



**AGENDA ITEM**  
**CITY COUNCIL MEETING DATE – APRIL 16, 2019**  
**BUSINESS ITEMS**

**TO** : City Manager

**FROM** : Fire Chief

**SUBJECT** : **CITY EMERGENCY OPERATIONS PLAN (EOP) WITH ASSOCIATED ANNEXES**

**EXECUTIVE SUMMARY:**

The City of Benicia is responsible for protecting lives and property within its boundaries. An Emergency Operations Plan (EOP) provides guidance for the city's response to major disasters and outlines coordination efforts with partner agencies. The Benicia Fire Department (BFD) is the lead department responsible for emergency management and preparedness activities for the City including preparing and updating the EOP. The EOP was last updated in January 2007. In 2018, fire personnel began work to update the EOP. Significant public engagement and input from the community have resulted in a comprehensive EOP that focuses on essential measures for protecting the public.

**RECOMMENDATION:**

Adopt, by resolution (Attachment 1), the City of Benicia's Emergency Operations Plan (EOP) with associated annexes.

**BUDGET INFORMATION:**

The costs associated with drafting an Emergency Operations Plan are in staff time and some \$7,242.00 in consultant fees for plan review for compliance. These costs have been absorbed in the current Fire Department budget. Additionally, a consultant was hired by the Benicia Police Department to draft the Evacuation Annex at a cost of \$42,770.00.

**BACKGROUND:**

**What is an Emergency Operations Plan (EOP)?**

The City of Benicia Emergency Operations Plan (EOP) addresses the City's planned response to extraordinary emergency situations associated with natural, technological and human caused emergencies or disasters within or affecting the City of Benicia. This plan is the principal guide to the City's response to, management of, and recovery from, real or potential emergencies and disasters occurring within its designated geographic boundaries. In our country's system of emergency management, local government must act first to attend to the public's emergency needs. Depending on the nature and size of the emergency, state and federal assistance may be

provided to the local jurisdiction. The local EOP focuses on the measures that are essential for protecting the public.

When disasters threaten or strike a jurisdiction, people expect government leaders to take immediate action to address the issues. This expectation is given force by statute or ordinance. Congress also recognizes state and local emergency management responsibility in the Robert T. Stafford Disaster Relief and Emergency Assistance Act. Each jurisdiction is legally responsible for ensuring that necessary and appropriate actions are taken to protect people and property from the consequences of emergencies and disasters.

### **EOP and Annexes Development**

Benicia's EOP was last revised in January 2007. As living documents in a fluid environment, the plan and annexes should be evaluated at least annually and modified on an ongoing basis to incorporate post-incident analyses, post-exercise critiques and changes in policy. Such changes include updated responsibilities, procedures, laws, rules, or regulations pertaining to emergency management and operations change. Going forward, staff will be conducting these regular reviews annually.

In January 2018, Fire Department staff initiated the EOP update process. Initially, staff reached out to various consultants to determine the cost to hire a firm to perform the update. The initial estimates were cost prohibitive. Fire Department staff also reviewed the recently updated Solano County EOP. Staff chose to take on the project using in-house resources, starting with the Solano County EOP as a template and taking advantage of assistance from the State of California Office of Emergency Services (Cal OES) and the Federal Emergency Management Agency (FEMA). This approach has been successfully used by other cities.

Both FEMA and Cal OES have established a best practice standard for formatting EOPs that was used by Solano County in its update process completed in January 2017. Fire Department staff used Solano County's EOP as a template to create the Draft Benicia EOP. Once the first draft was complete, staff engaged subject matter expert, West Coast Consulting, to perform a thorough review with emphasis on consistency with FEMA and Cal OES requirements. The draft plan was sent to West Coast Consulting to perform a thorough review. Emphasis of this review was placed on consistency with FEMA and Cal OES requirements. West Coast Consulting reviewed the first draft and made various recommendations which staff incorporated into the second draft. In late 2018, the second draft was distributed to the City of Benicia Disaster Council, which includes the Mayor, City Manager, Assistant City Manager, Fire Chief, Police Chief, and Public Works Director. Once the Disaster Council review was complete, the draft documents were released to the public in January 2019.

The EOP consists of Volume I (Attachment 2), Volume II (Attachment 3), and specific annexes (Attachments 4a through 4d). Most EOPs, including the Solano County EOP, contain annexes which go into greater detail on unique situations. The Solano County EOP included the following annexes:

- Animