed for any type of disaster while the hazard-specific response plans provided detailed plans associated with specific hazards.

Together, the documents identified in Figure 1-1 fully define the Emergency Management Program functions for the City. The focus of this EOP and the documents identified in Figure 1-1 is for those departments that are directly involved in the City of Banning emergency response activities.

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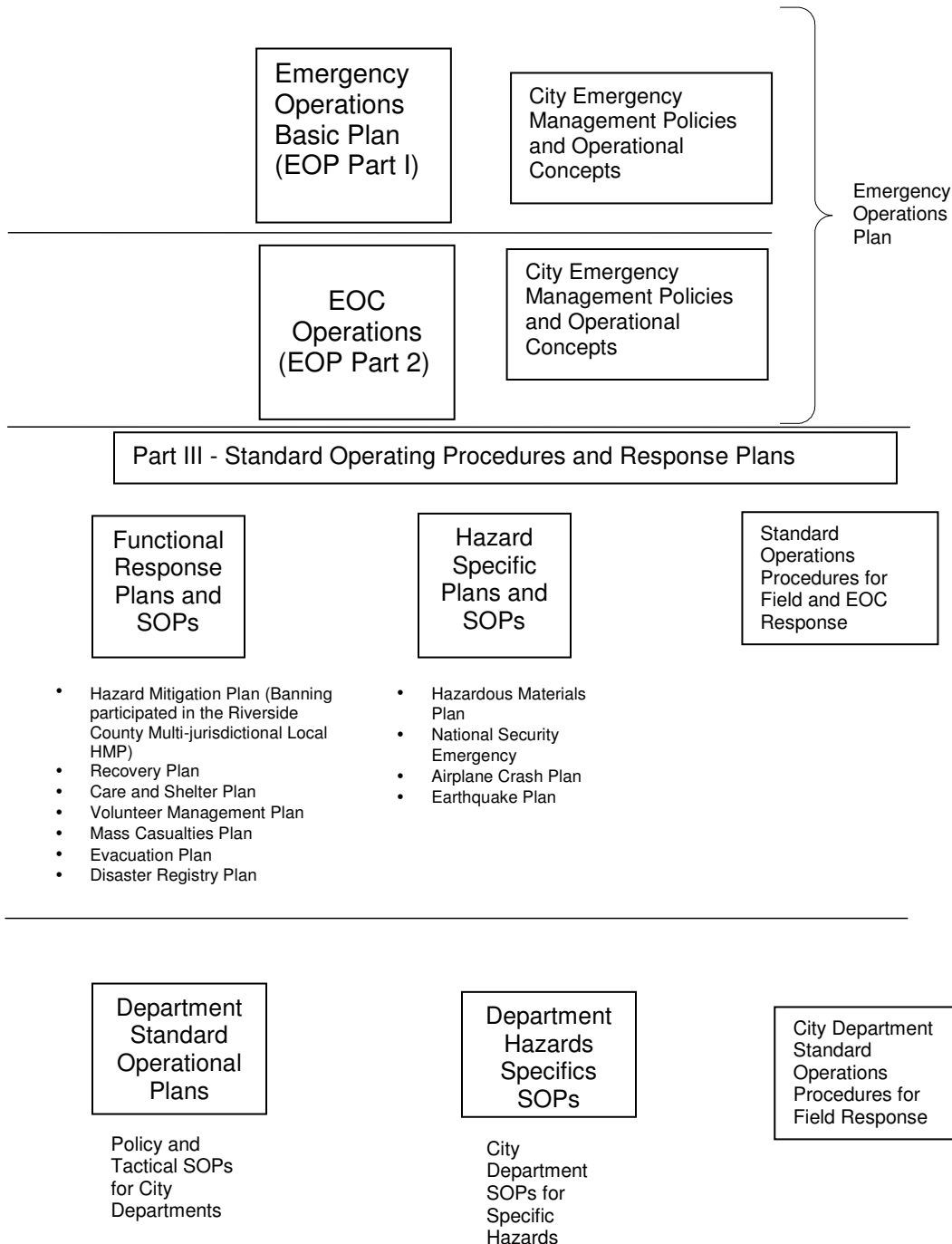


Figure 1-1: City of Banning Emergency Management Planning System

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1.2 Laws and Authorities

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

Federal

- Homeland Security Act of 2002
 - HSPD-5, Management of Domestic Incidents
 - DHS, *National Incident Management System*, March 1, 2004.
 - HSPD-8, National Preparedness.
 - Federal Civil Defense Act of 1950 (Public Law 920, as amended)
 - Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended)
 - Army Corps of Engineers Flood Fighting (Public Law 84-99)
 - Federal Communications Corporation (RACES)
- ### State
- California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).
 - California (Labor Code, §3211.92(b).
 - Standardized Emergency Management Systems (SEMS) Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations and California Government Code §8607 et seq.).
 - Executive Order S-2-05 regarding integration of National Incident Management System (NIMS) into SEMS.
 - Hazardous Materials Area Plan Regulations (Chapter 4 of Division 2, Title 19, Article 3, §§2720 – 2728 of the California Code of Regulations and California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5).
 - California Department of Water Resources Flood Control (California Water Code § 128).
 - Orders and Regulations which may be Selectively Promulgated by the Governor during a STATE OF EMERGENCY.
 - Orders and Regulations which may be Selectively Promulgated by the Governor to take effect upon the existence of a STATE OF WAR.

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Local

- Ordinance 1378 - Ordinance adopting Emergency Services
- Resolution No. 1994-108 re: adopting SEMS Emergency Operations Plan
- Resolution No. 1994-108 re: adopting the California Master Mutual Aid Agreement, adopted September 2006
- NIMS Resolution No. 2006-108 adopting National Incident Management System
- Resolution SLR-28 adopting Workmen's Compensation Benefits for Disaster Service Workers, adopted 6/8/88
- Resolution No. 95-12 adopting the Operational Area Agreement, adopted March 21, 1995
- Riverside County Emergency Services Ordinance 533.5, adopted August 23, 2005, by the Riverside County Board of Supervisors.

1.3 Document Organization

This Emergency Operations Plan (EOP) is divided four major components:

Part 1 – Basic Plan

The Basic Plan provides an overview of the Emergency Operations system at the policy and operations levels. The first five sections of the plan address policy-level issues and provide an overview of the organizational, legal, and management concepts that are in place for the City of Banning. The primary audiences for these sections are City of Banning Executives, City Emergency Management, City of Banning Departmental Management, and anyone interested in developing knowledge of the Emergency Management Program in the City of Banning. It is expected that these Sections will change infrequently.

The following sections provide the framework which guides the organization of the City of Banning Emergency Management Program and operational procedures.

- Section 1: Introduction
Section 1 provides the objectives of the plan as well as its legal authorities and document management procedures
- Section 2: Emergency Management Program Overview
Section 2 provides an overview of the Emergency Management Program for the City of Banning. This section identifies the funding mechanism for the program and where in the City's organization the Emergency Management Program is placed. The role and functions of the City's Disaster Council are also identified in this section along with identifying the ultimate authority for the Direction and Control of events occurring in the City.

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- Section 3 Emergency Management Concept of Operations

Section 3 provides an overview of emergency management operations in the City of Banning. This section describes the California Statewide Emergency Management System (SEMS) / National Incident Management System (NIMS) and the implementation of those standards within the City of Banning. This section also discusses emergency management phases, organizational concepts, EOC activation protocols, and the procedures for issuing an emergency declaration.

- Section 4: Continuity of Government

Section 4 provides the procedures for ensuring continuity of government for the City of Banning. This includes lines of succession, procedures for reconstituting the governing body, and the protection of vital records.

- Section 5: Mutual Aid System

Section 5 provides an overview of the mutual aid system in California and discusses the City of Banning's role in that system.

- Section 6: Hazard Identification

Section 6 provides a summary of the hazards that are faced by the City of Banning. This section refers to the Riverside County Multi-jurisdictional Local Hazard Mitigation Plan (LHMP) in which the City of Banning participated as a submitting jurisdiction.

The next five Sections of the plan provide a discussion of the organization and operation of the EOC during preparation, response, recovery, and mitigation operations. The primary audiences for these sections consist of City of Banning personnel who manage and staff the EOC. It is expected that these sections will change infrequently, primarily only when there are management changes in the overall structure of the EOC or significant changes in its operating procedures.

- Section 7: Preparedness Phase Operations

Section 7 discusses policies and procedures undertaken by the City of Banning during normal activities as well as the process to increase its state of readiness. This section addresses both general preparations such as community awareness, training and hazard mitigation, as well as special procedures when a heightened state of alert occurs.

- Section 8: Response Phase Operations

Section 8 discusses the operational policies and procedures that are used by the City of Banning EOC during response operations. This section covers EOC activation policies and procedures as well as procedures for action planning, alerting, emergency communications, requesting mutual aid, performing damage assessment, information management, and the management of public information.

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- Section 9: Recovery Phase Operations

Section 9 discusses the operational policies and procedures that are used by the City of Banning EOC during recovery operations. This section addresses damage recovery and safety assessments, as well as the procedures related to cost reimbursement.

- Section 10: Mitigation Phase Operations

Section 10 discusses mitigation after a disaster and the hazard mitigation program that the City has implemented. This section presents an overview of the processes in place and a summary of the Multi-jurisdictional Local Hazard Mitigation Plan prepared by Riverside County and approved by FEMA in May 2005 in which the City of Banning participated as a submitting jurisdiction.

- Section 11: Legal Citations

Section 11 provides the text of key legal references cited with this EOP.

Part 2 – Supporting Documents

Part 2 consists of detailed information that will be used by each staff member in the course of doing his or her job within the EOC. This material consists of checklists and other reference data to be used by each staff member. The objective of Part 2 is to provide guidance for each EOC staff member during an emergency.

The material in Part 2 must be kept up-to-date and is expected to change on a regular basis. At a minimum, after every EOC activation and exercise, it is expected that the materials will be updated to reflect lessons learned.

Part 3 - Standard Operating Procedures, Response/Hazard Specific Plans, and EOC functional area guidelines.

Part 3 consists of various Standard Operating Procedures for the City relating to emergency management. These SOPs and plans are formulated and maintained by the various City Departments or general in nature and relate to the City's EOC and field responses to various incidents. Hazard and response specific plans for the City may defer to County-wide plans and relate to areas such as Terrorism, Care and Shelter, etc.

These Countywide plans have been developed at an Operational Area level with the assistance the Operational Area members.

Part 3 also provides a list of abbreviations and acronyms used in this document.

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Part 4 - Resource Lists and Contact Phone Numbers

Part 4 of the Plan contains lists of resources, employee phone numbers for EOC activation and other phone numbers for use in the EOC. These lists are kept in a separate binder that is maintained by the Emergency Services Program and can be located in the EOC. It is updated on a regular basis. The employee phone list is considered confidential by the City of Banning and is only located in the EOC.

1.4 Document Management and Distribution

The City of Banning Emergency Operations Plan (EOP) will be reviewed every two years by the City's Emergency Management Team and revised if necessary. In addition, the plan may be modified as a result of post-incident analyses and/or post-exercise critiques. It may be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency management operations change. Records of revisions to the EOP will be maintained by the City's Emergency Services Coordinator on the register in the prologue of this document. It is the responsibility of the City ESC to maintain, review and update on an annual basis and distribute appropriately.

Those agencies having assigned responsibilities under this plan are obligated to inform Emergency Services when organizational or operational changes occur or are imminent. Proposed changes will be submitted in writing to Emergency Services. Changes and plans updates will be published and distributed to all organizations listed in the EOP Distribution List in the prologue of this document.



SECTION 2: EMERGENCY MANAGEMENT PROGRAM

2.1 Emergency Management Program

The City of Banning has formally recognized the need for an Emergency Management program in City Ordinance No. 1378. The program has been established under the direction of the City Manager.

All officers and employees of the city, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations, and persons who may by agreement or operation of law, including persons impressed into service under the provisions of the ordinance codified herein, be charged with duties incident to the protection of life and property in this city during such emergency, shall constitute the emergency management organization of the city.

2.2 Program Funding

The City's Emergency Management Program is funded through the use of general funds and various state and federal grants. The Emergency Management budget falls within the City Fire Services Department Budget.

2.3 Disaster Council

Accreditation of a Disaster Council must be certified by the California Emergency Council, directly, either during a meeting, or through ratification of the Governor's approval, in case the California Emergency Council is not meeting. (Govt. Code, §8581.) Accreditation of a Disaster Council is mandatory in order to register Disaster Service Worker volunteers. (Cal. Code of Reg. Title 19, §§ 2570.2(d), 2571(a).

Government Code Section 8610 states that ... Counties, cities and counties, and cities may create disaster councils by ordinance. A disaster council shall develop plans for meeting any condition constituting a local emergency or state of emergency, including, but not limited to, earthquakes, natural or manmade disasters specific to that jurisdiction, or state of war emergency; such plans shall provide for the effective mobilization of all of the resources within the political subdivision, both public and private. The disaster council shall supply a copy of any plans developed pursuant to this section to the Office of Emergency Services. The governing body of a county, city and county, or city may, in the ordinance or by resolution adopted pursuant to the ordinance, provide for the organization, powers and duties, divisions, services, and staff of the emergency organization. The governing body of a county, city and county, or city may, by ordinance or resolution, authorize public officers, employees, and registered volunteers to command the aid of citizens when necessary in the execution of their duties during a state of war emergency, a state of emergency, or a local emergency.

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Additionally, Section 8612 states.... Any disaster council which both agrees to follow the rules and regulations established by the Emergency Council pursuant to the provisions of Section 8580 and substantially complies with such rules and regulations shall be certified by the Emergency Council. Upon such certification, and not before, the disaster council becomes an accredited disaster council.

Section 3102 states (a) All disaster service workers shall, before they enter upon the duties of their employment, take and subscribe to the oath or affirmation required by this chapter.

(b) In the case of intermittent, temporary, emergency or successive employments, then at the discretion of the employing agency, an oath taken and subscribed as required by this chapter shall be effective for the purposes of this chapter for all successive periods of employment which commence within one calendar year from the date of that subscription.

(c) Notwithstanding subdivision (b), the oath taken and subscribed by a person who is a member of an emergency organization sanctioned by a state agency or an accredited disaster council, whose members are duly enrolled or registered with the Office of Emergency Services, or any accredited disaster council of any political subdivision, shall be effective for the period the person remains a member with that organization.

The City of Banning's Disaster Council was accredited by State OES in 1950 and has remained accredited since that time. Having an accredited Disaster Council provides the legal basis for all City employees' to be Disaster Service Workers under Section 3102. In addition, by having an accredited Disaster Council, the City may use volunteers during a disaster and have those volunteers covered by the State's Workers Compensation Program, should a volunteer become injured while working on a voluntary basis for the City during a disaster and after being sworn in.

A complete copy of the State's *Disaster Service Worker Volunteer Program (DSWVP) Guidance Manual* is maintained by the Emergency Services Coordinator.

2.4 Direction and Control

The direction and control of all major disaster preparation, response, recovery, and mitigation within the City of Banning is the responsibility of the City of Banning. The Emergency Services Director is responsible for coordinating the emergency management program. He/she makes routine decisions and advises the Policy Group and City Council on alternatives when major decisions are required. Specific persons in departments/agencies are responsible for fulfilling their responsibilities as stated in this Basic Plan and will retain control of their employees and equipment during response operations. This responsibility is centered on two groups generally located at the Emergency Operations Center.

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1. Policy Group:

The Policy Group is responsible for assisting the City Manager (Director of Emergency Services) in making decisions and establishing policies relating to the safety and wellbeing of the citizens, financial impacts on the community, and long term recovery. The Policy Group consists of the:

- Mayor;
- City Manager (Director of Emergency Services);
- Asst. Director of Emergency Services;
- City Legal Advisor;
- Community Development Director;
- Public Works Director.
- Finance Director;
- HR Manager
- Police
- Emergency Services Coordinator/Fire
- Additional department directors, elected officials or technical advisors as designated by the Mayor based upon the emergency

2. SEMS EOC Functional Groups:

The EOC is divided into the five SEMS functional groups (Management, Operations, Planning/Intelligence, Logistics, and Finance/Administration). Each function is responsible for a defined part of the preparedness, response, recovery, and mitigation operations of the EOC. These functional groups are responsible for carrying out the directions and policies established by the Director of Emergency Services and the Policy Group. These groups are also responsible for the coordination of efforts and resources in response to a disaster or significant event. These groups function under the guidelines of the EOP and SEMS/NIMS and insure that field activities are performed under the guidelines of ICS



SECTION 3: EMERGENCY MANAGEMENT PROGRAM

3.1 Concept of Operations

This EOP addresses the entire spectrum of contingencies, ranging from relatively minor incidents to large-scale disasters. A buildup or warning period will precede some emergencies, providing sufficient time to warn the public and implement mitigation measures designed to reduce loss of life, property damage, and effects on the environment. Other emergencies occur with little or no advance warning, thus requiring immediate activation of the EOP, and efficient and coordinated mobilization and deployment of resources. All departments of the City must be prepared to promptly and effectively respond to any foreseeable emergency, taking all appropriate actions, including requesting and providing mutual aid.

3.2 Emergency Management Phases

Emergency management activities during peacetime and national security emergencies are associated with four federally-defined phases:

- Preparedness
- Response
- Recovery
- Mitigation

The following sub-sections provide a definition and overview of each of these phases. Detailed operational procedures employed by the City of Banning during each of these phases are discussed in the following Sections of this EOP:

- SECTION 7: Preparedness Phase Operations
- SECTION 8: Response Phase Operations
- SECTION 9: Recovery Phase Operations
- SECTION 10: Mitigation Phase Operations



3.2.1 Preparedness Phase

The Preparedness Phase involves activities that are undertaken in advance of an emergency or disaster. These activities develop operational capabilities and effective responses to a disaster. These actions might include mitigation activities, emergency/disaster planning, training and exercises, and public education.

During the Preparedness Phase, the City will place emphasis on the following activities:

- **Training** of full-time and auxiliary emergency management personnel.
- **Conducting exercises** to ensure that all EOC and field personnel are prepared to respond effectively in the event of an incident requiring the activation of the EOC.
- **Emergency planning** to ensure that operating plans and their associated support documentation are current and accurate. City Emergency Services, in cooperation with other City departments and outside agencies, is responsible for ensuring that these planning documents are kept up-to-date.
- **Public awareness and education** to inform the public about the City's preparation and mitigation activities. The development and presentation of community disaster awareness programs is a vital part of the Preparedness Phase. Community members can obtain disaster preparedness information at City Hall or by linking to the Federal Emergency Management Agency website at <http://www.fema.gov>, or the Riverside County Chapter of the American Red Cross at: <http://www.riversidecounty.redcross.org/>. Disaster preparedness topics available at these websites include:

Earthquakes
Hurricanes
Wildland Fires
Winter Preparedness Safety Tips
House and Building Fires
Nuclear Power Plant Emergency
Thunderstorms and Lightning
Extreme Heat

Floods and Flash Floods
Tornadoes
Winter Storms/ Winter Driving
Hazardous Materials
Radiological Accidents
Terrorism
Landslides and Mudflows

- **Resource management** to ensure the availability of sufficient resources to cope with emergencies. City Emergency Services Coordinator is responsible for the coordination and maintenance of emergency communications systems, warning systems, and emergency equipment, and for ensuring that the Emergency Operations Center (EOC) is maintained in an operable condition.

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- **Identification** of City Vital Records such as:

1. Building permits
2. Business licenses
3. City employee records
4. Payroll and other financial records
5. Historical records
6. Minutes of City Council meeting, resolutions, and ordinances

- **Identification** of Critical Facilities such as:

1. Hospitals
2. Nursing Homes/Domiciliary Care Facilities
3. Special Care/Mental Health Facilities
4. Adult Day Care
5. Elderly Day Care
6. Elderly/Handicapped Facilities
7. Hotels/Motels
8. Shopping Malls
9. Community Health Clinics and DHHS Offices
10. Private Educational Institutions and Group Day Care
11. Group Homes
12. Public Swimming Pools

- **Updating** the identification of hazards in the City. These hazards include natural, man-made, and technological.

Increased Readiness

Upon receipt of a warning or the observation that an emergency situation is imminent or likely to occur, the City of Banning will initiate actions to prepare for the incident. This may involve establishing a Management Watch, alerting appropriate departments and agencies, and in some instances alerting the public.

Events that may trigger Preparedness Phase activities include:

- Issuance of a credible long-term earthquake prediction by State OES;
- Receipt of a flood advisory or other special weather statement;
- Receipt of a potential dam failure advisory;
- Initiation of rolling blackout or other power failures;
- An unusual pattern of disease reporting;
- Notification of actual or threatened cyber events;
- Conditions conducive to wildland fires, such as the combination of high heat, strong winds, and low humidity;

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- A potential major hazardous materials incident;
- A rapidly deteriorating international situation that could lead to an attack upon the United States; and
- Information or circumstances indicating the potential for acts of terrorism, violence, or civil disturbance.
- A request by the Operational Area EOC for the City to activate their EOC at an appropriate level in support of activities or events in the County that may require some level of support from the City.

■
If a threatening situation develops, the City Manager (Director of Emergency Services) will be notified immediately. As necessary, the Emergency Operations Center (EOC) will be activated to the level determined by the City Manager (based on a recommendation from the City's Emergency Management Team) or as suggested in the EOC Activation Guide. The various elements of the Emergency Operations Center will be activated at the direction of the Director of Emergency Services, and SEMS/NIMS will be used.

Modes of Emergency Management

Emergency operations are managed in one of three modes, depending on the magnitude of the incident/event.

1. Decentralized Coordination and Direction

This mode of operation is similar to day-to-day operations and is used for emergency activities in which normal management procedures and local resources are adequate. The Emergency Operations Center (EOC) is not activated and inter-unit coordination is accomplished via established telephone and radio communications. The Incident Command System (ICS) will be used for on-scene activities. On-scene managers and responders usually report through established normal reporting systems.

2. Centralized Coordination—Decentralized Direction

This mode of operation is used for emergency responses that require several functional units within the Plan to be activated. In these situations, key EOC personnel will meet to provide emergency coordination. The coordinating group meets at the EOC and establishes management organization in accordance with ICS and SEMS/NIMS. Incident commanders and on-site emergency services continue to report through established normal channels. Information is provided to the EOC through those normal channels (usually the dispatch facilities). Their activities can include, but are not necessarily limited to the following:

- a. Establishing a City-wide situation assessment function.
- b. Establishing a City-wide public information function.

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- c. Determining resource requirements and coordinating resource requests.
- d. Establishing and coordinating the logistical systems necessary to support emergency services.

3. Centralized Coordination and Direction

This mode of operation is used when a major emergency or disaster renders the City unable to function effectively in either of the other modes. In this situation, the EOC is activated and all coordination and direction of activities are accomplished from the EOC. If the situation warrants, a "Local Emergency" may be proclaimed. Other Preparedness Phase activities may include the following:

- a. Briefing of the Mayor and other key officials and/or employees of the City of Banning;
- b. Reviewing and updating of the City EOP, SOPs, and associated supporting documentation;
- c. Increasing public information efforts and warnings to threatened elements of the population;
- d. Accelerated training of permanent employees and volunteers
- e. Inspecting critical facilities and equipment;
- f. Recruiting additional staff and Disaster Service Workers;
- g. Conducting precautionary evacuations in the potentially impacted area(s);
- h. Mobilizing personnel and pre-positioning resources and equipment;
- i. Contacting state and federal agencies that may be involved in field activities;
- j. Testing warning and communications systems; and
- k. Identifying the need for mutual aid and requesting such through appropriate channels (Section 5: Mutual Aid System).

3.2.2 Response Phase

The City of Banning's response to an emergency can be divided between the initial response and an extended response. The terms "initial" and "extended" imply that these aspects of response are chronological in nature. This is true in some instances; however, depending on the nature of the incident, extended response activities can begin before initial response activities are completed, or the activities can happen simultaneously. The system is intended to be flexible so that emergency personnel can engage in the appropriate actions as dictated by an incident's characteristics.

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Initial Response

The City of Banning's initial response activities are primarily structured to minimize the effects of the emergency or disaster. This includes protection of property and human life.

Examples of initial response activities include:

- Disseminating alerts and warnings to the community, providing emergency public information, and instructions to the citizens of Banning;
- Coordinating evacuations and/or rescue operations;
- Coordinating the care of displaced persons and treating the injured;
- Clearing priority transportation routes;
- Repairing critical facilities and structures;
- Conducting initial damage assessments and surveys;
- Assessing the need for mutual aid assistance;
- Coordinating the restriction of traffic/people movement and unnecessary access to affected areas;
- Developing and implementing EOC Action Plans;
- Declaring a local emergency; and
- Making notifications to City Departments, City personnel, the Operational Area

Extended Response

The City of Banning's extended response activities involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations.

Examples of extended response activities include:

- Preparing detailed damage assessments;
- Coordinating the operation of mass care facilities;
- Coordinating coroner operations;
- Procuring required resources to sustain operations;
- Documenting situation status;
- Protecting, controlling, and allocating vital resources;
- Coordinating restoration of vital utility services;
- Tracking resource allocation;
- Conducting advanced planning activities;



- Documenting expenditures;
- Developing and implementing EOC Action Plans for extended operations;
- Disseminating emergency public information; and
- Coordinating with state and federal agencies.

3.2.3 Recovery Phase

Recovery activities begin when the disaster or event begins and involves the restoration of services to the public and returning the affected area(s) to pre-emergency conditions. Recovery activities may be both short-term and long-term, ranging from restoration of essential utilities, such as water and power, to mitigation measures designed to prevent future occurrences of a given threat. Recovery activities may reflect the continuation of the response phase activities (e.g., restoration of utilities), or they may include new activities wholly enacted as a part of the recovery process after the disaster has abated (e.g., removal of debris after a flood).

Recovery also involves the process of recovering the costs associated with the City's response to the disaster and the repair of damaged City infrastructure as well as assisting the members of the community in obtaining FEMA Disaster Assistance Program funds, if available.

Examples of recovery activities include:

- Coordinating restoration of utilities;
- Debris management;
- Damage assessment of public and private properties;
- Providing long-term recovery housing to displaced victims;
- Applying for State and Federal assistance programs;
- Conducting hazard mitigation analyses;
- Identifying residual hazards;
- Determining and recovering costs associated with response and recovery; and
- Establishing emergency index codes for cost tracking purposes.

3.2.4 Mitigation Phase

Mitigation efforts occur both before and after emergencies or disasters. Post-disaster mitigation is actually part of the recovery process. This includes eliminating or reducing the impact of hazards that exist within the City of Banning. Pre-disaster mitigation involves activities designed to reduce the damaging impact of a disaster should it occur at some future date.

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Mitigation activities may include:

- Amending local ordinances and statutes, such as zoning ordinances, building codes, and other enforcement codes;
- Initiating structural retrofitting measures;
- Assessing tax levies;
- Flood control projects; and
- Diminishing fuel in areas having a high potential for wild fires.

3.3 Organizational Concepts

This plan is in compliance with the Standardized Emergency Management System (SEMS) in accordance with the State of California Code 8607. This plan is also fully compliant with the National Incident Management System (NIMS), which was enacted by the US Department of Homeland Security on March 1, 2004.

3.3.1 Organizational Levels

SEMS is designed to be applicable to all organizational levels and functions. There are five designated levels in the SEMS organization. The levels are activated as necessary based on the characteristics of a given incident and resource availability.

Level 1 - Field Response

The field response level is the level at which emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activities in direct response to an incident or threat. The Incident Command System (ICS) and Unified Command are used to control and coordinate all field-level response activities either involving only a local response (only City of Banning resources) or when the response involves local and mutual aid resources. ICS provides a standard organizational structure to facilitate coordination of various response organizations for short-term or extended incidents. Departmental SOP's and operational plans describe the specifics of the implementation of ICS in the various City departments.

During a field response operation, the City EOC may or may not be activated, depending on the severity and type of incident. Generally, if day-to-day response activities can resolve an emergency situation, activation will remain at the field response level.

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Level 2 - Local Government

Local governments include cities, counties, and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their Emergency Operations Center (EOC) is activated or a local emergency is declared or proclaimed in order to be eligible for state funding of response-related personnel costs. Under SEMS, the local government emergency management organization and its relationship to the field response level may vary, depending upon factors related to geographical size, population, function, and complexity.

Level 3 - Operational Area

Under SEMS, the "Operational Area" refers to an intermediate level of the State's emergency services organization. The Operational Area Agency for Riverside County is the Riverside County Office of Emergency Services. The Operational Area encompasses the County and all political subdivisions located within the County, including special districts. The Operational Area manages and/or coordinates information, resources, and priorities among local governments within the Operational Area, and serves as the coordination and communication link between the local government level and the regional level. Activities relating to the Operational Area as a unit are controlled by the Riverside County Operational Area Planning Committee. The decision on organization and structure within the Operational Area is made by the Riverside County Board of Supervisors and the political subdivisions within the County of Riverside.

Level 4 - Region

The State of California has created three Office of Emergency Services (OES) Administrative Regions. The City of Banning is in Riverside County, which is part of the Southern Region. The State has been further divided into six Mutual Aid Regions. The purpose of a Mutual Aid Region is to provide for the effective application and coordination of mutual aid and other emergency related activities. The Regional level of the State Office of Emergency Services manages and coordinates information and resources among Operational Areas within a designated Mutual Aid Region and between the Operational Areas and the State level. The OES Region also coordinates overall state agency support for emergency response activities within the Region. The City of Banning is in Riverside County, which is part of Mutual Aid Region VI.

Level 5 - State

The State level manages State resources in response to the emergency needs of the other levels, manages and coordinates mutual aid among the Mutual Aid Regions and between the Regional level and State level. The State serves as the coordination and communication link with the federal disaster response system.



3.3.2 City of Banning EOC Interfaces

Figure 3-1 provides a diagram indicating the organizations that the City of Banning's EOC interfaces with during an activation period.

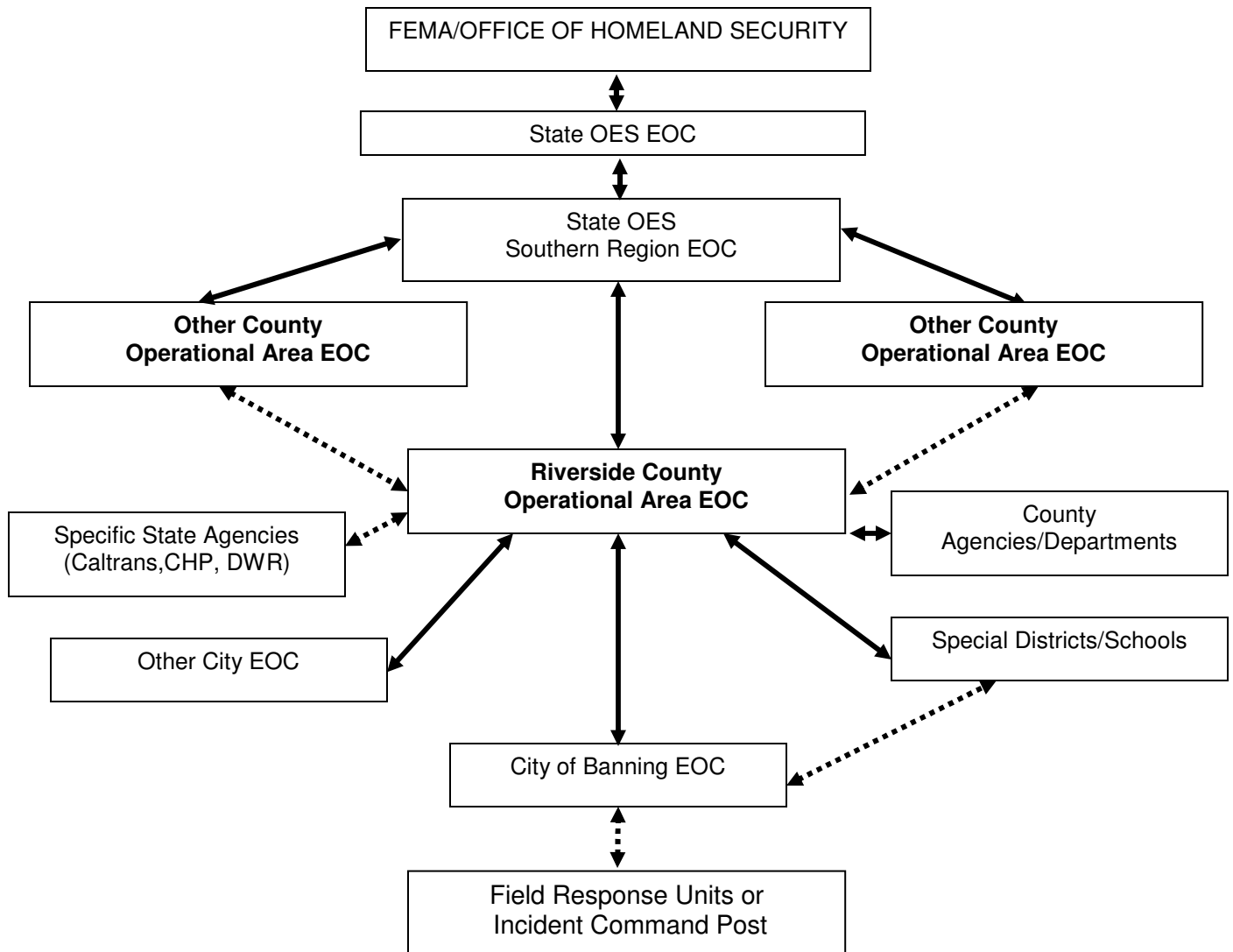


Figure 3-1: City of Banning EOC Interfaces



3.3.3 Functional Sections

The following is an overview of the five functional organization sections of SEMS. Adopting this functional management design enables responders to consistently organize their activities in a way that meets all event needs.

SEMS/NIMS have five essential functions adapted from ICS. These functions, while originally designed to give direction and control only to field level responders, are also applicable in the EOC at the local government, operational area, regional, and state levels. They are:

- Command (field level) or Management (EOC level)
- Operations
- Planning & Intelligence
- Logistics
- Finance & Administration

The system allows jurisdictions to accommodate their existing staffing patterns because it is a flexible management tool and can be molded to suit the jurisdiction's situation, not the reverse. Within the five basic functions, there are functional positions that have application to all SEMS levels. The duties and responsibilities for these functions are depicted in position checklists, which are provided for each SEMS function. A description of these EOC positions and their checklists can be found in Part 2 of this plan. Figure 3-2 below shows the basic functional organization outline for SEMS.

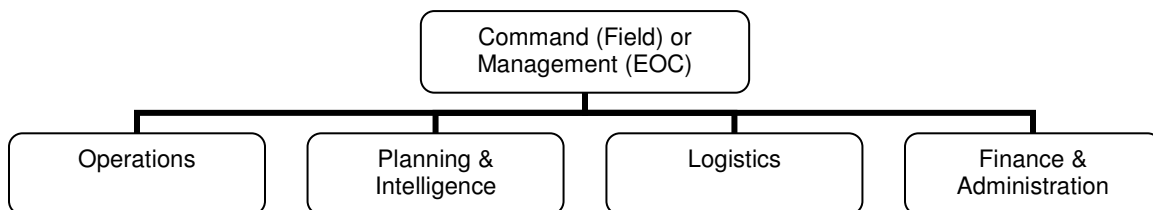


Figure 3-2: SEMS/NIMS Functional Organization Outline

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Command (Field Level)

Command is responsible for directing, ordering, and/or controlling field resources by virtue of explicit legal, agency, or delegated authority.

Management (EOC Level)

Management is responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations.

Operations (EOC Level)

Operations is responsible for the coordinated support of the field tactical response operations in accordance with the field Incident Action Plan and EOC Action Plan. Operations coordinates support for local government's emergency response, inter-jurisdictional response, and citywide activities.

Planning & Intelligence (EOC Level)

Planning & Intelligence is responsible for collecting, evaluating, and disseminating information, developing the EOC Action Plan in coordination with other functions, and maintaining documentation.

Logistics (EOC Level)

Logistics is responsible for providing facilities, services, personnel, and equipment, and tracking the status of resources and materials in support of the response to the incident. Logistics also provides the necessary communications for effective response coordination.

Finance & Administration (EOC Level)

Finance & Administration is responsible for all financial and cost analysis aspects of the incident and/or any administrative aspects not handled by other functions.

3.3.4 Policy Group

The Policy Group assists the Director of Emergency Services with the overall goals and objectives that would benefit the City during a disaster. Types of assistance include:

- Determining specific policy issues such as:
 - a. Issues related to extended recovery;
 - b. Curfew and evacuation orders;
 - c. Price gouging issues;
- Preparing orders and directives to be presented to the Mayor and Banning City Council for ratification.
- Members of the Policy Group include the Mayor, Director of Emergency Services, Asst. Director of Emergency Services, City Legal Advisor, Community

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Development Director, Public Works Director, Police, Emergency Services Coordinator/Fire, and the Finance Director.

- Additional department directors, elected officials or technical advisors as designated by the Mayor based upon the emergency.

3.4 EOC Activation Protocols

3.4.1 SEMS Activation Requirements

Figure 3-3 presents the minimum statewide requirements for the activation of the various Emergency Operations Centers as defined by SEMS. EOC activation requirements do not relate to the daily requests for resources under the State's Master Mutual Aid Agreement or inter-agency agreements.

EOC activation is not always at the same level. In some cases, a long term declaration may be made and not require the opening of the EOC. Examples would be declarations relating to agriculture emergencies, some health issues, or water related (water shortage due to drought). There may be situations where the County/OA may elect to open their EOC at a limited level based on the severity and activity level of the event. In these cases, the County/OA will activate a Management Watch, with the County/OA duty officer maintaining awareness of the situation and/or responding to the involved agency's EOC to provide support. Additionally, the State may elect not to physically open the Region or State EOC based on the severity and activity level of the event, along with the recommendation of the Region. In these cases, the State will activate a Management Watch, with the Region and State duty officer maintaining awareness of the situation.

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EOC Activation Requirements per SEMS Regulations					
Situations Identified in SEMS Regulations	Field Response	Local Government	Operational Area	Region EOC	State EOC
Incident involving two or more involving emergency response agencies §2405(x), 2405(b)	Field Must Use ICS				
Local emergency declared or proclaimed §2407(a)(2)		Activate EOC			
Local government EOC activated §2407(a)(1)		Activate EOC			
OA requests Local Government to Open EOC in support of an Operational Area Event		Activate EOC	Activate EOC	Activate EOC	Activate EOC
Local government activates EOC and requests Operational Area EOC activation §2407(a)(1)		Activate EOC	Activate EOC	Activate EOC	Activate EOC
Two or more cities within an operational area declare or proclaim a local emergency §2409(f)(2)		Activate EOC	Activate EOC	Activate EOC	Activate EOC
County and one or more cities declare or proclaim a local emergency §2409(0)(3)		Activate EOC	Activate EOC	Activate EOC	Activate EOC
City, city and county, or county requests Governor's state of emergency proclamation §2409(0)(4)			Activate EOC	Activate EOC	Activate EOC
Governor proclaims a state of emergency for county or two or more cities §2409(0)(5)			Activate EOC	Activate EOC	Activate EOC
Operational area requests resources from outside its boundaries §2409(0)(6)			Activate EOC	Activate EOC	Activate EOC
Operational area receives resource requests from outside its boundaries §2409(0)(7)			Activate EOC	Activate EOC	Activate EOC
An operational area EOC is activated §2411(a)			Activate EOC	Activate EOC	Activate EOC
A regional EOC is activated §2413(a)(1)			Activate EOC	Activate EOC	Activate EOC
Governor proclaims a state of emergency §2413(a)(2)			Activate EOC	Activate EOC	Activate EOC
Governor proclaims an earthquake or volcanic prediction §2413(a)(3)			Activate EOC	Activate EOC	Activate EOC

NOTE; Whenever an EOC is activated, SEMS guidance requires that SEMS must be used.

Figure 3-3: SEMS Activation Requirements



3.4.2 Local Activation Authorities

Other than the above listed circumstances, the activation of the City of Banning's EOC must be authorized. Pursuant to Ordinance 1258, the Banning EOC is activated by the City Manager. In the event the City Manager is unavailable to attend or otherwise perform these duties during an emergency, the order of succession shall be:

- Assistant Dir. of Emergency Services
- Police Chief
- Emergency Services Coordinator

3.4.3 EOC Activation Levels

The City of Banning has developed criteria that identify the events/situations that may require EOC activation. The City has established three standard levels of activation. For each level, a recommended staffing guide has been developed. The EOC staffing may be modified at the direction of the Director of Emergency Services. The activation and staffing guide is depicted in the following figure.

In addition to these the standard levels of activation, the Director of Emergency Services may choose to activate a Management Watch. A Management Watch by the City's Emergency Services provides for the event to carefully monitor without the EOC physically being opened. Using Management Watch allows the City to monitor the situation and begin the activation process as needed.

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Event/Situation	Activation Level	Minimum Staffing
<ul style="list-style-type: none">• Small incidents involving two or more City Departments• Flood Watch• Resource request from outside the City• The Operational Area requests the City activate their EOC in support of the Operational Area EOC• There is an incident adjacent to the City that may impact the City..	One	<ul style="list-style-type: none">• EOC Manager• Representatives of corresponding City departments
<ul style="list-style-type: none">• Moderate Earthquake• Major wildland fire affecting developed area• Major wind or rain storm• Two or more large incidents involving two or more City Departments• Flood Warning	Two	<ul style="list-style-type: none">• Director of Emergency Services/Asst. Dir. Of Emergency Svcs.• All Section Chiefs• Branches and Units as appropriate for the situation• Agency representatives as appropriate
<ul style="list-style-type: none">• Major Countywide or Regional emergency• Multiple departments with heavy resource involvement• Major earthquake damage	Three	<ul style="list-style-type: none">• All EOC positions

Figure 3-4: EOC Activation Levels



3.5 State of Emergency Declarations

There are three types of proclamations of emergency in the State of California: local emergency, state of emergency, and state of war emergency. The following sections discuss each of these proclamations.

3.5.1 Local Emergency

A Local Emergency may be proclaimed by the City Council or by the City Manager as specified by Ordinance 1378 adopted by the City Council. A Local Emergency proclaimed by the Director of Emergency Services (City Manager) must be ratified by the City Council as soon as practicable, but in no case later than the next regularly scheduled City Council meeting. Proclamations will normally be made when there is an actual or threatened existence of a disaster or extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, or earthquake, or other conditions, including conditions resulting from war or imminent threat of war, but other than conditions resulting from a labor controversy.

The City Council must review, at least every 21 days, the continuing existence of the emergency situation. The City Council must terminate the emergency declaration at the earliest possible date that conditions warrant.

The Declaration of a Local Emergency provides certain legal immunities for emergency actions taken by City of Banning employees. This provides protection for the City and the employees.

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

If necessary, request that the Governor proclaim a State of Emergency and/or request a Presidential declaration.

Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew within designated boundaries.

Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements.

Request State agencies and other jurisdictions to provide mutual aid.

Require the emergency services of any local official or employee.

Requisition necessary personnel and materials from any local department or agency.

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Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use.

Impose penalties for violation of lawful orders.

3.5.2 State of Emergency

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

Conditions of disaster or extreme peril exist which threaten the safety of persons and property within the State caused by natural or man-made incidents.

He is requested to do so by local authorities.

He finds that local authority is inadequate to cope with the emergency.

Whenever the Governor proclaims a State of Emergency:

Mutual aid shall be rendered in accordance with approved emergency plans when the need arises in any county, city and county, or city for outside assistance.

The Governor shall, to the extent he deems necessary, have the right to exercise all police power vested in the State by the Constitution and the laws of the State of California within the designated area.

Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency.

The Governor may suspend the provisions of orders, rules, or regulations of any State agency; and any regulatory statute or statute prescribing the procedure for conducting State business.

The Governor may commandeer or make use of any private property or personnel (other than the media) in carrying out the responsibilities of his office.

The Governor may promulgate, issue, and enforce orders and regulations deemed necessary.

3.5.3 State of War Emergency

A Declaration of a State of War Emergency is proclaimed by the Governor whenever this State or nation is attacked by an enemy of the United States, or upon receipt by the State of a warning from the Federal government indicating that such an enemy attack is probable or imminent.

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The threat of war or enemy-caused disaster would require a number of preparedness actions in addition to those measures recommended for handling peacetime emergencies. These actions will be undertaken by the State automatically upon the existence of a State of War Emergency, or on order of the Governor or the Director of the Office of Emergency Services upon activation of a national defense emergency plan. Specifically, the Governor may:

- Take any of the actions described under the conditions of a State of Emergency and will direct the mobilization of the State of War Emergency management organization;
- Promulgate orders, rules and regulations necessary to protect life, property and the environment;
- Direct all State agencies to use their personnel, equipment, and facilities to prevent or alleviate actual or threatened damage due to the emergency; and/or
- Temporarily suspend any officer or employee of the State for willful neglect to obey any order or regulation issued by the Governor. The Governor may then designate the person who shall carry on the rights, obligations, and duties of the office or position for the duration of the suspension.

In addition, the Director of the California Office of Emergency Services:

- Establishes the State War Emergency Organization and completes the transition to wartime emergency status in accordance with the Emergency Resources Management Plan;
- Mobilizes the staff of primary and alternate State Emergency Operations Centers (EOCs);
- Directs the mobilization of the State's mutual aid regional emergency staff and of the Regional EOCs;
- Maintains liaison with appropriate Federal agencies and with the American Red Cross;
- Receives and allocates resources provided by the Federal government or other states; and
- Forms a policy group, from the California Emergency Organization, known as the Resource Priorities Board.

The Governor must call a meeting of the Emergency Council not later than the seventh day whenever it appears that a State of War Emergency will continue for more than seven days.



SECTION 4: CONTINUITY OF GOVERNMENT

4.1 Introduction

A major disaster could result in the death or injury of key government officials, the partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government.

Government at all levels is responsible for providing continuity of effective leadership and authority, direction of emergency operations, and management of recovery operations. To this end, it is particularly essential that the City of Banning continue to function as a government entity. The California Government Code and the Constitution of California provide the authority for state and local governments to reconstitute themselves in the event incumbent officials and other personnel are unable to serve.

To ensure continuity of government, several elements must be addressed by government at all levels:

- Succession of Officers
- Seat of Government
- Preservation of Vital Records
- Protection of Critical Infrastructure

Article 15, Chapter 7, Division 1, Title 2, of the California Government Code contains the primary sections pertaining to legal responsibilities of a local government as they relate to Emergency Management

Section 8642, Article 15, directs local governing bodies to convene as soon as possible whenever a state of emergency or local emergency exists and at a place not necessarily within the political subdivision.

Section 8643, Article 15, provides that the duties of the governing body during emergencies shall include ascertaining the damage to the political subdivision and its personnel and property, reconstituting itself and the political subdivision, and performing functions in preserving law and order and furnishing local services.



4.2 Succession of Officers

Banning Ordinance 1258 identifies the City Manager as the Director of Emergency Services. In the event the City Manager is unavailable to attend or otherwise perform these duties during an emergency, the order of succession shall be:

- Assistant Dir. of Emergency Services
- Police Chief
- Emergency Services Coordinator

In addition to the provisions of Ordinance 1378, Section 8638, Article 15, Chapter 7, Division 1, Title 2, California Government Code provides the authority, as well as the procedures to be employed, to assure continued functioning of political subdivisions within the State of California. Generally, Article 15 permits the appointment of up to three Standby Officers for each member of the governing body, and up to three Standby Officers for the Chief Executive, if not a member of the governing body. Article 15 permits provision for the succession of officers who head departments having duties in the maintenance of law and order, or in the furnishing of public services relating to health and safety.

Section 8644, Article 15, establishes a method for reconstituting the governing body. It authorizes that, should all members of the governing body, including all standby members, be unavailable, temporary officers shall be appointed by the chairman of the board of the County or by the mayor of any city within 150 miles of the political subdivision

4.2.1 Seat of Government

In general, the seat of City government is where the City Council is sitting and holds meetings. The Council Meetings are held in the Council Chambers at:

City of Banning City Hall
99 E. Ramsey St., Banning

The Mayor or any other member of the City Council may designate alternate or temporary seats of City government should that be necessary. During an extreme emergency, the seat of City government may be moved to the City's EOC, the alternate EOC location, or other location determined to be safe to occupy.

The City's EOC is located at the Banning Police Department, 128 E. Ramsey St., Banning. An Alternate EOC is located at the Banning City Yard at 176 E. Lincoln.



4.2.2 Protection of Vital Records

In order to provide normal government operations following a disaster, vital records must be protected. Vital records are both hardcopies and electronic copies of records. It is the responsibility of the City Clerk and Department Heads to ensure that these records are protected. The preservation of vital records is critical to the City's recovery from a catastrophic event. In addition to the information retrieval requirements of response, each response function has a record-keeping component. Although the principal focus of vital records preservation is to support recovery through reimbursement of disaster-related costs, vital records also have a broader and arguably more important function.

4.2.3 Critical Infrastructure

The identification of critical infrastructures prior to a disaster is essential. The ability of a City, along with private organizations, to maintain the critical infrastructure during, or immediately after a disaster helps build confidence in the public and helps return the City back to normal as quickly as possible. Critical infrastructure includes:

Telecommunications - The primary networks and systems that support the transmission and exchange of electronic communications among and between end-users, such as networked computers.

Electrical Power - The generation stations, transmission and distribution networks that create and supply electricity to end-users so that they achieve and maintain nominal functionality, including the transportation and storage of fuel essential to that system.

Gas and Oil Production, Storage, Transportation -The holding facilities for natural gas, crude and refined petroleum, and petroleum-based fuels, the refining and processing facilities for these fuels and the pipelines, trucks, and rail systems that transport these commodities from their source to systems that are dependent on gas and oil in one of their useful forms.

Banking and Finance - The retail and commercial organizations, investment institutions, and associated operational organizations, governmental operations, and support entities that are involved in all manner of monetary transactions, including storage for savings purposes, investment for income purposes, exchange for payment purposes, and disbursement for loan purposes.

Transportation -The aviation, rail, highway, and aquatic vehicles, conduits, and support systems by which people and goods are moved from a point of origin to a destination in order to support and complete matters of commerce, government operations, and personal affairs.

Water Supply - The sources of water, reservoirs and holding facilities, aqueducts and other transport systems, the filtration and cleaning systems, the pipelines, the cooling

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systems and other delivery mechanisms that provide domestic and industrial applications, including systems for dealing with waste water and fire fighting.

Public Safety -The medical, police, fire, and rescue systems and personnel that are called upon when responding to a public health, safety, or other unusual incident where speed and efficiency are necessary.

Food Supply and Shelters -The need to provide for the citizens of the community is essential. Feeding and sheltering both the human and the animal population during and immediately after a disaster is a priority for the City. The City works closely with the Red Cross to maintain a list of shelters available in the event of a disaster.

The City maintains a list of Critical Facilities and Infrastructure in the EOC.



SECTION 5: MUTUAL AID SYSTEM

5.1 Mutual Aid Overview

Incidents frequently require responses that exceed the resource capabilities of the affected response agencies and jurisdictions. When this occurs, mutual aid is provided by other agencies, local governments, and the State. Mutual aid is voluntary aid and assistance by the provision of services and facilities, including fire, police, medical and health, communications, transportation, utilities, and other assistance.

The foundation of California's emergency planning and response capability is a statewide mutual aid system, which is designed to ensure that adequate resources, facilities, and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

The basis for the system is the California Master Mutual Aid Agreement, as referenced in the California Emergency Services Act. The California Master Mutual Aid Agreement created a formal process, in which each jurisdiction retains control of its own personnel and facilities, but can give and receive help whenever it is needed.

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

- California Fire and Rescue Emergency Plan.
- California Law Enforcement Mutual Aid Plan.
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707).

To facilitate the coordination and flow of mutual aid, the State has been divided into six Mutual Aid Regions and three Administrative Regions as shown in Figure 5-1. The City of Banning is in Riverside County, which is located in Mutual Aid Region VI. Region VI and Region I combine to form a State OES Administrative Region known as the "Southern Region."

This section provides an overview of California's mutual aid system and the City of Banning's role in that system.

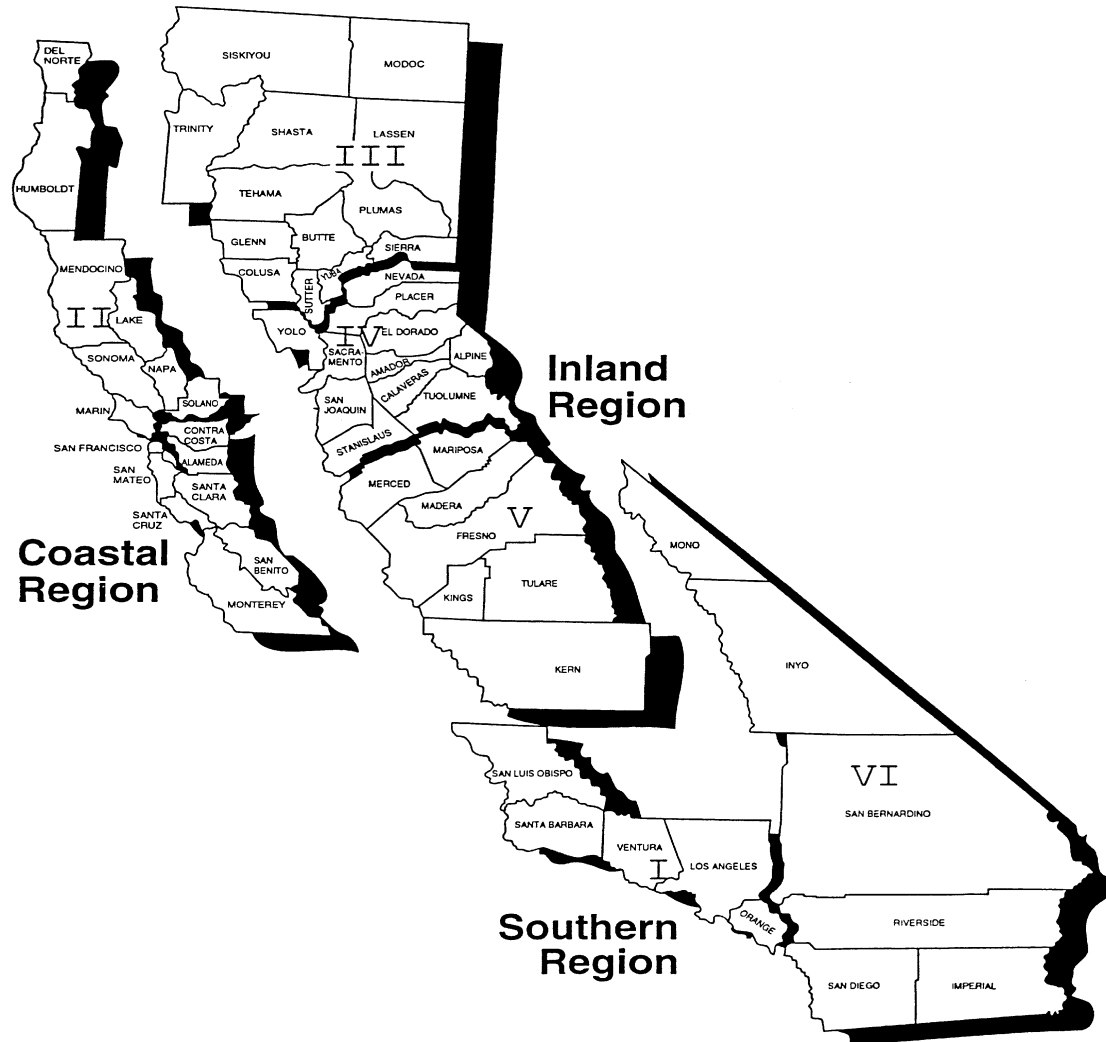


Figure 5-1: California Mutual Aid Regions



5.2 Mutual Aid Coordination

Multi-agency, inter-agency, and discipline-specific mutual aid system coordination is used by the City of Banning and other member jurisdictions of the Riverside County Operational Area for coordinating mutual aid. Mutual aid coordination includes sharing of critical resources and prioritization of incidents.

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

Mutual aid coordinators may function from an EOC, their normal departmental location, or other locations depending on the circumstances. Some incidents require mutual aid but do not necessitate activation of the affected local government or operational area EOCs because of the incident's limited impacts. In such cases, mutual aid coordinators typically handle requests from their normal work location.

When an Operational Area EOC is activated, Operational Area mutual aid system representatives should be at the Operational Area EOC to facilitate coordination and information flow.

When an OES Regional EOC is activated, Regional mutual aid coordinators should have representatives in the Regional EOC unless it is mutually agreed that effective coordination can be accomplished through telecommunications. State agencies may be requested to send representatives to the Regional EOC to assist OES Regional staff in handling mutual aid requests for disciplines or functions that do not have designated mutual aid coordinators.

When the State Operations Center (SOC) is activated, State agencies with mutual aid coordination responsibilities will be requested to send representatives to the SOC.

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

Figure 5-2 depicts the flow of requests and responses through the mutual aid system.

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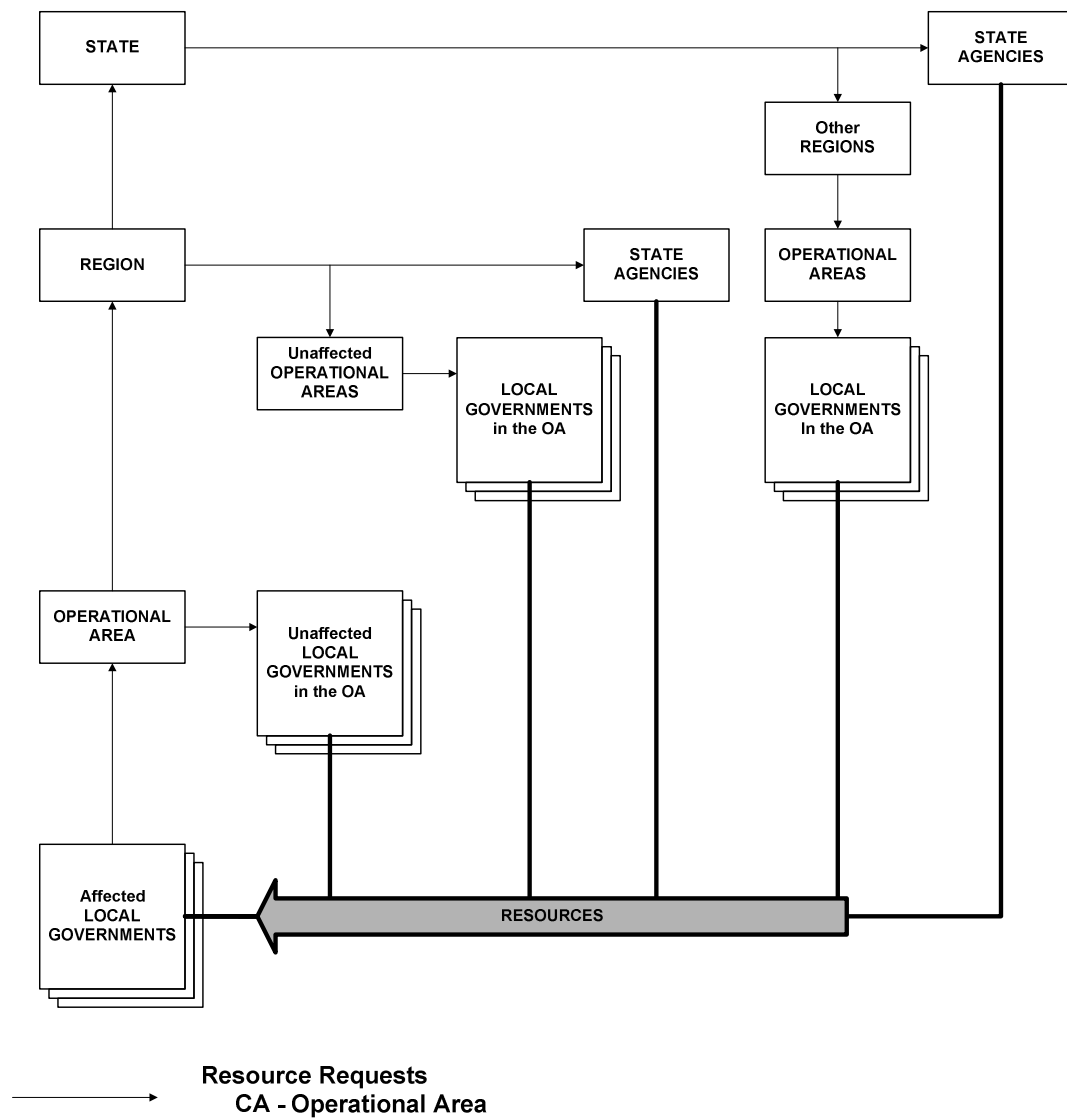


Figure 5-2: Mutual Aid Flow of Requests and Resources



5.2.1 Discipline-Specific Mutual Aid Coordination

The statewide mutual aid system includes several discipline-specific mutual aid systems, such as fire and rescue, law enforcement, and emergency managers. The adoption of SEMS and NIMS has not altered existing mutual aid systems.

To further facilitate the mutual aid process, particularly during day-to-day emergencies involving public safety agencies, Fire and Rescue, and Law Enforcement Mutual Aid Coordinators have been selected and function at the Operational Area, Regional, and State levels.

Regional Disaster Medical Health Coordinators have been identified for each Mutual Aid Region to coordinate medical mutual aid during disasters. During a disaster, the Riverside County Operational Area Mutual Aid Coordinators may be assigned to the Riverside County EOC.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by emergency management staff at the local government, Operational Area, Regional, and State levels. The Discipline-Specific Mutual Aid System is illustrated in Figure 5-3.

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Discipline-specific Mutual Aid Systems

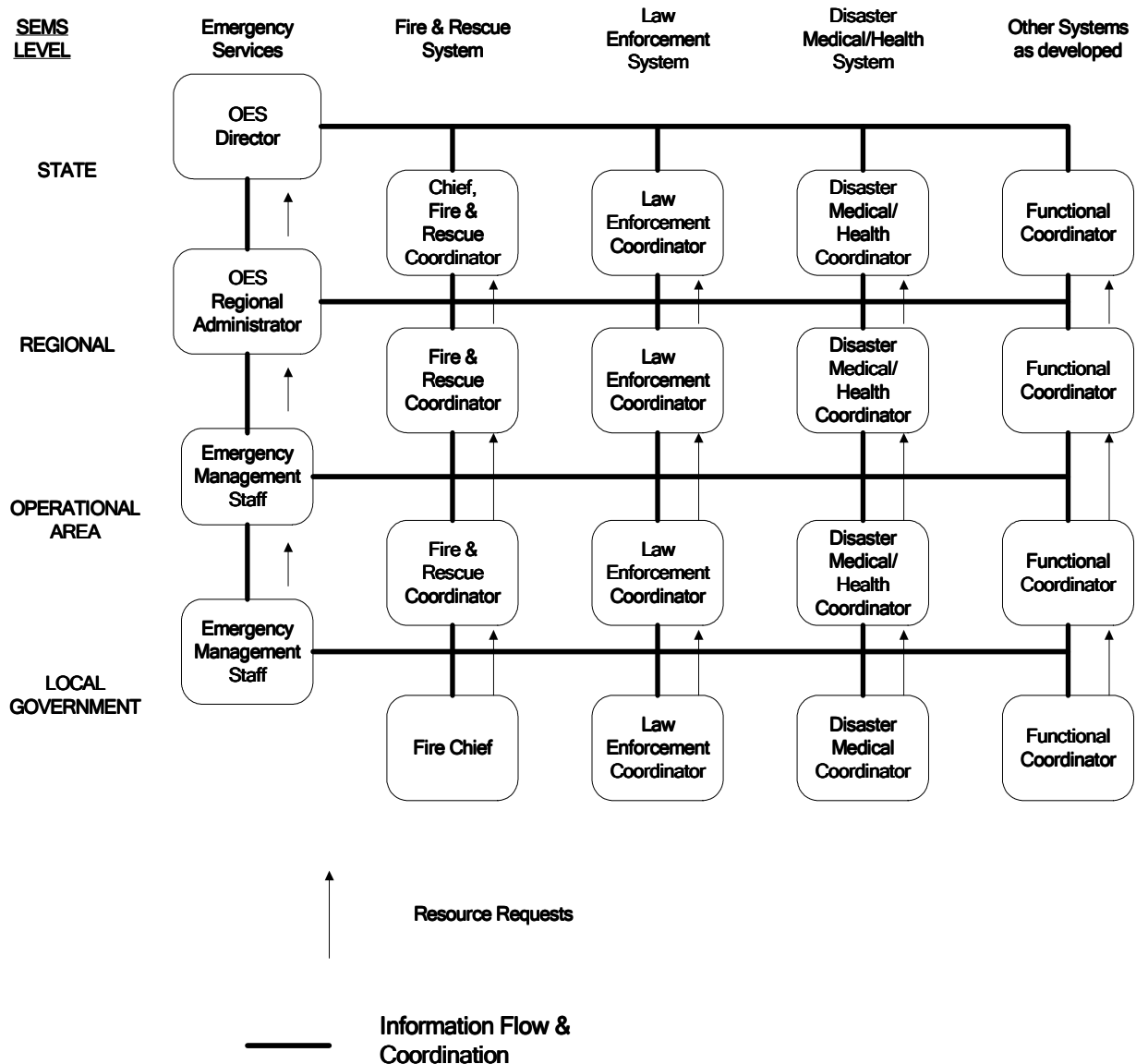


Figure 5-3: Discipline-Specific Mutual Aid Systems



5.2.2 Coordinating With Volunteers

Volunteer and private agencies are part of the City of Banning's mutual aid system. The American Red Cross and Salvation Army are essential elements of response to meet the care and shelter needs of disaster victims. Private sector medical / health resources are also an essential part of medical response. Volunteer and private agencies mobilize volunteers and other resources through their own systems. They also may identify resource needs that are not met within their own systems that would be requested through the mutual aid system.

Some private agencies have established mutual aid arrangements to assist other private agencies within their functional area. For example, electric and gas utilities have mutual aid agreements within their industries and established procedures for coordinating with governmental EOCs. In some functional areas, services are provided by a mix of special district, municipal, and private agencies. Mutual aid arrangements may include both governmental and private agencies. Liaison should be established between activated EOCs and private agencies involved in a response. Where there is a need for extensive coordination and information exchange, private agencies should be represented in activated EOCs.



SECTION 6: HAZARD IDENTIFICATION

The City of Banning participated as a “submitting jurisdiction” in the Riverside County Multi-Jurisdictional Local Hazard Mitigation Plan (LHMP) that was approved by FEMA and State OES in May 2005. The County’s LHMP provides a detailed identification and analysis of the hazards faced by Riverside County. This section presents a high-level overview of the hazard identification presented in that document.

Riverside County is the fourth largest county in the state, stretching nearly 200 miles across and comprising over 7,200 square miles of fertile river valleys, low deserts, mountains, foothills, and rolling plains. Riverside County shares borders with densely populated Los Angeles, Orange, San Diego, and San Bernardino Counties, extending from within 14 miles of the Pacific Ocean to the Colorado River.

The City of Banning is located 70 miles east of Los Angeles and 20 miles east from the City of Riverside. Banning covers over 25 square miles and the year 2006 census showed a population of 30,260.

The approved Riverside County Multi-Jurisdictional LHMP identifies and analyzes an extensive list of the hazards faced by the County. It assigns each hazard a severity rating, indicating the amount of damage that would be done to the County and its population should the hazard occur, and a probability rating, indicating the likelihood that the hazard may occur within the County. Both ratings are on a scale of 0-4, with 4 being the most severe or the most likely to occur. Figure 6-1 summarizes the hazards identified and the ratings assigned by the LHMP.

Summaries of the specific hazard information are included in this plan, with more specific and detailed information contained in the County Multi-jurisdictional Local Hazard Mitigation Plan and the County's Integrated Project - General Safety Element. Both of these documents can be found on the County's Website.



RIVERSIDE COUNTY LOCAL JURISDICTION HAZARD ASSESSMENT WORKSHEET

HAZARD	COUNTY		CITY OF BANNING		
	SEVERITY 0 - 4	PROBABILITY 0 - 4	SEVERITY 0 - 4	PROBABILITY 0 - 4	RANKING 1 - 19
EARTHQUAKE	4	3	4	3	1
WILDLAND FIRE	3	4	2	4	2
FLOOD	3	3	3	2	5
OTHER NATURAL HAZARDS					
DROUGHT	3	3	2	3	6
LANDSLIDES	2	3	2	2	14
INSECT INFESTATION	3	4	1	1	17
EXTREME SUMMER/WINTER WEATHER	2	4	3	2	9
SEVERE WIND EVENT	3	3	3	3	8
AGRICULTURAL					
DISEASE/CONTAMINATION	3	4	1	1	19
TERRORISM	4	1	1	1	18
OTHER MAN-MADE					
PIPELINE	2	4	4	2	7
AQUEDUCT	2	1	1	1	16
TRANSPORTATION	2	4	4	3	3
BLACKOUTS	3	4	4	3	13
HAZMAT ACCIDENTS	3	4	4	3	4
NUCLEAR ACCIDENT	4	4	4	2	15
TERRORISM	4	4	4	2	12
CIVIL UNREST	2	4	4	2	11
JAIL/PRISON EVENT	1	3	3	2	10

Figure 6-1: Riverside County Hazard Assessment

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The following is City of Banning-specific information extracted from the County's Multi-jurisdictional LHMP.

Specific Hazards Summary				
Jurisdiction	Hazard Type	Hazard Name	In Jurisdiction?	Adjacent to Jurisdiction?
Banning	Fault	San Andreas Earthquake Fault	Yes	Yes
Banning	Pipeline	Natural Gas	Yes	Yes
Banning	Pipeline	Oil	Yes	Yes

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DOES YOUR ORGANIZATION HAVE:

AIRPORT IN JURISDICTION	YES
AIRPORT NEXT TO JURISDICTION	NO
DAIRY INDUSTRY	NO
POULTRY INDUSTRY	NO
CROPS/ORCHARDS	NO
DAMS IN JURISDICTION	NO
DAMS NEXT TO JURISDICTION	NO
LAKE/RESERVOIR IN JURISDICTION	NO
LAKE/RESERVOIR NEAR JURISDICTION	NO
JURISDICTION IN FLOOD PLAIN	YES
CONTROLLED FLOOD CONTROL CHANNEL	YES
UNCONTROLLED FLOOD CONTROL CHANNEL	YES
EARTHQUAKE FAULTS IN JURISDICTION	YES
EARTHQUAKE FAULTS NEXT TO JURISDICTION	YES
MOBILE HOME PARKS	YES
NON-REINFORCED FREEWAY BRIDGES	NO
NON-REINFORCED BRIDGES	NO
BRIDGES IN FLOOD PLAIN	YES
BRIDGES OVER OR ACROSS RIVER/STREAM	YES
ROADWAY CROSSING RIVER/STREAM	YES
NON REINFORCED BUILDINGS	NO
FREEWAY/MAJOR HIGHWAY IN JURISDICTION	YES
FREEWAY/MAJOR HIGHWAY NEXT TO JURISDICTION	YES
FOREST AREA IN JURISDICTION	YES
FOREST AREA NEXT TO JURISDICTION	YES
WITHIN THE 50 MILES SAN ONOFRE EVACUATION ZONE	NO
MAJOR GAS/OIL PIPELINES IN JURISDICTION	YES
MAJOR GAS/OIL PIPELINES NEXT TO JURISDICTION	YES
RAILROAD TRACKS IN JURISDICTION	YES
RAILROAD TRACKS NEXT TO JURISDICTION	YES
HAZARDOUS WASTE FACILITIES IN JURISDICTION	YES
HAZARDOUS WASTE FACILITIES NEXT TO JURISDICTION	YES
HAZARDOUS STORAGE FACILITIES IN JURISDICTION	YES
HAZARDOUS STORAGE FACILITIES NEXT TO JURISDICTION	YES

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DOES YOUR ORGANIZATION OWN OR OPERATE A FACILITY

IN A FLOOD PLAIN	YES
NEAR FLOOD PLAIN	YES
NEAR RAILROAD TRACKS	YES
NEAR A DAM	NO
UPSTREAM FROM A DAM	NO
DOWNSTREAM FROM A DAM	NO
DOWNSTREAM OF A LAKE	NO
DOWNSTREAM FROM A RESERVOIR	NO
NEAR A CONTROLLED FLOOD CONTROL CHANNEL	YES
NEAR UNCONTROLLED FLOOD CONTROL CHANNEL	YES
ON AN EARTHQUAKE FAULT	YES
NEAR AN EARTHQUAKE FAULT	YES
WITHIN THE 50 MILE SAN ONOFRE EVACUATION ZONE	NO
IN A FOREST AREA	YES
NEAR A FOREST AREA	YES
NEAR A MAJOR HIGHWAY	YES
A HAZARDOUS WASTE FACILITY	YES
NEAR A HAZARDOUS WASTE FACILITY	YES
A HAZARDOUS STORAGE FACILITY	YES
NEAR A HAZARDOUS STORAGE FACILITY	YES
NON REINFORCED BUILDINGS	NO
A MAJOR GAS/OIL PIPELINE	NO
NEAR A MAJOR GAS/OIL PIPELINE	YES

DOES YOUR ORGANIZATION HAVE ANY LOCATIONS THAT:

HAVE BEEN DAMAGED BY EARTHQUAKE AND NOT REPAIRED	NO
HAVE BEEN DAMAGED BY FLOOD	YES
HAVE BEEN DAMAGED BY FLOOD MORE THAN ONCE	YES
HAVE BEEN DAMAGED BY FOREST FIRE	NO
HAVE BEEN DAMAGED BY FOREST FIRE MORE THAN ONCE	NO
HAVE BEEN IMPACTED BY A TRANSPORTATION ACCIDENT	NO
HAVE BEEN IMPACTED BY A PIPELINE EVENT	NO

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EMERGENCY OPERATIONS INFORMATION

DOES YOUR ORGANIZATION HAVE AN EOC

YES
NO
YES
YES
NO
NO
NO
NO
YES
YES
YES
YES
NO
NO
NO
YES
NO
NO
NO
YES
NO
YES
YES

IS YOUR EOC LOCATED:

IN A FLOOD PLAIN

NEAR FLOOD PLAIN

NEAR RAILROAD TRACKS

NEAR A DAM

UPSTREAM FROM A DAM

DOWNSTREAM FROM A DAM

DOWNSTREAM OF A LAKE

DOWNSTREAM FROM A RESERVOIR

NEAR A CONTROLLED FLOOD CONTROL CHANNEL

NEAR UNCONTROLLED FLOOD CONTROL CHANNEL

ON AN EARTHQUAKE FAULT

NEAR AN EARTHQUAKE FAULT

WITHIN THE 50 MILE SAN ONOFRE EVACUATION ZONE

IN A FOREST AREA

NEAR A FOREST AREA

NEAR A MAJOR HIGHWAY

A HAZARDOUS WASTE FACILITY

NEAR A HAZARDOUS WASTE FACILITY

A HAZARDOUS STORAGE FACILITY

NEAR A HAZARDOUS STORAGE FACILITY

NON REINFORCED BUILDINGS

A MAJOR GAS/OIL PIPELINE

NEAR A MAJOR GAS/OIL PIPELINE

OTHER FACILITY INFORMATION

ARE THERE LOCATIONS WITHIN YOUR JURISDICTION THAT:

COULD BE CONSIDERED A TERRORIST TARGET

COULD BE CONSIDERED A BIO-HAZARD RISK

YES
YES



HAZARD SUMMARIES

Although the City of Banning has numerous hazard threats, the hazards listed below are hazards that the City has taken special notice of and has developed specific activation checklists. In addition, several of these hazards have specific plans written for the hazard addressing specific response activities. Some of these hazard specific plans have been written at the City specific level while others have been written at the County/Operational Area Level. Hazard specific plans and checklists are located in either Part III of this document or as separate plans located in both the City and County EOCs. Some of the hazards that the City has taken special note of are listed below with a brief general description of the hazard. Also listed is if the City has added a specific checklist for that hazard as well as if the City and/or the County have a specific response plan for that hazard.

EARTHQUAKES - Hazard Specific Checklist

Banning shares many of the hazards associated with earthquakes faults in Southern California. There are three major faults and several minor faults that could impact the City of Banning. The major faults include the San Andreas near San Geronio Pass, the Banning Fault, and the San Jacinto Fault. Each of these has the potential of generating a significant earthquake which would impact the City of Banning.

FLOODING – Hazard Specific Checklist

A flood is defined as an overflowing of water onto an area of land that is normally dry. Floods generally occur from natural causes, usually weather-related, such as a sudden snowmelt, often in conjunction with a wet or rainy spring or with sudden and very heavy rainfalls. Floods can, however, result from human causes as a dam impoundment bursting. Dam break floods are usually associated with intense rainfall or prolonged flood conditions. In the Riverside County area, an earthquake can cause dam failure. The greatest threat to people and property is normally in areas immediately below the dam since flood discharges decrease as the flood wave moves downstream.

Floods are generally classed as either slow-rise or flash floods. Slow-rise floods may be preceded by a warning time lasting from hours to days, or possibly weeks. Evacuation and sandbagging for a slow rise flood may lessen flood-related damage. Conversely, flash floods are the most difficult for which to prepare due to the extremely short warning time, if there is any at all. Flash flood warnings usually require immediate evacuation. On some occasions in the desert areas, adequate warning may be impossible.

For floodplain management purposes, the following discussion describes the Federal Emergency Management Agency (FEMA) definition of "100-year flood." The term "100-year flood" is misleading. It is not a flood that will occur once every 100 years. Rather, the flood elevation has a 1 percent chance of being equaled or exceeded each year.

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Thus, a 100-year flood could occur more than once in a relatively short period of time. The 100-year flood, which is the standard used by most federal and state agencies, is used by the National Flood Insurance Program (NFIP) as the standard for floodplain management and to determine the need for flood insurance. A structure located within a special flood hazard area shown on a map has a 26 percent chance of suffering flood damage during the term of a 30-year mortgage.

WILDLAND FIRE - Hazard Specific Checklist

A wildfire is an uncontrolled fire spreading through vegetative fuels and exposing or possibly consuming structures. They often begin unnoticed and spread quickly. Although not located in a wilderness area, the threat of a wildland fire in or near Banning is high due to the wildland/urban interface areas in and around the City. A wildland/urban interface fire is a wildfire in a geographical area where structures and other human development meet or intermingle with wildland or vegetative fuels. Significant development in areas of Banning and its surrounding areas are considered wildland/urban interfaces and many of these areas have experienced prolonged droughts or are excessively dry and at risk of wildfires. In addition, the Santa Ana winds pose an additional threat to the community for spreading wildland fires. Wildland fire hazards exist in varying degrees over approximately 90% of Riverside County and the City of Banning (open space, parklands and agricultural areas). The fire season extends approximately 5 to 6 months, from late spring through fall. Hazards arise from a combination of reasons: the undeveloped and rugged terrain, highly flammable brush-covered land, and long dry summers. There are heavy fuel loads, especially in watershed areas unaffected by fire for many years. Structures with wood shake roofs ignite easily and produce embers that can contribute to fire spread. The aftermath of wildland fire produces a new area of potential landslide as burned and defoliated areas are exposed to winter rains.

The City of Banning has developed a set of quick response references for the Banning EOC. This set of checklists is located in Part 4 of the Plan.

HAZARDOUS MATERIALS - County Plan

The production and use of hazardous materials has become a normal part of society. A hazardous material is any substance that may be explosive, flammable, poisonous, corrosive, reactive, radioactive, or any combination thereof, because of its quantity, concentration or characteristics. Hazardous materials require special care in handling because of the hazards they pose to public health, safety and the environment.

A hazardous materials incident involves the uncontrolled release of a hazardous substance(s) during storage or use from a fixed facility or mobile transport. Releases of hazardous materials can be especially damaging when they occur in highly populated areas or along transportation routes used simultaneously by commuters and hazardous materials transports.

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Because of the multitude of transportation systems in the City of Banning (highways and railways), hazardous substances incidents are more likely to occur. Fixed facilities do have occurrences of hazardous materials incidents; however, stringent facility safety requirements help to limit these occurrences at fixed facilities. Fixed facilities include small chemical manufacturing or processing facilities, manufacturing and light industrial facilities.

The agricultural businesses in and around the City of Banning may also be a source of hazardous materials incidents. Accidental releases of pesticides, fertilizers and other agricultural chemicals may be harmful to the public health, safety and the environment.

Another source of hazardous materials incidents is the illegal manufacturing of drugs in clandestine laboratories. In many instances, the residue and hazardous waste from these laboratories are illegally dumped, posing a public health and safety hazard and a threat to the environment.

TERRORISM - County Plan

The County of Riverside, in conjunction with the public safety and health agencies in the County has developed a "Terrorism Annex" as part of the County's EOP plan. The public safety agencies for the City of Banning (Riverside County Sheriff and Riverside County Fire) participated in the development of this document. The County "Terrorism Annex" is located with the Riverside County Office of Emergency Services and the Riverside County Sheriff's Department.



SECTION 7: PREPAREDNESS PHASE OPERATIONS

The Preparedness Phase involves activities that are undertaken in advance of an emergency or disaster. Preparedness Phase activities generally fall into the categories of improving readiness and increasing capabilities. Pre-hazard mitigation activities, which are discussed in Section 9, also occur during the preparedness phase.

7.1 Preparedness Phase Management Approach

Preparedness Phase activities take place under the normal City of Banning organizational and management structures. City of Banning Emergency Services is the lead agency and is responsible for coordinating the Preparedness Phase activities of the various City departments. Individual departments are responsible for maintaining departmental plans and generally improving their daily operations to improve their readiness to respond.

7.2 Training and Exercises

Emergency response exercises allow emergency response personnel to become fully familiar with the procedures, facilities, and systems used during an actual emergency. The EOP and the overall City of Banning capability to respond will be tested using a combination of the following exercise types:

- *Tabletop Exercise.* A Tabletop Exercise is an activity in which elected/appointed officials and key staff with emergency management responsibilities are gathered together informally, usually in a conference room, to discuss various simulated emergency situations. An exercise is designed to elicit constructive discussion by the participants without time constraints as they examine and then attempt to resolve problems based on the existing EOP and to test Departmental Plans and procedures. The purpose of the exercise is for participants to evaluate plans and procedures, and to resolve questions of coordination and assignment of responsibilities throughout the exercise in a non-threatening format and under minimum stress. Tabletop Exercises are an effective method of determining if sufficiently robust policies and procedures exist to handle specific situations which may arise during an event.
- *Functional Exercise.* A Functional Exercise is an activity designed to test or evaluate the capability of one or multiple functions, or activities within a function. A Functional Exercise is more complex than a Tabletop Exercise in that activities are usually under some type of time constraint with the evaluation/critique coming at the end of the exercise. A Functional Exercise typically takes place in the EOC in conjunction with selected agencies and may include the State OES Southern Region, Federal Government agencies, the Riverside County Operational Area EOC, and/or neighboring Operational Areas' EOCs.

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- *Full-Scale Exercise.* A Full-Scale Exercise involves an actual deployment of personnel and equipment throughout a geographic area. It will typically involve the activation of the EOC and multiple agencies, and the establishment of field command posts. This type of exercise includes mobilization of personnel and resources; the actual movement of emergency personnel and resources; and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

It is the policy of City of Banning Emergency Services to conduct a Full-Scale Exercise every two years and to conduct either a Tabletop or Functional Exercise at least once each year. An actual EOC activation may take the place of a scheduled exercise.

In addition to exercises, classroom training is an essential component of preparedness and response. The Emergency Services training program will provide training to employees through the use of classes presented by the Riverside County Operational Area Training Committee, Riverside County OES, CSTI, and FEMA. The objectives of this training program are to:

- Orient City employees (EOC and non-EOC personnel) on the concepts and procedures presented in the EOP;
- Familiarize those assigned to the EOC with the function, equipment, and logistics of the EOC facility; and
- Train all City employees on the organizational concepts associated with SEMS/MINS/ICS according to the recommendations of State OES and the Riverside County Operational Area Training Committee.

7.3 Public Awareness and Education

The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services, and the knowledge of what individuals and groups should do to increase their chances of survival and recovery. The City of Banning Emergency Services will make emergency preparedness information from local, state, and federal sources available to the citizens of Banning.

7.4 Increased Readiness

In order to establish a smooth transition from normal operations to a declared local emergency and to react to localized distress situations of lesser magnitude than a declared emergency, a "Management Watch" will be established.

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Duties of the Management Watch Team will be to collect and analyze information relative to the situation, direct response to the degree allowable, and refer other matters to the appropriate level for executive decision. Specific activities that may be undertaken at the discretion of the Director of Emergency Services include the following:

- Recall Emergency Services staff to the office, as necessary for the situation;
- Make necessary preparations to activate the City EOC;
- Establish communications with key City officials as necessary to assess the situation;
- Establish communications with the Riverside County OA EOC and any applicable Special Districts;
- Ensure a communications check is performed on all City communications systems;
- Coordinate emergency public information with the City PIO; and
- Anticipate EOC logistical needs (food, lodging, re-supply, etc.).

7.4.1 Management Watch Activation

The City of Banning Emergency Services will maintain surveillance of current events and recommend to the City Manager that Management Watch be initiated whenever:

- Forecast/existing weather or other natural phenomenon is of such intensity to indicate a need for added precaution or extra protective measures; and/or
- An incident in progress is causing distress or damages of a serious nature but not of a magnitude requiring an emergency declaration.
- The County EOC requests activation.

The Director of Emergency Services will direct initiation of Management Watch.

7.4.2 Management Watch Personnel

Management Watch may consist of responsible individuals from the following departments (as determined by the City Manager), with the authority to collect and display status information related to that agency's area of interest and to assure positive action toward protection of life and property:

- Public Works Department;
- Development Services Department;
- Riverside County Sheriff's Department; and
- Other departments as directed by the Director of Emergency Services.



7.4.3 Management Watch Termination

Termination of Management Watch may occur whenever:

- The situation subsides, and the City Manager directs a return to regular operations, or
- The situation intensifies to the degree that a local emergency is declared. Management Watch will then phase-out as the EOC Staff assumes control responsibility.



SECTION 8: RESPONSE PHASE OPERATIONS

The Response Phase often begins with a response by field units and will escalate as the event becomes larger, requiring additional support and/or resources. In other cases, the event or threat of the event in and of itself will cause the formal activation of the City EOC. Section 8.1 below describes in general terms the organization of the EOC and the procedures that will be used to manage operations within the EOC. The remaining sub-sections of Section 8 (8.2 – 8.10) present a general overview of the various Operational Branches of the EOC. Part 2 of this EOP provides more detail about the operations of the EOC.

8.1 Response Phase Management Approach

Upon activation of the EOC, all of the City's response activities are managed through the SEMS organizational section defined in this section of the EOP.

8.1.1 EOC Activation Policies

The City's partial or total response to natural disasters or technological incidents will be dictated by the type and magnitude of the emergency. Generally, response to a major peacetime emergency situation will progress from local to County to State to Federal involvement.

Activation Policy

The City of Banning EOC will be activated as indicated on the chart in figure 8.1. In addition, the City EOC may be activated under the following conditions:

Field response agencies need additional support or resources;

When events in the areas/jurisdictions in close proximity to the City would indicate that the event may directly or indirectly impact the City;

City Activation may involve partial or full staffing, depending on the support required. The following list depicts the circumstances when the City of Banning EOC should be activated and SEMS used, per the SEMS Regulations (California Code of Regulations, Title 19, Section 2409(f)):

- The City of Banning has declared a local emergency;
- The City of Banning has requested a Governor's Proclamation of a State of Emergency, as defined in California's Emergency Services Act, 8558(b); or
- A state of emergency is proclaimed by the Governor for the City of Banning.

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Other than the above listed circumstances, the activation of the City of Banning EOC must be authorized. The following City personnel (and/or their designees) are authorized to request the activation of the City's EOC:

- Dir. of Emergency Services;
- Asst. Dir. Of Emergency Services;
- Police Chief and
- Emergency Services Coordinator.

The City of Banning has developed criteria that identify the events/situations that may require EOC activation. The City has established three levels of activation. For each level, a recommended minimum staffing guide has been developed. The activation and staffing guide is depicted in the following figure.

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Event/Situation	Activation Level	Minimum Staffing
<ul style="list-style-type: none">• Small incidents involving two or more City Departments• Flood Watch• Resource request from outside the City• The Operational Area requests the City activate their EOC in support of the Operational Area EOC• There is an incident adjacent to the City that may impact the City..	One	<ul style="list-style-type: none">• EOC Manager• Representatives of corresponding City departments
<ul style="list-style-type: none">• Moderate Earthquake• Major wildland fire affecting developed area• Major wind or rain storm• Two or more large incidents involving two or more City Departments• Flood Warning	Two	<ul style="list-style-type: none">• Dir. of Emergency Services• All Section Chiefs• Branches and Units as appropriate for the situation• Agency representatives as appropriate
<ul style="list-style-type: none">• Major Countywide or Regional emergency• Multiple departments with heavy resource involvement• Major earthquake damage• Any real or potential failure of Perris Dam	Three	<ul style="list-style-type: none">• All EOC positions

Figure 8-1: EOC Activation Levels



8.1.2 EOC Coordination

Coordination with the Riverside County OA

Direct coordination and communication with the Riverside County OA EOC is essential. Initially, communications will be established by any means available and with whoever is available, regardless of their functional EOC position. Ideally, communications and coordination will eventually occur along functional lines.

Whenever feasible, a City representative should be at the Riverside County EOC. The City representative can help ensure that adequate coordination and information exchange arrangements are made with the Operational Area.

Special Districts, Schools, and Private Agency Involvement

The emergency response role of special districts is generally focused on their normal services or functional area of responsibility. During disasters, some types of special districts will be more extensively involved in the emergency response by directly coordinating with, communicating with, and assisting local governments.

The level of involvement of special districts, schools, public utilities, private organizations, and volunteer agencies will vary considerably depending upon the kind of incident. In general, special districts or other agencies that have a statutory or jurisdictional responsibility with the incident should be represented at the incident. The form of involvement for these districts and agencies may be as part of the Unified Command or as an Agency Representative who coordinates with a City of Banning Liaison Officer. The emergency response role of special districts will be focused on their normal services and functional area of responsibility.

A cooperating agency supplies assistance other than direct tactical resources to the incident control effort. Telephone companies, electric companies, water and sanitation districts, and other private and volunteer agencies could be cooperating agencies, depending on the type of incident.

8.1.3 EOC Organization Structure

Figure 8-2 presents the EOC organizational structure. The remaining sub-sections of this section provide an overview of the operations of the key EOC Branches. Detailed descriptions of each EOC Branch and position, along with checklists and SOPs defining their operations, are contained in Part 2 of this plan.

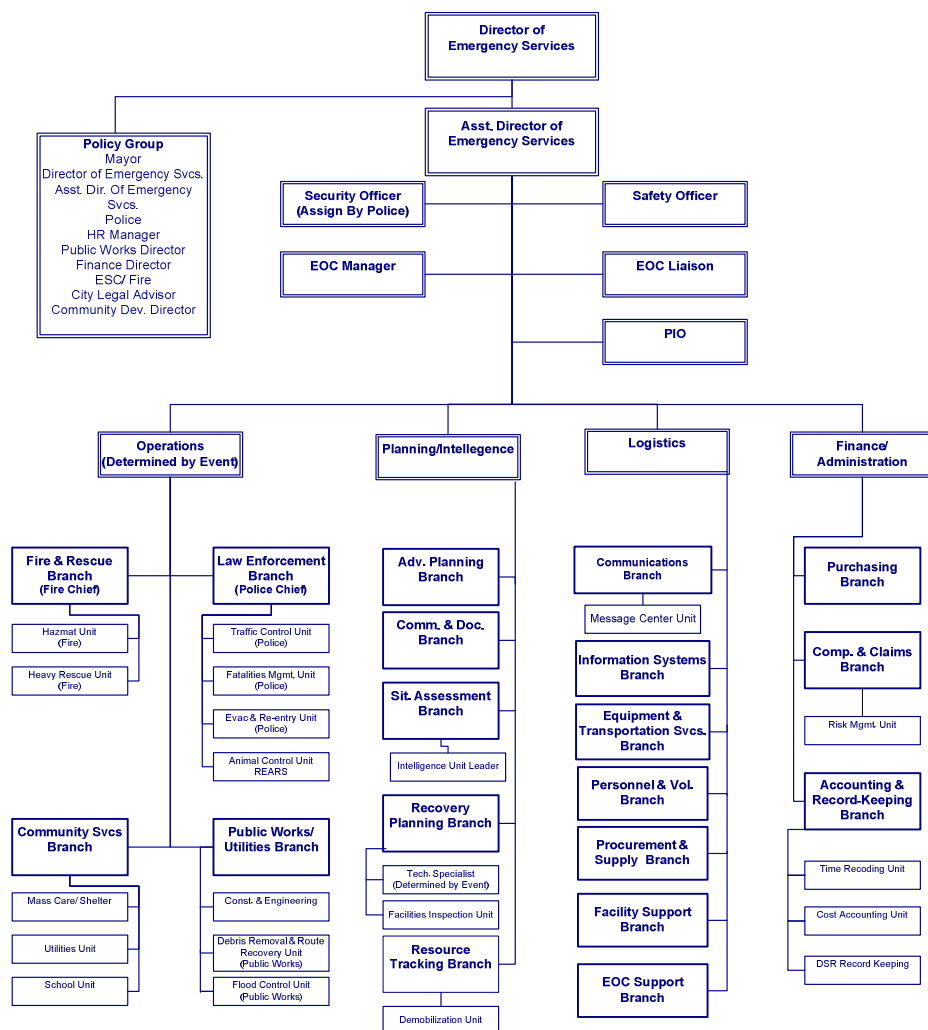
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Figure 8-2: EOC Detailed Organization Chart





8.1.4 Action Planning

The Planning & Intelligence Section is responsible for facilitating the Action Planning Meeting and completing and distributing the EOC Action Plan. EOC Action Plans are developed for a specified operational period, which may range from a few hours to 24 hours. The operational period is determined by first establishing a set of priority actions that need to be performed. A reasonable timeframe is then established for accomplishing those actions.

EOC Action Plans are an essential part of SEMS at all levels. Action Planning is an effective management tool involving two essential characteristics:

- A process to identify objectives, priorities, and assignments related to emergency response or recovery actions; and
- Plans which document the priorities, objectives, tasks, and personnel assignments associated with meeting the objectives.

The action planning process should involve the Director of Emergency Services and all Section Chiefs, along with other EOC staff, as needed, such as technical specialists, special district representatives, and department representatives.

EOC Action Plans need not be complex, but should be sufficiently detailed to guide EOC elements in implementing the priority actions.

There are two levels of Action Plans. The Field-level Action Plan (IAPs) and the EOC-level Action Plans (EOC Action Plan)

It is important that all incidents have some form of Action Plan. The plan developed around some duration of time called an Operational Period will state the objectives to be achieved and describe the strategy, tactics, resources, and support required to achieve the objectives within the timeframe. Generally, the length of the Operational Period is determined by the length of time needed to achieve the objectives. The Planning and Intelligence Section can create EOC Action Plans for each work shift, a 24-hour period, or whatever is logical for a given event.

Small incidents, with only a few assigned resources, may have a very simple plan which may not be written. As incidents become larger, or require multi-agency involvement, the Action Plan should be written. In general, whenever the EOC is activated, there should be a written Action Plan.

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There are four main elements that should be included in an Action Plan:

- *Statement of Objectives* – Statement of what is expected to be achieved. Objectives must be measurable.
- *Organization* – Description of elements of EOC organization that will be in place for the next Operational Period.
- *Tactics and Assignments* – Description of tactics and control operations, including what resources will be assigned.
- *Supporting Material* – May include a map of the incident, a communications plan, medical plan, a traffic plan, weather data, special precautions, and a safety message.

8.1.5 Status Reporting

Following the initial area reconnaissance, a series of reports will be required in order to provide detailed information to the various levels of government. The City of Banning has developed the following standardized forms for reporting disaster intelligence and for making resource requests. The forms identify the area covered by reporting and include all observed damage. Where no damage is observed, negative reports will be submitted.

City of Banning Status Reporting Forms

The following forms are used within the City of Banning to communicate status between the EOC and the agencies that are involved in responding to an incident.

Flash Reports (RIVCO Form #1)

The first series of reports to be submitted from the City of Banning to the Operational Area (Riverside County EOC) will be Flash Reports. These reports can be verbal or can be faxed, but should be submitted as quickly as possible following a disaster. The information contained in these reports will be compiled by the Operational Area EOC and forwarded to the Regional EOC.

Situation Reports (RIVCO Form #2)

A more refined and detailed Situation Report will be prepared and submitted by the City of Banning to the Operational Area EOC within two hours of the occurrence of the disaster, if possible, or as requested. This report will further define the affected areas, note the activation of local EOCs, note any local emergency declaration, estimate the number of casualties, and provide other essential information.

Logistics Request Form

This report form should be used to request resources not available locally in the City of Banning. This form may also be used to track requests or to request support from the Operational Area.

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Message Form

This report form is a transmittal information sheet that allows information to be passed among the EOC, internal departments, and the Riverside OA.

8.1.6 After-Action Reporting and Analysis

The completion of an After Action Report is a part of the required SEMS reporting process. The Emergency Services Act, Section 8607 (f) mandates that the State Office of Emergency Services (OES) in cooperation with involved state and local agencies, complete an after action report within 120 days after each declared disaster. Section 2450 (a) of the SEMS Regulations states that"Any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after action report to OES within ninety (90) days of the close of the incident period as specified in the California Code of Regulations, section 2900(j).

It is the policy of the City of Banning Emergency Services to prepare an After-Action Report after every EOC activation.

The After-Action Report provides, at a minimum, the following:

- Response actions taken;
- Application of SEMS;
- Suggested modifications to SEMS;
- Necessary modifications to plans and procedures;
- Training needs; and
- Recovery activities to-date.

The After-Action Report serves as a source for documenting City emergency response activities and identifying areas of concern and successes. It also is utilized to develop a work plan for implementing improvements.

An After-Action Report is a composite document for all SEMS levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations.

An After-Action Report includes an overview of the incident, including enclosures and also addresses specific areas of the response, if necessary. It is coordinated with hazard mitigation efforts, which may be included in the "recovery actions to-date" portion of the report.

The City of Banning Emergency Services will be responsible for the completion and distribution of the City After-Action Report, including sending it to the Southern Region of State OES within the required 90-day period.



After-Action Reports should be written in simple language, well-structured, brief, and geared to the primary audience. Data for the After-Action Report is collected from a questionnaire, other documents developed during the disaster response, and interviews of emergency responders.

8.2 Communications - Alert and Warning

The City of Banning uses a wide variety of systems to communicate with Government agencies within and outside the City and directly with the population of the City. The following sections provide brief descriptions of each of the systems and discussions of their functions. Alerting and warning involves the notification of emergency response personnel, as well as notifying the affected public

The Law Enforcement Departments and Fire Departments have the primary responsibility of alerting and warning the public, with assistance from the Public Information Officer, as deemed necessary. Alerting and warning the public may be accomplished through the Emergency Alert System, special broadcasts, or simply driving up and down the streets using a public address system.

8.2.1 Warning Systems

The City of Banning has available several systems for providing disaster information to the public. The following paragraphs provide a brief overview of these systems.

City of Banning Cable Television Channel

The City of Banning has a local cable television channel which they have direct broadcast control. This channel is used for broadcasting City Council meetings and other information to the citizens of the City of Banning. In an emergency, the City has the capability to broadcast text messages and live video to the subscribers of the cable system.

Emergency Digital Information System (EDIS)

EDIS is a system developed and operated by State OES. It provides a means for authorized agencies to deliver emergency public information and advisories directly to the news media, local agencies, and the general public. The City of Banning has direct access to EDIS for the purpose of sending out notices to those local governments and the public monitoring EDIS.

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The purpose of EDIS is to alert, inform and reassure the public about current or foreseen threats to public safety. Any bulletin that serves those purposes is appropriate for distribution on EDIS, provided that it is:

- Clear, concise, timely and accurate
- Correctly prioritized
- Targeted to the affected geographic area

There are five EDIS priority levels:

FLASH -- Immediate life-safety warnings only. May trigger automatic alarm and notification systems.

Urgent -- Time-sensitive information about threats to life or property.

News -- Routine information about potential emergencies, training, preparedness, and updates or details about ongoing emergencies.

Advisory -- Bulletins for coordination with the news media, such as announcements of news briefings or special access arrangements.

Test -- To verify readiness of EDIS systems.

EDIS messages are transmitted from State OES to radio receivers in newsrooms, as well as to other governmental agencies by the Internet and the OASIS satellite systems.

Emergency Alert System (EAS)

The City of Banning is a member of Riverside County's EAS system. Formerly known as the Emergency Broadcast System, EAS is a statewide network of commercial broadcasting stations and interconnecting facilities, which have been authorized by the Federal Communications Commission (FCC) to operate in a controlled manner during a war, state of public peril or disaster, or other national emergency. The system is devised to provide the President and Federal government with a means of emergency communications with the general public. It may be used on a voluntary basis during day-to-day situations posing a threat to safety of life and property.

The EAS is used for warnings of an immediate action, such as child abductions, tornadoes, flash floods, evacuations of areas due to an incident (such as hazardous spill), or other events requiring immediate action. A copy of the County EAS Plan which outlines the use of the EAS system is located in the City's EOC. To initiate EAS, the City of Banning should notify Riverside County OES representative.

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National Warning System (NAWAS)

NAWAS was originally established to rapidly notify emergency management officials of an impending or threatened attack or accidental missile launch on the United States. This is still a major priority of the NAWAS. However, with the ending of the Cold War, FEMA has placed primary emphasis on an all-hazard approach to emergency management to support rapid and effective response to natural and technological disasters.

The National Warning System (NAWAS) is a key component of the State's "all hazard" warning system. The primary State Warning Point is at the Office of Emergency Services in Sacramento. The Alternate State Warning Point is at the California Highway Patrol Headquarters in Sacramento. In addition, to these two State primary locations, each County Sheriff's Department in the State acts as the NAWAS answering point for that county. Types of Civil Emergency Warnings Supported by NAWAS are of a natural or technological disaster or emergency, which may include any of the following events:

- Aircraft crash
- Domestic errant missile launch
- Drought
- Earthquake
- Explosion
- Fire
- Flooding
- Hazardous chemical spills
- Hurricane
- Storms
- Tornados
- Tsunami
- Volcanic eruption
- Civil disorder
- Landslide or mudslide
- Nuclear accidents
- Reentering space debris

8.2.2 County/OA Communications Systems

The communications system installed at the County EOC and local EOCs support the activities of the Riverside County Emergency Management Organization. Other communications systems provide radio links to the county's cities and unincorporated areas, or to State and Federal authorities.

Western County Disaster Net

The Riverside OA EOC staff uses this low-band radio to communicate with other staff members as well as with city EOCs located in Western Riverside County. The capability exists to link the Western County Disaster Net with the Coachella Valley Disaster Net.

Coachella Valley Disaster Net

EOC staff in the Coachella Valley use this VHF radio system to communicate internally and with city EOCs in the Coachella Valley. The capability exists to link the Western County Disaster Net with the Coachella Valley Disaster Net.

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Satellite Telephones

The County EOC uses permanent and portable devices utilizing satellite technology to communicate with various cities and agencies who belong to the emergency managers talk group. The satellite telephone system also provides an alternate telephone system should the normal hard line telephone, cellular, and Nextel systems within the county be non-functional.

Satellite phones utilize a high-powered satellite, positioned in geostationary orbit, 22,300 miles in the sky, as a repeater. These phones are not limited by terrain features and distances. The satellite phone provides a vital communications link from any location. The City of Banning EOC has satellite phone capability.

Radio Amateur Civil Emergency Service (RACES)

The primary mission of the Radio Amateur Civil Emergency Services (RACES) during an emergency and/or disaster is to provide communication services that include the use of portable stations, as back-up either to established communications or as a fill-in where communications do not normally exist.

RACES may be activated at the request of any governmental agency in the event of an emergency or disaster, with coordination by Riverside County OES. An example of a governmental agency may include any city, County agency, or special district (e.g. water district, school district, community services district) within Riverside County.

RACES works with and provides communications services for non-governmental organizations such as the American Red Cross, Riverside County Volunteer Organizations Active in Disaster (RCVOAD), and other local groups. RACES is available to be of service in various capacities in time of emergency or disaster.

RACES in Riverside County may encompass ARES members (American Radio Relay League Amateur Radio Emergency Services). Riverside County RACES is the communications arm of the Riverside County Fire Department/CalFire, Office of Emergency Services, and the Emergency Command Center. Riverside County RACES consists of registered volunteers licensed by the FCC in the Amateur Radio Service.

Riverside County RACES operates on radio amateur frequencies by authority of the FCC in support of emergency communications. RACES can augment existing systems, substitute for damaged or inoperable systems, and establish communications links with otherwise inaccessible areas. Riverside County OES supports a countywide RACES system. Special consideration is given to using RACES to support disaster medical care and emergency public information operations.



8.2.3 State Communications Systems

The following systems provide County OES and other departments with the ability to communicate with State agencies and with other OAs involved in response activities.

Response Information Management System (RIMS)

The Response Information Management System (RIMS) is a statewide internet-based, information database and retrieval system. Operated by State OES, the system serves as a platform for the collection, organization and dissemination of disaster information. Requests for support are transmitted and managed via this system. Riverside County OES is responsible for coordination, training and authorization of RIMS use within the Operational Area. RIMS has two primary functions:

1 - Submission, Exchange and Analysis of Disaster Related Information:

RIMS has a set of reports available to all levels of government that break down various categories of disaster related information in a manner that quickly provides an overview of an event or multiple events. The structure of RIMS then allows users to zero in on specific details relevant to their particular role in the response effort. Because RIMS allows multiple users to submit and receive information on demand, it has dramatically improved the dissemination of disaster related information statewide.

2. Request, Task and Track Assistance:

RIMS has established an electronic link between agencies requesting assistance and agencies that can provide the needed resources. It allows Operational Areas to submit requests for emergency response assistance by computer to one of OES' three Regional Emergency Operations Centers (REOC). These REOCs then review the request and task the appropriate state agency to provide the requested assistance.

Operational Area Satellite Information System (OASIS)

OASIS is a statewide communications system linking all 58 California counties with each other and with the State Warning Control Center in Sacramento. It transmits voice communications as well as data. In a disaster, OASIS provides a primary, as well as a back-up, means for the EOC to report damage and request assistance from State OES. Because it is a satellite system, OASIS provides a relatively "fail-safe" means by which the County can transmit disaster situation reports to State OES and request assistance. OASIS also serves as the input system for the Emergency Digital Information System (EDIS) and provides the EOC with a means of connecting with the internet.

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California Law Enforcement Radio System (CLERS)

CLERS interconnects law enforcement agencies of all counties and numerous cities. This system is microwave-interconnected to provide statewide coverage. CLERS is the State's radio backup to the National Warning System. CLERS serves as the State's distribution network for Emergency Alert System (EAS) program feeds.

California Law Enforcement Telecommunications System (CLETS)

CLETS is the telecommunications system that links all law-enforcement agencies in the State of California. Its normal function is to transmit Department of Motor Vehicle information from Sacramento to local agencies. CLETS provides California law enforcement agencies with the capability of obtaining information directly from Federal, State, and local computerized information files. In addition, the system provides fast and efficient point-to-point delivery of messages between agencies. CLETS is only available to law enforcement agencies.

State OES Fire Network

The State OES Fire Network serves fire support equipment. Radio equipment on this network is located with fire service agencies in 52 counties. The network employs mountaintop mobile relays and interconnects to the State Microwave System to provide statewide coverage.

Fire White

Fire White is a mutual aid radio channel, which allows the Incident Commander at the scene of an event to communicate with responding fire departments.

8.2.4 Alert and Notification of City Officials and Employees

The City Manager or authorized staff who activated the EOC will contact the Section Chiefs and Management Section of the EOC using the Nextel Group Talk selection. If the Nextel system is not working, the City may use the EAS system to make radio broadcasts for City employees to return to work.

Section Chiefs are responsible for calling their section members through Nextel Group Talk or call tree of the EOC Contact List that is maintained and reviewed annually by the City ESC. Upon activation, personnel assigned to positions in the EOC should report to the EOC location and check in with their respective Section Chief.

If phone lines are down during a disaster, EOC staff should listen to KFI640 AM; KFRG 95.1 FM or KDES 104.7 FM for instructions and safety information and proceed to the EOC if it is safe to do so. Shifts and specific roles will be assigned depending on the scope of the disaster and availability of staff.

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Each department has a disaster reporting procedure that is specific for that department. Employees should check with their supervisors to learn how and when they need to report and to learn about their disaster role.

Notification of City Officials is the responsibility of the City Manager or their designee.

8.3 Emergency Public Information

During all emergency operations, the City of Banning PIO will serve as the dissemination point for all media releases. The PIO will also coordinate all press information with the OA and the Joint Information Center (JIC) if established. Other departments wishing to release information to the public must coordinate through the PIO.

The duties of the Public Information Officer are to:

- Rapidly provide the general public with information about the emergency and instructions about what they should and should not do;
- Provide confirmed information about the emergency, its consequences, and relief and rehabilitation measures to the public and local, State, national, and international news organizations; and
- Establish a Joint Information Center near the EOC for use by representatives of the print and electronic media.

The primary role of the PIO is to disseminate emergency instructions and critical information through the media to the public.

A secondary function is to provide the public (through the media) with accurate and complete information regarding incident cause, size, and status; resources committed; and potential short or long-term impacts, if known.

8.3.1 Public Information Officer Policies

During emergencies, the following policies and procedures are used to organize and manage public information for the City of Banning:

- The Mayor and City Council provide policy guidance for dissemination of emergency public information;
- Life-safety information and instructions to the public has first priority for release;
- The Emergency Alert System (EAS) is activated as the principal means to disseminate emergency and priority emergency instructions to the public;



8.4 EOC Branches

The EOC Organization Chart depicts a large number of positions in the EOC. The five basic SEMS positions will always be a functional part of the Banning EOC. Other positions, based on the size and complexity of the event, may be filled at the County level. This will generally occur when the event is a wide-area event. Examples would be a wide-area health event, a Bio-terrorism event, a Weapons of Mass Destruction event, etc. When a local EOC position is filled at the County Level, the Liaison Officer will be communications with the County EOC.

8.4.1 Law Enforcement Branch Operations

A Law Enforcement Branch will be established in the EOC for the purpose of providing field support for law enforcement activities and act as a liaison with other EOC Branches. The City of Banning Police Department coordinates tactical law enforcement operations.

The responsibilities of this Branch include the following:

- Alert and notify the public of the impending or existing emergency in the City;
- Coordinate law enforcement operations during the disaster;
- Coordinate site security at incidents;
- Coordinate Law Enforcement Mutual Aid requests from emergency response agencies within the County; and
- Develop Evacuation Plans and Coordinate Evacuations during incidents.

8.4.2 Fire & Rescue Branch Operations

Tactical firefighting and rescue operations are coordinated by the Riverside County Fire Department. A Fire and Rescue Branch will be established in the EOC for the purpose of providing liaison and communications functions. It will be led and staffed by California Department of Forestry (CalFire) fire personnel. CalFire will also support the Situation Unit of the Planning & Intelligence Section of the EOC by providing intelligence and situation assessments received from field units.

8.4.3 Construction & Engineering Branch Operations

The Construction & Engineering Branch of the EOC is responsible for ensuring all buildings and critical facilities are functional.

This Branch is responsible for:

- Coordinating with structural engineers and building inspectors for building assessments;

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- Ensuring unsafe areas and structures are clearly marked and the public informed;
- Supervising, in coordination with the Public Works Department, any construction and/or engineering project to repair damaged buildings, streets, and critical facilities; and
- In coordination with the Public Works Department, developing short, mid, and long-term reconstruction priorities and plans.

Once activated, the Construction & Engineering Branch will initiate a safety assessment and perform the following operations:

- Begin safety assessments of the damaged facilities and follow up, as necessary, with the field responders' initial damage assessments;
- Coordinate safety inspections with the other Operation Branches (Law Enforcement, Fire & Rescue), searching for life and /or property-threatening situations; and
- Manage and coordinate teams of qualified inspectors who are either local inspectors or inspectors obtained through the mutual aid system. These teams will include civil and structural engineers who will inspect both public and private property



SECTION 9: RECOVERY PHASE OPERATIONS

Recovery activities involve the restoration of services to the public and returning the affected area(s) to pre-emergency conditions. A disaster may strike quickly, leaving the need for recovery operations in its wake, or it can be a prolonged event requiring recovery activities to begin while the response phase is still in full activation. Severe windstorms, fires, and floods are examples of disasters that can be ongoing, presenting recovery challenges during and after an event. A major earthquake is an example of a disaster event that strikes and is over quickly, leaving severe damage in its wake.

Recovery actions occur in two general phases, short-term and long term recovery. Short-term recovery operations are coordinated from within the Emergency Operations Center. These activities begin during the response phase of the emergency. Long-term recovery may begin in the EOC and then transition to the City Departments responsible for the various recovery activities. Long-term recovery addresses the rebuilding process that may last years.

9.1 Recovery Phases

9.1.1 SHORT-TERM RECOVERY

The goal of short-term recovery is to restore local government services. Short-term recovery operations include: utility restoration; expanded social, medical and mental health services; re-establishment of government operations; transportation route restoration; debris removal and clean-up operations; building safety inspections; and abatement and demolition of hazardous structures.

Emergency actions may be taken to address specific conditions such as: suspension of evictions; request utilities to provide bill relief; waiver of permit fees for damage repairs; need for temporary housing and business space; and change or alter traffic patterns.

Short-term recovery operations will include all the agencies participating in the City's disaster response.

The City Public Works Department will coordinate with special districts and private utility companies on all efforts to restore utility systems and services during recovery operations. The County's Mental Health Department may be requested to coordinate and conduct Critical Stress Debriefings for emergency response personnel and victims of the disaster/event.

In coordination with the County Department of Social Services and the American Red Cross, sheltering for disaster victims will be provided until housing can be arranged. The City will ensure that debris removal and clean-up operations are expedited.

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For federally-declared disasters, tele-registration centers may be established by the Federal Emergency Management Agency (FEMA) to assist disaster victims and businesses in applying for individual assistance grants and Small Business Administration loans. In coordination with the Riverside County Office of Emergency Services, a Local Assistance Center will be opened to house representatives of public and private agencies offering services and resources to residents.

9.1.2 LONG-TERM RECOVERY

The goal of long-term recovery is to restore facilities and community resources to pre disaster condition. Long-term recovery includes: hazard mitigation activities; restoration and reconstruction of public facilities; restoration of economic, social and institutional activities; and disaster response cost recovery.

The major objectives of long-term recovery operations include:

- Coordinated delivery of long-term social and health services;
- Improved land use planning;
- An improved City Emergency Operations Plan;
- Re-establishment of the local economy to pre-disaster levels;
- Recovery of disaster response costs;
- And the effective integration of mitigation strategies into recovery planning and operations.

The City of Banning will handle long-term recovery activities in the City, with the County of Riverside acting as a central resource for recovery activities for the County's many jurisdictions.

With public safety a primary concern, rapid recovery may require adjustments to policies and procedures to streamline the recovery process. The Community Development Department will be responsible for procedures that expedite the permit process for repair and rebuilding of residential and commercial properties

Recovery programs will also be sought for individual citizens and private businesses. Strategic planning will include input from and participation by businesses, citizens and non-profit organizations. The City's Redevelopment agency will play a vital role in rebuilding the commercial areas.



9.2 Recovery Phase Management Approach

Recovery activities begin while the Emergency Management Organization is in place and the EOC is open. Most of the activities of the second phase will ultimately fall within the ongoing responsibilities of the individual City departments. For example, departments have primary responsibility for planning and implementing the recovery of their own functions and facilities.

Many long-term recovery tasks require the cooperation of many public and private agencies. The City will institute a long-term planning and implementation management structure to coordinate these activities to ensure the necessary coordination between City, County, State, and Federal agencies. This structure is referred to as the "Recovery Management Organization" and is managed by a Recovery Management Task Force.

The Recovery Management Task Force is responsible for long-term recovery operations for the City. Recovery issues involving other jurisdictions and/or special districts will be coordinated and managed between the City and their designated representatives. On a regularly scheduled basis, the Recovery Management Task Force will convene meetings. These meetings may include other key staff and individuals, as well as representatives from affected jurisdictions and special districts. These meetings will be held to collectively make policy decisions and to gather and disseminate information regarding completed and ongoing recovery operations. All City departments may need to take responsibility for certain functions throughout the recovery process. Recognizing that it is important to assess and take steps to reduce the impact of future events, every member of a recovery operations organization should be responsible for documenting and reporting possible mitigation actions.

The Recovery Management Task Force is composed of individuals as determined by the Policy Group and may include representatives from the following departments and organizations:

- City Emergency Services;
- City Council;
- American Red Cross;
- Banning Chamber of Commerce; and
- Community Groups

9.3 Damage Assessment

When a disaster occurs, it is necessary to collect and analyze information concerning the nature, severity, and extent of the situation and to report the information through established channels. The information is used to assess the extent of the disaster/event and determine the appropriate level of response for the City and the OA. The

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specific information on the level of damage, dollar amounts of the damage, and the economic consequences of the disaster are important when seeking a State and/or Federal Disaster Declaration,

Damage assessment is generally performed in three phases. The first two phases are conducted during the response phase or early in the recovery phase, while the last phase is conducted generally after the response phase is over:

- *Windshield Survey/Field Damage Survey* – an initial and brief survey of all areas in the City and reporting to the EOC locations that have been damaged;
- *Rapid Damage Assessment* of City buildings and other critical facilities ; and
- *Detailed Engineering Evaluation* of certain buildings and structures. The Detailed Engineering Evaluation is used as the basis for repairs or replacement of structures; this information is useful to prepare documentation of eligible repair costs on State/Federal Damage Survey Reports

The City of Banning will use the Riverside County Disaster Recovery Plan as a guide to their recovery response. Under the Plan, an Initial Damage Assessment and Safety Team is used to identify the impact of the event and establish a Loss Estimate to support a request from the City for a gubernatorial proclamation and for the State to request a presidential declaration. This loss estimate includes both governmental and private damage. Teams will be sent into the impacted areas of the City as soon as possible to assess the nature, severity, and extent of the situation.

Teams of personnel will be dispatched as soon as possible to assess the nature, severity, and extent of the situation. The teams may include personnel from:

- City of Banning Public Works;
- City of Banning Police;
- Riverside County Public Health;
- Riverside County Public Social Services (Care and Shelter);
- American Red Cross Damage Assessment Teams;
- Transportation and Land Management Agency (Department of Building & Safety);
- Environmental Health;
- Public Social Services (Care and Shelter); and
- Radio Amateur Civil Emergency Services (RACES) operators;

Assessment teams will accomplish the assessments by conducting ground surveys, which will require the observation and reporting of damage, casualties, and status of affected areas. The survey should also include the inspection of and reporting on facilities essential to public welfare, safety, and sheltering. A sample Damage

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Assessment organization chart is depicted below. The Damage Assessment teams may be comprised of various city, agency or volunteer groups.

This is followed by a detailed assessment of damage during the recovery phase. This detailed assessment provides the basis for determining the type and amount of State and/or Federal financial assistance available for recovery.

Documentation is the key to recovering emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

Under the State Natural Disaster Assistance Act (NDAA), documentation is required for damage sustained to public buildings, levees, flood control works, irrigation works, county roads, city/town streets, bridges, and other public works.

Program and Type of Assistance	Local	State	Federal	Program Implementation Criteria
FMAF - fire suppression	No	No	Yes	The uncontrolled fire must threaten such destruction as would constitute a major disaster.
State PA - Director's Concurrence: restoration of public infrastructure only	Yes	No	No	The event must be beyond the control /capabilities of the local jurisdiction.
State PA- Governor's Proclamation: response and restoration costs	Yes	Yes	No	The event must be beyond the control /capabilities of the local jurisdiction.
Federal PA - Major Disaster: response and restoration costs	Yes	Yes	Yes	The state must request within 30 days of the occurrence; demonstrate that necessary actions are beyond the state's capability and damages must meet the per capita threshold and/or other criteria defined in federal regulations.
Federal PA - Emergency response costs only	Yes	Yes	Yes	The state must request within 5 days after the need becomes apparent; must demonstrate that effective response is beyond the state's capability and that federal assistance is necessary to save lives and protect health, safety and property.
Federal IHP: grants individuals for necessary expenses or serious needs	Yes	Yes	Yes	May be implemented upon a Presidential declaration. There is no set threshold; however, FEMA considers such criteria as concentration of damages, trauma, special populations, etc.
SSGP: supplemental grants beyond IHP	Yes	Yes	Yes	Administered by DSS and only implemented when Federal IHP is activated.

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SBA EIDL: working capital loans for small businesses	No	No	Yes	May be independently implemented when at least 5 small businesses have suffered economic injury and other assistance is not otherwise available; may be implemented under a USDA designation, and may be implemented under SBA physical declarations.
SBA Physical Disaster Loan Program: real and personal property loans	No	No	Yes	May be independently implemented when at least 25 homes and/or 3 businesses have suffered 40% uninsured losses; may also be implemented upon a Presidential declaration.
USDA Disaster Designation: crop production loss loans	No	No	Yes	May be made available to farmers/ranchers who have suffered at least 30% crop production loss or a physical loss to livestock products, real estate or chattel property. USDA can implement this program when requested by OES on behalf of a local agricultural commissioner or local government authority.
Crisis Counseling Programs: referral services and short-term counseling	Yes	Yes	Yes	Funded by FEMA and administered by DMH to provide short or long term (up to 9 months) benefits.
Disaster Unemployment Assistance: weekly benefits	Yes	Yes	Yes	May be implemented by the Department of Labor upon a Presidential declaration to provide up to 26 weeks of unemployment benefits.

9.4 AFTER-ACTION REPORTING

The after-action report serves as a source for documenting emergency response activities, identifying areas of success and concern, and for developing a work plan for implementing improvements.

The after-action report provides, at a minimum, the following:

- Response actions taken
- Necessary modifications to plans and procedures
- Training needs
- Recovery activities to date



The after-action report is a composite document for all Emergency Support Functions, providing a broad perspective of the incident and referencing more detailed documents. It includes an overview of the incident, enclosures, and addresses specific areas of the response as necessary

9.5 Roles of Other Agencies

9.5.1 Federal Government

The FEMA Regional Director is responsible for hazard recovery and mitigation actions under the terms of the Federal/State Agreement. The Regional Director shall:

- Provide for a Joint Federal/State/Local Hazard Mitigation Team to survey the disaster affected area as soon as possible following a major disaster or emergency declaration by the President and to accomplish hazard mitigation planning in accordance with Federal/State Agreement;
- Appoint a Hazard Mitigation Coordinator (HMC) to:
 - a. Serve on the Federal/State Hazard Mitigation Team, and
 - b. Confer with local, State and Federal officials concerning these hazards and hazard mitigation measures;
- Ensure that the ultimate benefits to be gained through effective hazard mitigation programs are not diminished;
- Provide technical advice and assistance;
- Encourage State and local governments to adopt safe land use practices and construction standards;
- Ensure that FEMA and other Federal efforts are supplemental to local and State efforts;
- Encourage initiative by State and local governments;
- Take actions required by FEMA Floodplain Management Regulations (as applicable for flood disasters).

Depending on the type of emergency, other Federal agencies may be involved in the recovery operations.

9.5.2 State Office of Emergency Services

A representative of State OES will be appointed by the Governor to act in the capacity of the Governor's Authorized Representative (GAR), who will be responsible for State performance of hazard mitigation activities under the Federal/State Agreement. The GAR, in coordination with the FEMA Regional Director, shall:

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- Appoint a State Hazard Mitigation Coordinator (SHMC) to serve on the Federal/State Hazard Mitigation Team, and
- Arrange for State and local participation in Federal-State survey and hazard mitigation planning in disaster affected areas.

9.5.3 Federal Documentation Requirements

Under Federal disaster assistance programs, documentation must be obtained regarding damage sustained to:

- Roads;
- Water control facilities;
- Public buildings and related equipment;
- Public utilities;
- Facilities under construction;
- Recreational and park facilities;
- Educational institutions; and
- Certain private non-profit facilities.

The documented information should include the location and extent of damage and estimates of costs for debris removal, emergency work, and repairing or replacing damaged facilities to pre-disaster condition.

The cost of compliance with building codes for new construction, repair, and restoration will also be documented. The cost of improving facilities may be included under Federal mitigation programs.

As noted previously, documentation is the key to recovering expenditures related to emergency response and recovery operations. Documentation must begin at the field response level and continue throughout the operation of the EOC as the disaster unfolds.



SECTION 10: MITIGATION PHASE OPERATIONS

As noted in Section 5 of this EOP, the City of Banning participated as a “submitting jurisdiction” in the Riverside County Multi-Jurisdictional Local Hazard Mitigation Plan (LHMP) that was approved by FEMA and State OES in May 2005. The County’s LHMP provides a detailed identification and analysis of the hazards faced by Riverside County. Section 5 of this EOP provides a summary of information specific to the City of Banning that is contained in the LHMP.

Hazard mitigation is defined as any action taken to reduce or eliminate the long-term risk to human life and property from natural or man-made hazards. Section 409 of Public Law 93 288 requires that the State or local government recipients of Federal aid evaluate the natural hazards of the area in which the aid is to be used and take action to mitigate them, including safe land use and construction practices.

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

- Prevention;
- Property protection;
- Public education and awareness;
- Natural resource protection;
- Emergency services; and
- Structural projects.

After a disaster, hazard mitigation actions will need to be coordinated and employed in all activities by the City, in cooperation with all other local jurisdictions and special districts in order to ensure a maximum reduction of vulnerability to future disasters. The City will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing or reconstructing them during long-term recovery operations. In addition, consideration might be given to other mitigation activities such as zoning variances, building codes, plan reviews, seismic safety elements, and other land use planning techniques.



10.1 Mitigation Phase Management Approach

Mitigation activities in the City of Banning are coordinated by City Emergency Services and are implemented under the normal City management structure.

10.2 Short-Term Mitigation

The objectives of short-term mitigation activities are the identification of hazards following an emergency or major disaster, and accomplishment of appropriate hazard mitigation measures. The FEMA Regional Director and California OES shall ensure compliance with these objectives as a condition for Federal loans or grants.

10.2.1 Surveys

Local, State, and Federal preliminary damage assessments (PDA) may identify major hazards and opportunities for hazard mitigation activities prior to a declaration of an emergency. Project Worksheets (PWs) shall include identification of hazards and shall recommend mitigation measures to be incorporated into the repair work.

The Federal/State Hazard Mitigation Team shall review applicable land use regulations, construction standards, and other appropriate hazard mitigation measures. Utilizing information from preliminary damage assessments, PWs, and all other readily available pertinent information, the team shall visit the sites of significant damage and shall evaluate all hazards at those sites. For each identified significant hazard, the team shall include appropriate recommendations of hazard mitigation measures in its final report.

10.2.2 Mapping

The Federal/State Hazard Mitigation Team shall verify the impact of the major disaster on disaster frequencies computed prior to the major disaster and shall consider the advisability of redefining boundaries of high-hazard areas as a result of their findings. The team shall make recommendations to the FEMA Regional Director and the GAR on any needs for new mapping or re-mapping of high hazard areas.

10.3 Long-Term Mitigation

The following measures are part of the long-term mitigation plan. Specific mitigation measures and projects are identified in the Riverside County Multi-Jurisdictional LHMP.

10.3.1 Prevention

Prevention measures are implemented to keep a hazard risk from increasing and to ensure that new development does not increase hazard losses. Prevention projects are designed to guide development away from hazardous areas through the use of planning and zoning, land development regulations, and open space preservation.



Following a major disaster or emergency declaration, the City has the responsibility for adopting or updating, as necessary, appropriate construction standards and enforcing them. The City may request State or Federal technical advice or assistance in taking these actions.

Prevention measures may also include infrastructure upgrades and maintenance, such as improved storm water management or other Public Works projects.

10.3.2 Property Protection

A second category of mitigation measures is property protection. This consists of projects to directly protect people and projects at risk. This may include modifications to existing structures to increase their hazard resistance or may involve relocating and/or rebuilding existing structures. Property protection measures may be implemented by private property owners or on a cost-sharing basis.

10.3.3 Public Education and Awareness

Public education and awareness is another category of hazard mitigation projects. This consists of informing the public about the existence of local hazards and advising them on how they can take steps to reduce damages and injuries. Public information projects may be directed towards local residents, businesses, or visitors.

10.3.4 Natural Resource Protection

Natural resource protection mitigation projects are designed to reduce hazard effects and improve the quality of the environment and wildlife habitats. Examples of natural resource protection projects include erosion and sediment control and wetlands protection.

10.3.5 Emergency Services

Mitigation projects may also be developed to protect the City infrastructure that is required as part of the overall emergency response capability. This may include protection and hardening of critical facilities such as the EOC and other key response facilities. It may also include protecting and upgrading the warning and communications capabilities of the City.

10.3.6 Structural Projects

The final category of mitigation measures consists of structural projects that directly protect people and property. These involve the construction or improvement of man-made structures that are designed to directly control hazards such as reservoirs, levees and seawalls, diversions, channel modifications, and storm sewers.



SECTION 11: LEGAL CITATIONS

The following sections contain excerpts from various City, County, and State codes that are referenced in Part 1 of this EOP

11.1 States of Emergency

11.1.1 California Government Code, Section 8630 – 8634

Local Emergency:

8630. (a) A local emergency may be proclaimed only by the governing body of a city, county, or city and county, or by an official designated by ordinance adopted by that governing body.

(b) Whenever a local emergency is proclaimed by an official designated by ordinance, the local emergency shall not remain in effect for a period in excess of seven days unless it has been ratified by the governing body.

(c) (1) The governing body shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency. However, in no event shall a review take place more than 21 days after the previous review.

(2) Notwithstanding paragraph (1), if the governing body meets weekly, it shall review the need for continuing the local emergency at least every 14 days, until the local emergency is terminated.

(d) The governing body shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant.

8631. In periods of local emergency, political subdivisions have full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements therefore.

8632. State agencies may provide mutual aid, including personnel, equipment and other available resources, to assist political subdivisions during a local emergency or in accordance with mutual aid agreements or at the direction of the Governor.

8633. In the absence of a state of war emergency or state of emergency, the cost of extraordinary services incurred by political subdivisions in executing mutual aid agreements shall constitute a legal charge against the state when approved by the Governor in accordance with orders and regulations promulgated as prescribed in Section 8567.

8634. During a local emergency the governing body of a political subdivision, or officials designated thereby, may promulgate orders and regulations necessary to provide for the protection of life and property, including orders or regulations imposing a curfew within designated boundaries where necessary to preserve the public order and safety. Such

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orders and regulations and amendments and rescissions thereof shall be in writing and shall be given widespread publicity and notice.

The authorization granted by this chapter to impose a curfew shall not be construed as restricting in any manner the existing authority of counties and cities and any city and county to impose pursuant to the police power a curfew for any other lawful purpose.

11.1.2 California Government Code, Section 8625 – 8629

State of Emergency:

8625. The Governor is hereby empowered to proclaim a state of emergency in an area affected or likely to be affected thereby when:

(a) He finds that circumstances described in subdivision (b) of Section 8558 exist; and either

(b) He is requested to do so (1) in the case of a city by the mayor or chief executive, (2) in the case of a county by the chairman of the board of supervisors or the county administrative officer; or

(c) He finds that local authority is inadequate to cope with the emergency.

8626. Such proclamation shall be in writing and shall take effect immediately upon its issuance. As soon thereafter as possible such proclamation shall be filed in the office of the Secretary of State.

The Governor shall cause widespread publicity and notice to be given such proclamation.

8627. During a state of emergency the Governor shall, to the extent he deems necessary, have complete authority over all agencies of the state government and the right to exercise within the area designated all police power vested in the state by the Constitution and laws of the State of California in order to effectuate the purposes of this chapter. In exercise thereof, he shall promulgate issue and enforce such orders and regulations, as he deems necessary, in accordance with the provisions of Section 8567.

8627.5. (a) The Governor may make, amend, or rescind orders and regulations during a state of emergency that temporarily suspend any state, county, city, or special district statute, ordinance, regulation, or rule imposing non-safety related restrictions on the delivery of food products, pharmaceuticals, and other emergency necessities distributed through retail or institutional channels, including, but not limited to, hospitals, jails, restaurants, and schools. The Governor shall cause widespread publicity and notice to be given to all of these orders and regulations, or amendments and rescissions thereof.

(b) The orders and regulations shall be in writing and take effect immediately on issuance. The temporary suspension of any statute, ordinance, regulation, or rule shall remain in effect until the order or regulation is rescinded by the Governor, the Governor proclaims the termination of the state of emergency, or for a period of 60 days, whichever occurs first.

8628. During a state of emergency the Governor may direct all agencies of the state government to utilize and employ state personnel, equipment, and facilities for the performance of any and all activities designed to prevent or alleviate actual and

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threatened damage due to the emergency; and he may direct such agencies to provide supplemental services and equipment to political subdivisions to restore any services which must be restored in order to provide for the health and safety of the citizens of the affected area. Any agency so directed by the Governor may expend any of the moneys which have been appropriated to it in performing such activities, irrespective of the particular purpose for which the money was appropriated.

8629. The Governor shall proclaim the termination of a state of emergency at the earliest possible date that conditions warrant. All of the powers granted the Governor by this chapter with respect to a state of emergency shall terminate when the state of emergency has been terminated by proclamation of the Governor or by concurrent resolution of the Legislature declaring it at an end.

11.1.3 California Government Code, Section 8620 – 8624

State of War Emergency:

8620. During a state of war emergency the Governor shall have complete authority over all agencies of the state government and the right to exercise within the area or regions designated all police power vested in the state by the Constitution and laws of the State of California in order to effectuate the purposes of this chapter. In exercise thereof he shall promulgate, issue, and enforce such orders and regulations, as he deems necessary for the protection of life and property, in accordance with the provisions of Section 8567.

8621. During a state of war emergency every department, commission, agency, board, officer, and employee of the state government and of every political subdivision, county, city and county, or city, public district, and public corporation of or in the state is required to comply with the lawful orders and regulations of the Governor made or given within the limits of his authority as provided for herein.

Every such officer or employee who refuses or willfully neglects to obey any such order or regulation of the Governor, or who willfully resists, delays, or obstructs the Governor in the discharge of any of his functions hereunder, is guilty of a misdemeanor. In the event that any such officer or employee shall refuse or willfully neglect to obey any such order or regulation, the Governor may by his order temporarily suspend him from the performance of any and all the rights, obligations, and duties of his office or position for the remainder of the period of the state of war emergency, and the Governor may thereupon designate the person who shall carry on the rights, obligations, and duties of the office or position for the duration of such suspension.

8622. During a state of war emergency, the Governor, any state agency, or any agency acting under the authority of this chapter may exercise outside the territorial limits of this state any of the powers conferred upon him or it by or pursuant to this chapter.

8623. During a state of war emergency, any person holding a license, certificate, or other permit issued by any state evidencing the meeting of the qualifications of such state for professional, mechanical, or other skills, may render aid involving such skill to meet the emergency as fully as if such license, certificate, or other permit had been

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issued in this state if a substantially similar license, certificate, or other permit is issued in this state to applicants possessing the same professional, mechanical, or other skills.

8624. (a) Whenever it appears that a state of war emergency will continue for more than seven days, the Governor shall call a meeting of the Emergency Council not later than the seventh day.

(b) All of the powers granted the Governor by this chapter with respect to a state of war emergency shall terminate when:

(1) The state of war emergency has been terminated by proclamation of the Governor or by concurrent resolution of the Legislature declaring it at an end; or

(2) The Governor has failed to call a meeting of the Emergency Council within the period prescribed in subdivision (a) of this section; or

(3) The Governor has not within 30 days after the beginning of such state of war emergency issued a call for a special session of the Legislature for the purpose of legislating on subjects relating to such state of war emergency, except when the Legislature is already convened with power to legislate on such subjects.

11.1.4 Riverside County Emergency Services Ordinance 533.5

ARTICLE III. EMERGENCY MANAGEMENT ORGANIZATION

Section 3.1. The Riverside County "Emergency Management Organization" consists of all officers and employees of the County of Riverside, its agencies, and of the cities and special districts of Riverside County, together with all volunteers and all groups, organizations and persons commandeered under the provisions of the California Emergency Services Act and this ordinance, with all equipment and material publicly owned, volunteered, commandeered or in any way under the control of the aforementioned personnel, for the support of the aforementioned personnel in the conduct of emergency operations.

Section 3.2. The Riverside County Emergency Management Organization shall be activated, and function only:

- a. Upon the existence of a "State of War Emergency";
- b. Upon the declaration by the Governor of the State of California, or of persons authorized to act in his/her stead, of a "State of Emergency" affecting and including Riverside County; or
- c. Upon the declaration of a "Local Emergency" by the Board of Supervisors of Riverside County, or by persons herein authorized to act in its stead.
- d. Upon the declaration of a "Public Health Emergency" by the Board of Supervisors of Riverside County, or by persons herein authorized to act in its stead.
- e. Two or more cities within the Operational Area have declared or proclaimed a local emergency.
- f. The Operational Area is requesting resources from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements providing for the exchange or furnishing of certain types of

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facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement;

- g. The Operational Area has received resource requests from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement.

Section 3.3. The Emergency Management Organization shall be composed of such elements as are provided for in the County of Riverside Emergency Operations Plan. The Emergency Operations Plan shall provide for the organization of the Emergency Management Organization, utilizing the concepts of the Standardized Emergency Management System (SEMS). The Officers of the County of Riverside shall have the duty and authority to plan for the mobilization, operation and support of that segment of the Emergency Management Organization for which each is responsible as provided for in the Emergency Plan.

ARTICLE IV. DISASTER COUNCIL

Section 4.1. The Chair of the Board of Supervisors shall serve as the Chair of the Disaster Council.

Section 4.2. The line of succession for Chair of the Board In their absence, or upon their inability to act, the Chair of the Board shall automatically be succeeded as Chair of the Disaster Council by the following officials in the order named:

- a. Vice-Chair, Board of Supervisors;
- b. Remaining County Supervisors in the sequence of the numbers of their respective Supervisorial Districts, unless said Board shall otherwise determine;
- c. Standby Officers are excluded from the line of succession for the Chairman of the Board of Supervisors, unless said Board shall otherwise determine.

Section 4.3. The Riverside County Disaster Council consists of the following persons:

- a. Chairperson - Board of Supervisors
- b. Disaster Council Chair of each incorporated city in Riverside County;
- c. County Executive Officer
- d. District Attorney
- e. County Counsel
- f. Director - DPSS
- g. County Fire Chief
- h. Sheriff
- i. CHA Director
- j. Director - Human Resources
- k. Director - County Flood Control
- l. Director – TLMA
- m. Director – Public Health

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- n. Director – Mental Health
- o. Additional members may be appointed by the Board of Supervisors and may include:
 - 1. Military Representative
 - 2. County Superintendent of Schools
 - 3. The American Red Cross
 - 4. Such additional individuals or businesses of Riverside County as the Board of Supervisors may appoint as "members at large".
- n. The Deputy Director, Office of Emergency Services or designee shall be the Secretary and provide technical guidance.

Section 4.4. The Disaster Council shall have power to:

- a. Elect a Vice-Chair and such other officers as it shall deem necessary;
- b. Enact its own rules of procedures;
- c. Review and recommend for adoption to the Board of Supervisors those emergency and mutual aid plans, agreements, ordinances, resolutions, and regulations as it shall deem necessary to implement such plans and agreements, and any necessary amendments to those documents.

Section 4.5 Additional duties of the Disaster Council include:

- a. Assess and coordinate disaster related training relating specifically to the unincorporated areas of the County of Riverside.
- b. Develop plans for meeting any condition constituting a local emergency or state of emergency, including, but not limited to, earthquakes, natural, or manmade disasters.
- c. Evaluate the potential hazards within the County and assist in the development of response plans relating to those hazards.
- d. Review and approve the County of Riverside Emergency Operations Plan.
- e. Develop and approve plans providing for the effective mobilization of all of the resources within the political subdivision, both public and private.
- f. By ordinance, provide for the organization, powers and duties, divisions, services, and staff of the County's emergency organization.
- g. Act as an advisory board to the EOC Policy Group during a declared disaster as deemed necessary by the Chairperson of the Board or the Director of Emergency Services.
- h. Certify Disaster Service Workers through the County Office of Emergency Services under authority of Section 3211.9 of the California Labor Code.

Section 4.6. The Disaster Council shall meet annually or upon call of the Chair, or in his/her absence or inability to call such a meeting, upon the call of the Vice-Chair.

Section 4.7. During a "State of War Emergency", "State of Emergency" or a "Local Emergency", the Chair of the Disaster Council or the Director of Emergency Services may call upon the Disaster Council to meet with the EOC Policy Group to act as an advisory group on issues as determined by the Director of Emergency Services or the Disaster Council Chair.

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ARTICLE V. DIRECTOR OF EMERGENCY SERVICES

Section 5.1. The Director of Emergency Services shall mean that person designated in a resolution adopted pursuant to Government Code Section 8610 by the Board of Supervisors to provide direction and control of the Riverside County Emergency Organization, during times of emergency or disaster. The County Chief Executive Officer shall be the Director of Emergency Services.

Section 5.2. The line of succession for the Director of Emergency Services, in the absence of the County Chief Executive Officer, or inability to act, shall automatically be succeeded by the following officials in the order named. A designee may not fill the position of Director of Emergency Services without the approval of the County Chief Executive Officer or the Chair of the Board of Supervisors.

- a. Assistant County Chief Executive Officer
- b. Sheriff
- c. County Fire Chief
- d. Public Health Officer
- e. Director - TLMA
- f. Director - Public Social Services (Welfare)

Section 5.3. The Director of Emergency Services shall have the following powers and duties:

- a. To make key appointments, subject to the approval of the Board of Supervisors, within the Emergency Management Organization;
- b. Request the Board of Supervisors to proclaim the existence of a "Local Emergency" if said Board is in session, or to issue such proclamation if said Board is not in session. Whenever a "Local Emergency" is proclaimed by the Director of Emergency Services, the Board of Supervisors shall take action to ratify the proclamation within seven days thereafter or the proclamation shall have no further force or effect;
- c. During the existence of "State of War Emergency", or the proclaimed existence of a "State of Emergency" or a "Local Emergency" affecting Riverside County or the Riverside County Operational Area to:
 1. Control and direct the activities of the Riverside County Emergency Management Organization;
 2. Use all County resources for the preservation of life and property and to reduce the effects of emergency;
 3. Resolve questions of authority and responsibility that may arise in emergency operations;
 4. Obtain vital supplies, equipment and other resources needed for the preservation of life and property by either binding the County for the fair value thereof or by commandeering same;
 5. To delegate to elected and appointed officials of the County of Riverside such duties and authorities as he deems necessary;

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6. To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by any conditions proclaimed as provided herein;
7. To require emergency services of any county officer or employee, and to command the aid of as many citizens of the County of Riverside as the Director deems necessary in the execution of his/her duties;
8. To exercise complete authority over the County and to exercise all police power vested in the County by the Constitution and general laws;
9. In addition to the powers granted herein, the Director of Emergency Services shall have such powers incidental to the performance of said duties as shall be necessary to allow for the carrying out of the Emergency Plan of the County of Riverside, it being the intent that the enumerated powers herein are not intended to be limitations upon the Director's powers.

ARTICLE VI. RESPONSIBILITIES OF THE FIRE CHIEF

Section 6.1. The Fire Chief, through the Deputy Director, Office of Emergency Services (or designee), shall, prior to the existence of a "Local Emergency":

- a. Support and coordinate the activities of Operational Area, the Operational Area Planning Committee, and its subcommittees;
- b. Develop, coordinate, and bear primary responsibility for basic planning to provide for the use of all governmental entities, resources and equipment; all commercial and industrial resources; and all such special groups, bodies and organizations as may be needed to support disaster operations;
- c. Develop and coordinate such emergency training programs and exercises as may be needed;
- d. Develop and coordinate a public information program designed for self-protection;
- e. Coordinate planning and training with federal, state, and other county and city emergency agencies, Red Cross, and with appropriate elements of the Armed Forces;
- f. Develop such standby ordinances, rules and regulations as planning may dictate as being necessary and shall bring said instruments to the Board of Supervisors, recommending their enactment;
- g. Recommend to the Riverside County Disaster Council matters for consideration within the purview of said Council's responsibilities;
- h. Recommend to the Board of Supervisors matters of policy for consideration insofar as they relate to the planning process for emergency services;
- i. Assign duties and authorities to personnel of the Office Emergency Services;
- j. Implement the Standardized Emergency Management System (SEMS) as the method of organization in all said plans and activities;
- k. Ensure that the County's Emergency Plan is kept up to date, and that current emergency management concepts are applied.

Section 6.2. During a "State of War Emergency" or of a "State of Emergency" or "Local Emergency" affecting Riverside County, the Fire Chief, through the Deputy Director,

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Office of Emergency Services shall:

- a. Serve as staff advisor to the Director of Emergency Services and the EOC Policy Group;
- b. Recommend to said Director of Emergency Services operating decisions and policies in the operation of the County Emergency Management Organization;
- c. Provide for the coordination and facilitation of personnel and materiel resources as directed by said Director of Emergency Services;
- d. Perform such duties, in the scope of disaster management, as may be assigned by said Director of Emergency Services.

ARTICLE VIII. COUNTY OFFICE OF EMERGENCY SERVICES

Section 7.1. There is hereby created the Riverside County Fire Department, Office of Emergency Services, which is responsible for the administration of all matters relating to the County's emergency management program to include the plan writing and review of the County's Emergency Operations Plan.

Section 7.2. There is hereby established the position of Deputy Director, Office of Emergency Services (OES) which shall be filled by appointment by the Fire Chief and ratified by the Board of Supervisors.

- a. This position shall administer the day-to-day activities of the County Office of Emergency Services and will be responsible to ensure emergency management duties under the State Office of Emergency Services (OES) and Federal Emergency Management Agency (FEMA) guidelines are applied wherever applicable;
- b. The County Fire Chief, the Deputy Director, the County Chief Executive Officer, shall act as "applicant agent" to the State Office of Emergency Services or Federal Emergency Management Agency;
- c. The Deputy Director, OES shall report to the County Fire Chief;
- d. The Deputy Director, OES, or a designated member of his/her staff, will attend any multi-agency coordination meetings to provide the briefing on the nature and scope of the disaster, the progress made to date on control measures and the status of available resources;
- e. The Deputy Director, OES, or designed staff member will serve as a technical advisor to the Riverside County Director of Emergency Services and any multi-agency coordination meetings.

ARTICLE VII. RIVERSIDE COUNTY OPERATIONAL AREA

Section 8.1. The "Riverside County Operational Area" is an intermediate level of the state emergency services organization consisting of the County of Riverside, all political subdivisions, and those special districts that have signed an agreement and become part of the Operational Area within the geographic boundaries of Riverside County. The "Riverside County Operational Area" is used for the coordination of emergency activities and to serve as the link in the system of communications and coordination between the state's emergency operation centers and the emergency operation centers of the county

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and the political subdivisions comprising the "Riverside County Operational Area".

Section 8.2. The county government shall serve as the lead agency of the "Riverside County Operational Area" unless another member agency of the operational area assumes that responsibility by written agreement with county government.

Section 8.3. The operational area authority and responsibility under the Standardized Emergency Management System shall not be affected by non-participation of any local government(s) within the operational area.

Section 8.4. As the lead agency, the county government shall:

- a. Coordinate information, resources and priorities among local governments within the operational area.
- b. Coordinate information, resources and priorities between the regional level and the local government level. Coordination of fire and law enforcement resources shall be accomplished through their respective mutual aid systems.
- c. Use multi-agency coordination to facilitate decisions for overall operational level emergency response activities.
- d. Provide for an Operational Area EOC, which may be co-located with the County EOC.
- e. Coordinate resources within the county not covered by normal law or fire mutual aid.

Section 8.5. The Operational Area EOC shall be activated and SEMS used when any of the following conditions exist:

- a. A local government within the Operational Area has activated its EOC and requested activation of the Operational Area EOC to support emergency operations;
- b. Two or more cities within the Operational Area have declared or proclaimed a local emergency;
- c. The county and one or more cities have declared or proclaimed a local emergency;
- d. A city, city and county, or county has requested a governor's proclamation of a state of emergency, as defined in Government Code Section 8558(b);
- e. A state of emergency is proclaimed by the governor for the county or two or more cities within the Operational Area;
- f. The Operational Area is requesting resources from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements providing for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement;
- g. The Operational Area has received resource requests from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement.

Section 8.6. The Operational Area Planning Committee (OAPC) is established by the

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Board of Supervisors to oversee the activities of the Riverside County Operational Area. Membership in the committee shall consist of designated County Departments, all cities within Riverside County, and all Special Districts who have signed an Operational Area Agreement. The OAPC shall establish a set of by-laws governing membership, voting, and grant review and funding policies.

Section 8.7. The Operational Area Planning Committee is responsible for the oversight of all grant funds directed to the Operational Area from various federal and state agencies sources. The Operational Area Planning Committee shall establish subcommittee(s) as needed to determine the scope of these grants, the method of distribution of these funds, and to review and approve requests for these funds.

ARTICLE IX. POWERS OF SUCCESSION

Section 9.1. Each person who shall succeed to each position of office as provided herein, and as provided in the Emergency Operations Plan of the County of Riverside, shall assume all of the powers and duties of the office succeeded to immediately upon such succession.

ARTICLE X. ORDERS OF MEMBERS

Section 10.1. During the existence of a "State of War Emergency" or a proclaimed "State of Emergency" or "Local Emergency" affecting Riverside County, each member of the County Emergency Management Organization shall have authority to require that all persons shall follow reasonable orders given within the scope of functions in order to execute the Emergency Plan of the County of Riverside, and the willful failure of any person to follow such reasonable order or orders shall be a misdemeanor punishable by a fine of not more than \$1,000.00 or by imprisonment for not more than 6 months or both.

ARTICLE XI. CONTINUITY OF GOVERNMENT

Section 11.1. The line of succession for key personnel of the government of the County of Riverside shall be:

- a. In the absence of the Chair of the Board of Supervisors, or upon inability to act, the Chair of the Board shall automatically be succeeded by the following officials in the order named:
 1. Vice-Chairman of the Board of Supervisors
 2. The remaining County Supervisors followed consecutively in the sequence of the numbers of their respective Supervisorial Districts
- b. Standby Officers are excluded from the line of succession for the Chairman of the Board of Supervisors.
- c. For other elected officials, in order of descending authority among existing subordinates, and thereafter as provided by the Board of Supervisors.

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Section 11.2. Standby Officers

- a. Each member of the Board of Supervisors, pursuant to Section 8638 of the Government Code, has the authority to appoint one to three standby officers to act as a successor for that member of the Board.
- b. Standby Officers shall be appointed yearly.
- c. If more than one Standby Officer is appointed by a Board member, the Standby Officers shall be designated as successor 1, 2, and 3.
 1. Standby Offices shall succeed their Board member based on their designation.
- d. In accordance with Section 8640 of the Government Code, each Standby Officer shall take an oath of office required for the position they have been selected for as a successor.

Section 11.3. The City of Indio is hereby designated as the alternate seat of government for the County of Riverside. The alternate seat shall be used at the determination of the Board of Supervisors or the Director of Emergency Services when there is no ability to continue with County business from a location within the general jurisdiction of the City of Riverside due to war or peacetime emergencies. If the alternate seat for the County of Riverside is activated, all business of the County transacted there shall be legal and binding as if transacted at the county seat.

Section 11.4. Two emergency operating centers shall be maintained to meet emergency contingencies, and shall be maintained in accordance with Board Policy H-14. One of these is to be located at the county seat and the other at the alternate seat of government.

ARTICLE XII. EMERGENCY PROCLAMATIONS

Section 12.1. By resolution adopted pursuant to this Article, the Board of Supervisors shall designate a Director of Emergency Services. The Director of Emergency Services shall have the power to declare a proclamation of a "State of Emergency" or "Local Emergency".

Section 12.2. If the Board of Supervisors is in session, the Director of Emergency Services shall request that the Board of Supervisors proclaim the existence or threatened existence of a "local emergency," and recommend that the Board of Supervisors request that the Governor proclaim a "state of emergency" when, in the opinion of the Director of Emergency Services, the locally available resources are inadequate to cope with the emergency.

Section 12.3. In the event the Board of Supervisors is not in session, the Director of Emergency Services shall have the authority to issue a proclamation of a "local emergency".

Section 12.4. Whenever the Director of Emergency Services proclaims a "Local Emergency", the Board of Supervisors shall take action to ratify the proclamation within

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seven days thereafter or the proclamation shall have no further force or effect.

Section 12.5. The Board of Supervisors must review, at least every 14 days, the continuing existence of the emergency. They must also terminate the emergency declaration at the earliest possible date that conditions warrant.

ARTICLE XIII. POWERS AND AUTHORITY OF THE COUNTY HEALTH OFFICER

Section 13.1. The County Health Officer may declare a "Public Health Emergency" in the County or any area in the County when there has been a event as described in Section 2.1 (l) of this ordinance and/or as defined in Section 101080 of the California Health and Safety Code and health officer reasonably determines that the event is an immediate threat to the public health, the local health officer may declare a public health emergency in the county or any area thereof affected by the threat to the public health.

Section 13.2. The "Public Health Emergency" declaration shall not remain in effect for a period in excess of seven days unless the board of supervisors has ratified it.

Section 13.3. The Board of Supervisors shall review, at least every 14 days until the local health emergency is terminated, the need for continuing the local health emergency and shall proclaim the termination of the local health emergency at the earliest possible date that conditions warrant the termination. They must also terminate the declaration at the earliest possible date that conditions warrant.

Section 13.4. Section 101040 of the California Government Code states that the County Health Officer may take any preventive measure that may be necessary to protect and preserve the public from any public health hazard during any "state of war emergency," "state of emergency," or "local emergency," as defined by Section 8558 of the Government Code, within his or her jurisdiction. "Preventive measure" means abatement, correction, removal, or any other protective step that may be taken against any public health hazard that is caused by a disaster and affects the public health. Funds for these measures may be allowed pursuant to Sections 29127 to 29131, inclusive, and 53021 to 53023, inclusive, of the Government Code, and from any other money appropriated by a County Board of Supervisors or a City governing body to carry out the purposes of Section 101040. The County Health Officer, upon consent of the County Board of Supervisors or a City governing body, may certify any public health hazard resulting from any disaster condition if certification is required for any Federal or State disaster relief program.

Section 13.5. The County Health Officer shall manage the event in accordance with the Standardized Emergency Management System (SEMS), which is the official statewide method for disaster response management. According to the Emergency Services Act section 8607 (e) (1), "each local agency, in order to be eligible for any funding of response-related costs under disaster assistance programs, shall use the standardized

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emergency management system to coordinate multiple jurisdiction or multiple agency operations."

Section 13.6. The County Health Officer shall establish a line of succession for the position of County Health Officer.

Section 13.7. In the absence of a County Health Officer or designee, the County Director of Emergency Services shall act as and have the authority of the County Health Officer.

ARTICLE XIV. PENALTIES

Section 14.1. It shall be a misdemeanor and shall be punishable by a fine of not more than \$1,000 or by imprisonment for not more than 6 months, or both, for any person during an emergency:

- a. Willfully to obstruct, hinder or delay any member of the Riverside County Emergency Management Organization in the enforcement of any lawful rule, regulation or order issued pursuant to this ordinance, or in the performance of any duty imposed upon by virtue of this ordinance;
- b. To do any act forbidden by any lawful rule, regulation or order issued pursuant to this ordinance; if such act is of such a nature as to give, or be likely to give, assistance to the enemy, or to imperil life or property, or to prevent, hinder, or delay the defense or protection of person or property;
- c. To wear, carry or display, without authority, any means of identification specified by the County of Riverside and/or disaster agencies of the Federal or State Governments.

ARTICLE XV. SEVERABILITY

Section 15.1. If any provision of this chapter or application thereof to any person or circumstances is held invalid, such invalidity shall not affect other provisions or applications, and to this and the provisions of this chapter are declared to be severable.

Adopted: 533 Item 37 of 08/24/1771 (Eff: 09/23/1971)
Amended: 533.1 Item 6.1 of 06/10/1975 (Eff: 07/10/1975)
533.2 Item 3.4 of 07/02/1985 (Eff: 08/01/1985)
533.3 Item 3.9 of 11/15/1988 (Eff: 12/15/1988)
533.4 Item 3.4 of 08/15/1995 (Eff: 09/14/1995)
533.5 Item 3.52 of 08/23/2005 (Eff: 09/21/2005)



11.1.5 City of Banning Emergency Services Ordinance 1378

AMENDING CHAPTER 6A OF THE BANNING ORDINANCE CODE RELATING TO DISASTER OPERATIONS AND RELIEF

BE IT ORDAINED, by the City Council of the City of Banning as follows:

SECTION 1. Chapter 6A of the Banning Ordinance Code is hereby
deleted in its entirety and replaced by the following:

"CHAPTER 6A

DISASTER OPERATIONS AND RELIEF

Sec. 6A-1. Purpose

The purpose of this chapter is to provide for the preparation and carrying out of plans for the protection of persons and property within the City in the event of an emergency, including the direction of the emergency organization and the coordination of the emergency functions of this City, with all other public agencies, corporations, organizations and affected private persons.

Sec. 6A-2. Definitions

As used in this chapter, "emergency" shall mean the actual or threatened existence of conditions of disaster or of extreme peril to the safety of persons and property within this City caused by such conditions as air pollution, fire, flood, storms, epidemic, riot, earthquake, or other conditions, including conditions resulting from a labor controversy, which conditions are or likely to be beyond the control of the services, personnel, equipment, and facilities of this city, requiring the combined forces of other political subdivisions to combat.

Sec. 6A-3. Disaster Council powers and duties

A non-emergency committee, to be known as the City of Banning Disaster

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Council, is hereby created.

It shall be the duty of the City of Banning Disaster Council, and it is hereby empowered, to develop and recommend for adoption by the City Council, emergency and mutual aid plans and agreements and such ordinances, resolutions, rules and regulations as are necessary to implement such plans and agreements.

The Disaster Council shall meet upon call of the Chairperson or, in his or her absence from the City or inability to call such meeting, upon call of the Vice-Chairperson or his designee. All meetings of the Disaster Council shall be held and conducted in accordance with the provisions of the Ralph M. Brown Act, Government Code Sections 54950 et seq.

Sec. 6A-4. Emergency Services Division

Hereby created are the Office of Director of Emergency Services, who shall be the City Manager; the Office of Assistant Director of Emergency Services, who shall be the Assistant City Manager; and the Office of Emergency Services Coordinator, who shall be appointed by the City Manager.

Sec. 6A-5. Disaster Council membership

The membership of the Disaster Council shall include:

- (1) The Mayor, who shall be Chairperson;
- (2) The Director of Emergency Services, who shall be Vice-Chairperson;
- (3) The Assistant Director of Emergency Services;
- (4) Police Chief;
- (5) Human Resource Manager;
- (6) Public Works Director;
- (7) Finance Director;
- (8) Emergency Services Coordinator;

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- (9) One member from the Superintendent's office of the Banning Unified School District; and
- (10) Such additional citizens of this City, as the City Council may appoint to be "members at large."

Sec. 6A-6. Powers and duties of the Director, Assistant Director of Emergency Services and the Emergency Services Coordinator

- (a) The Director is hereby empowered to:
 - (1) Request the City Council to proclaim the existence or threatened existence of a "local emergency" if the City Council is in session, or to issue such proclamation if the City Council is not in session;
 - (2) Request the Governor to proclaim a "state of emergency" when, in the opinion of the Director, locally available resources are inadequate to cope with the emergency;
 - (3) Control and, direct the effort of the emergency organization of the City for the accomplishment of the purposes of this chapter;
 - (4) Direct cooperation between and coordination of services and staff of the emergency organization of this City and resolve questions of authority and responsibility that may arise between them;
 - (5) Represent the City in all dealings with public or private agencies on matters pertaining to emergencies as defined herein;
 - (6) In the event of the proclamation of a "local emergency," or the proclamation of a "state of emergency" by the Governor or the Director of the State Office of Emergency Services, or the existence of a "state of war emergency," the Director is hereby empowered:

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- (A) To make and issue rules and regulations on matters reasonably related to the protection of life and property affected by such emergency; provided, however, such rules and regulations shall be ratified at the earliest practicable time by the City Council,
 - (B) To obtain vital supplies, equipment, and such other necessities found lacking and needed for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commandeer the same for public use,
 - (C) To require emergency services of any City officer or employee and to command the aid of as many citizens of this community as he deems necessary in the execution of his duties; such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered disaster service workers,
 - (D) To requisition necessary personnel or material of any City department, and
 - (E) To execute all of his ordinary power as City Manager, conferred upon him by the Banning Ordinance Code or by resolution or emergency plan adopted pursuant to this chapter by the City Council, all powers conferred upon him by a statute, by any agreement approved by the City Council and by any other lawful authority.
- (b) The following order of succession shall take effect in the event the Director of Emergency Services is unavailable to attend meetings and otherwise perform his duties during an emergency:
- (1) Assistant Director of Emergency Services
 - (2) Police Chief
 - (3) Emergency Services Coordinator
- (c) The Assistant Director of Emergency Services shall have such other powers and duties as may be assigned by the Director.

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- (d) The Emergency Services Coordinator shall, under the supervision of the Assistant Director, develop emergency plans and manage the emergency programs of this City and shall have such other powers and duties as may be assigned by the Director.

Sec. 6A-7. Appointment of Standby Officers

- (A) To provide for the continuance of legislative and executive functions in the City during a state of war emergency, a state of emergency or a local emergency the City Council shall appoint three Standby Officers for each of its members. In case a Standby Office becomes vacant because of removal, death, resignation, or other cause, the City Council shall appoint another person to fill said office. Standby Officers shall be designated Nos. 1, 2, and 3 as the case may be.
- (B) The qualifications of each Standby Officer should be carefully investigated, and the City Council may request the Chief of Police to aid in the investigation of any prospective appointee. No examination or investigation shall be made without the consent of the prospective appointee.

Consideration shall be given to places of residence and work, so that for each office for which Standby Officers are appointed there shall be the greatest probability of survivorship. Standby Officers may be residents or Officers of a city other than the City of Banning.

- (C) Each Standby Officer shall take the oath of office required of the person occupying the office for which he/she stands by. Persons appointed as Standby Officers shall serve in their posts as Standby Officers at the pleasure of the City Council and may be removed and replaced at any time with or without cause.
- (D) Each Standby Officer shall have the following duties:
 - (1) To inform himself/herself of the duties of the office for which he/she stands by. Employees of the City shall assist him/her and shall provide each Standby Officer with a copy of this chapter.

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- (2) To keep informed of the business and affairs of the City to the extent necessary to enable him/her to fill his/her post competently. For this purpose, the City may arrange information meetings and require attendance.
 - (3) To immediately report himself/herself ready for duty in the event of a state of war emergency or in the event of a state of emergency or a local emergency at the place and in the method previously designated in the City's emergency plan.
 - (4) To fill the post for which he/she has been appointed when the regular Council member is unavailable during a state of war emergency. Standby Officer No. 2 and 3 shall substitute in succession for Standby Officer No. 1 in the same way that said Standby Officer is substituted in place of the regular Council member. He/she shall serve until the regular Council Member becomes available or until the election or appointment of a new regular Council Member.
- (E) Should all members of the City Council, including all Standby members be unavailable, temporary officers shall be appointed to serve until a regular member or a Standby member becomes available or until election or appointment of a new regular or Standby member. Temporary officers shall be appointed as follows:
- (1) By the Chairperson of the Board of Supervisors of Riverside County, and if he/she is unavailable.
 - (2) By the Chairperson of the Board of Supervisors of any other County within one hundred fifty miles of the City, beginning with the nearest and most populated County and going to the farthest and least populated, and if he/she is unavailable.
 - (3) By the Mayor of any city within one hundred-fifty miles of the City, beginning with the nearest and most populated city and going to the farthest and least populated.

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- (F) As used in this article, "unavailable" means that a Council Member is either killed, missing or so seriously injured as to be unable to attend meetings and otherwise perform his/her duties. Any question as to whether a particular member is unavailable shall be settled by the City Council or any remaining available members of said body (including Standby Officers who are on the City Council).
- (G) The Office of Mayor shall be filled by the normally elected Mayor Pro Tempore should the Mayor be unavailable. Should both the Mayor and Mayor Pro Tempore be unavailable, the Mayor shall be selected by the City Council from among the ranks of remaining elected Council Members. Standby Officers serving on the City Council shall participate in the selection of a Mayor.

The selected person shall serve until the elected Mayor becomes available or until the election of a new Mayor.

Sec. 6A-8. Emergency organization

The emergency management organization shall consist of the following:

- (1) City Manager/acting City Manager
- (2) Emergency Services Coordinator/acting Emergency Services Coordinator
- (3) Police Chief/acting Police Chief
- (4) Public Works Director/acting Public Works Director

All officers and employees of the City, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations, and persons who may by agreement or operation of law, including persons impressed into service under provisions of this chapter, be charged with duties incident to the protection of life and property in the City during such emergency, shall constitute the emergency organization of the City.

Sec. 6A-9. Emergency plan

The City of Banning Disaster Council shall be responsible for the development of the City's emergency plan, which shall provide for the effective mobilization of all

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of the resources of this City, both public and private, to meet any conditions constituting a local emergency, state of emergency, or state of war emergency; and shall provide for the organization, powers and duties, services, and staff of the emergency organization. Such plan shall take effect upon adoption by resolution of the City Council.

Sec. 6A-10. Designation of the Emergency Operations Centers

It is hereby designated that, in the event of an emergency, the city building located at 128 E. Ramsey St. shall be designated as the primary Emergency Operations Center (EOC) for the City.

Should that building be deemed unsafe to occupy, then the alternate EOC will be the City building at 176 E. Lincoln Street. The building at 176 E. Lincoln Street is also hereby designated as a Department Operations Center (DOC), to be utilized to help control City activities in conjunction with the EOC.

Sec. 6A-11. Expenditures

Any expenditure made in connection with emergency activities, including mutual aid activities, shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of the City.

Sec. 6A-12. Punishment for violation

It shall be a misdemeanor, punishable by a fine of not to exceed one thousand dollars, or by imprisonment for not to exceed six months, or both, for any person, during an emergency, to:

- (1) Willfully obstruct, hinder, or delay any member of the emergency organization in the enforcement of any lawful rule or regulation issued pursuant to this chapter, or in the performance of any duty imposed upon him by virtue of this chapter;
- (2) Do any act forbidden by any lawful rule or regulation issued pursuant to this chapter, if such act is of such a nature as to give or be likely to give assistance to the enemy or to imperil the lives or property of inhabitants of this City, or to prevent, hinder, or delay the defense or protection thereof;
- (3) Wear, carry, or display, without authority, any means of

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identification specified by the emergency agency of the state.

Sec. 6A-13. Severability

If any provision of this chapter or the application thereof to any person or circumstance is held invalid, such action shall not affect other provisions of this chapter or applications, and to this end the provisions of this chapter are declared to be severable.

Section

The Mayor shall sign this ordinance and the City Clerk shall attest thereto and shall within fifteen days of its adoption cause it, or a summary of it, to be published in the Record Gazette, a newspaper published and circulated in the City. Thereupon this ordinance shall take effect 30 days after adoption and be in force and effect according to law.

PASSED, APPROVED, AND ADOPTED this _____ day of _____, 20____.

Debbie Franklin, Mayor
City of Banning, California

APPROVED AS TO FORM AND
CONTENT:

David Aleshire City Attorney

ATTEST:

City Clerk
Marie A. Calderon



APPENDIX A: ABBREVIATIONS AND ACRONYMS

ACS	Auxiliary Communications Services
CLERS	California Law Enforcement Radio System
CLETS	California Law Enforcement Telecommunications System
DOC	Departmental Operations Center
DSR	Damage Survey Report
EAS	Emergency Alert System
EMS	Emergency Medical Services
EDIS	Emergency Digital Information System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPI	Emergency Public Information
ETA	Estimated Time of Arrival
FCC	Federal Communications Commission
GAR	Governor's Authorized Representative
HMC	Hazard Mitigation Coordinator
HSPD	Homeland Security Presidential Directive
IAP	Action Plan
ICS	Incident Command System
IDE	Initial Damage Estimate
IMS	Incident Management System
JIC	Joint Information Center
LHMP	Local Hazard Mitigation Plan
NAWAS	National Warning System
NCIC	National Crime Information Center
NDAA	Natural Disaster Assistance Act
NEPA	National Environmental Policy Act
NFIP	National Flood Insurance Program
NIMS	National Incident Management System
OA	Operational Area
OASIS	Operational Area Satellite Information System
OES	Office of Emergency Services
P.L.	Public Law
PIO	Public Information Officer

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RDMHC	Regional Disaster Medical Health Coordinator
REOC	Region Emergency Operations Center
RIMS	Response Information Management System
SEMS	Standardized Emergency Management System
SHMC	State Hazard Mitigation Coordinator
SOP	Standard Operating Procedures
WMD	Weapons of Mass Destruction

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APPENDIX B: FLASH REPORT

RIVERSIDE OPERATIONAL AREA FLASH REPORT

1. Reporting Jurisdiction/Agency: **City of Banning** Time: _____

(Circle the appropriate response)

2. Type of Incident: Earthquake / Flood / Fire / Hazmat / Other:

3. Initial Damage Estimate: None / Light / Medium / Heavy / Unknown

4. Casualties: None / Light / Medium / Heavy / Unknown

5. Major Highways/Road: None / Light / Medium / Heavy / Unknown

6. Airfields: None / Light / Medium / Heavy / Unknown

7. Telephone Systems: None / Light / Medium / Heavy / Unknown

8. Radio Systems: None / Light / Medium / Heavy / Unknown

9. Utility Systems: None / Light / Medium / Heavy / Unknown

10. EOC Activated? Yes/ No / Pending If Yes, Date & Time:

11. NEGATIVE REPORT

REMARKS/COMMENTS:



APPENDIX C: SITUATION REPORT

RIVCO OA Form 11
Page 1 of 2

RIVERSIDE OPERATIONAL AREA SITUATION REPORT

1. Reporting Jurisdiction: **City of Banning** Report Date/Time: _____
2. Type of Incident:
3. Area Affected:
4. Population Status:
 - a. # Dead: _____ b. # Injured: _____ c. # Evacuated: _____ d. # Homeless: _____
5. Evacuation Center Locations
6. EOC Status:
 - a. EOC activated?
 - b. EOC location:
 - c. RACES present? _____ d. FIRE present? _____ e. LAW present? _____
 - f. EOC POC (Name): _____ g. EOC phone: _____ h. EOC FAX: _____
 - i. EOC radio freq: _____
7. Major Highways Closed:
8. Major Local Roads Closed:
9. Airfield Status:
10. Utility Status: (attach additional pages if needed)

Type	# People Affected	Affected Areas	Status
_____	_____	_____	

RIVCO OA Form 11
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RIVERSIDE OPERATIONAL AREA
SITUATION REPORT

11. Local Government Action:

- a. Proclamation of Local Emergency? YES _____ NO _____
- b. Date: _____ Note: (If unknown, give estimate)
- c. Proclaimed by: (Name and/or Position)

12. Predicated Future Resource Requests:

<u>TYPE</u>	<u>QUANTITY</u>
-------------	-----------------

13. Special Problems or Comments



APPENDIX D: LOGISTICS REQUEST FORM

1 FROM 2 TO LOGISTICS or <input type="checkbox"/> TO (OTHER AGENCY)	RIVERSIDE COUNTY OA LOGISTICS REQUEST FORM	REQUESTEE # [FOR OPTL AREA USE ONLY]: PRIORITY (circle one): 1. Life Threatening 2. Urgent 3. Non-urgent
REQUESTING AGENCY INFORMATION (Filled out by Requestor)		
3 REQUESTING AGENCY/SECTION/UNIT: City of Banning		
4 DATE/TIME OF REQUEST:	5 BY:	6 AUTHORIZED BY:
7 LOCAL INCIDENT NO#:	8 LOCAL REQUEST NO#:	9 CONTACT: NUMBER/CALL:
INFORMATION ABOUT RESOURCES REQUIRED (Filled out by Requestor)		
10 DESCRIPTION:	11 QUANTITY:	12 PRIORITY:
13 WHY NEEDED? TO DO WHAT?:		
14 HOW LONG NEEDED?:		
REPORTING/DELIVERY INSTRUCTIONS (Filled out by Requestor)		
15 WHEN NEEDED? DATE/TIME:	16 DELIVER TO (NAME/TITLE):	17 PHONE:
18 DELIVERY LOCATION/ THOMAS GRID REFERENCE:		
19 BEST LOCAL ACCESS ROUTE:		
FOLLOW-UP INFORMATION (Filled out by Receiving Personnel)		
20 REQUEST RECEIVED (DATE/TIME):	21 RECEIVED BY: 22 POSITION:	23 ACTION TAKEN: FILLED REJECTED (ANSWER IN REMARKS) FORWARDED
		24 OA CONTROL#:
FORWARDING INFORMATION		
25 AGENCY:	26 TELEPHONE:	
27 AGENCY RESPONDING:	28 CONTACT:	
29 METHOD OF DELIVERY:	30 ESTIMATED COST:	
31 ESTIMATED ARRIVAL:	32 MISSION/CONTROL #:	
33 ARRIVED:	34 CONDITION:	35 VERIFIED BY:
36 REMARKS:		

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COPIES TO: REQUESTING UNIT LOGISTICS FINANCE DOCUMENTATION

INSTRUCTIONS FOR USE OF LOGISTICS REQUEST FORM

General Information

1. This form may be used to request any type of assistance in a disaster - personnel, equipment, supplies, or facilities.
2. Make sure the support you require is not locally available before you submit this request. Check the Resource Manual and your emergency plans.
3. The form may be used within local Emergency Operating Centers to track requests, or to request support from other cities or from the operational area.
4. The form may be sent in any existing communications mode:
 - By telephone or government radio;
 - By facsimile;
 - Via radio amateur (RACES);
 - Electronically.

Entered by Person Making Request:

1. ENTER the name of your agency EXAMPLE: *EOC/Plans*.
2. ENTER the name of the agency to which this request is being sent.
3. PRINT the name of the requesting unit. EXAMPLE: *Time Unit, Police Branch, etc.*
4. PRINT the date and the time you make the request. EXAMPLES: *8/15/94 22:00* or *21 OCT 94 11:15 PM*
5. PRINT the name of the person making the request.
6. PRINT the name of the supervisor or Section Chief approving the request.
7. For local use. If you attach your request to your local incident number, it may help in tracking response and recovery costs. EXAMPLE: *RIV PD-4 (Riverside Police Incident 4)*
8. For local use, to keep a log of all requests you have made internally and externally.
9. PRINT the name and number or call sign of the person to be called for further information about this request. This may be a person at a field incident who can give more detailed information about the type of support needed, or whether a particular substitute might work.
10. PRINT a short description of the resource needed.
11. ENTER the number of items needed.
12. ENTER your evaluation of the priority of this request (See box on top right of form). Also CIRCLE the appropriate number in the box at the top right of the form.
13. DESCRIBE generally the task for which you need the resource (if the specific resource you request is not available, the Area may suggest an alternative that could perform the same kind of function).
14. ENTER the estimated length of time you may need this resource.
15. PRINT when you need this resource. Remember that it will take time to order, assemble, and transport the resource to you.
16. PRINT the name and title of the person to whom the resource should be delivered.
17. ENTER the telephone number or other communications contact channel for the person to whom the resource will be delivered.
18. PRINT the location to which the resource should be delivered. Be as complete as possible, including street number, cross street, and Thomas Brothers map grid. REMEMBER: The better you describe what you need, when you need it, and where you need it, the more likely it is that your request will be filled.
19. ENTER any special information you have about access to the delivery location, including best approaches and any detours or caution areas that the providing agency should be aware of.

Entered by Person Receiving the Request:

20. ENTER the date and time you received the request.

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21. PRINT your name.
22. PRINT your position in the Emergency Operating Center.
23. CHECK or CIRCLE the action you took: filled (enter date and time), rejected, or forwarded (if you forwarded the request to the OES Region or to another agency, fill out the following block, numbers 25 through 32).
24. ENTER the City Control Number if one is being used.
25. PRINT the name of the agency to which you forwarded the request.
26. ENTER the telephone number of the agency to which you forwarded the request.
27. PRINT the name of the agency that will actually provide the assistance.
28. PRINT the name of the contact person in the agency listed on line 27.
29. PRINT the method of delivery.
30. ENTER the projected cost of the assistance, if any.
31. ENTER the date and time the assistance is estimated to arrive at the place where it is needed.
32. ENTER any state or federal mission numbers or other reference numbers.
33. ENTER actual arrival time.
34. PRINT general condition on arrival.
35. ENTER the name of the person verifying arrival and condition.
36. PRINT any general remarks (enter number referring back to item number the remark concerns).



APPENDIX E: GENERAL MESSAGE FORM

(4 COPIES – PLEASE PRESS HARD)



STAMP GOES HERE

CITY OF BANNING EMERGENCY OPERATIONS CENTER GENERAL MESSAGE FORM

DATE: _____

CALLER: _____

☐ INJURIES:

PHONE NO: _____

ADDRESS: _____

CROSS STREETS: _____

MESSAGE:

TRANSFERRED CALLER TO: _____

OTHER DISTRIBUTION: (circle)

MANAGEMENT WATER ELECTRIC GAS OTHER: _____

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APPENDIX F: AFTER ACTION REPORT QUESTIONNAIRE

QUESTION	YES/NO/NA
Were procedures established and in place for response to the disaster?	
Were procedures used to organize initial and ongoing response?	
Was the ICS used to manage field response?	
Was Unified Command considered or used?	
Was your EOC and or/DOC activated	
Were sub-functions in the EOC/DOC assigned around the five SEMS functions?	
Were response personnel in the EOC/DOC trained?	
Were action plans used in the EOC/DOC	
Was the action planning process used at the field response level?	
Was there coordination with volunteer agencies such as the American Red Cross?	
Was an Operational Area EOC activated?	
Was Mutual Aid requested?	
Was Mutual Aid received?	
Was Mutual Aid coordinated from the EOC/DOC?	
Was an inter-agency group established and maintained between agencies?	
Was the public alerting warning conducted according to procedure?	
Was public safety and disaster information coordinated with the media?	

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Response to questions 20-24 should address area as “needing improvement and corrective action.”

20. What response actions were taken by your agency? Include such things as mutual aid, number of personnel, equipment and other resources:

21. As you responded, was there any part of SEMS that did not work for your agency? If so, how would (did) you change the system to meet your needs?

22. As a result of your response, are any changes needed in your plans or procedures? Please provide a brief explanation:

23. As a result of your response, please identify any specific areas not covered in the current SEMS Approved Course of Instruction or SEMS Guidelines?

24. If applicable, what recovery activities have you conducted to date? Include such things as damage assessment surveys, hazard mitigation efforts, reconstruction activities and claims filed: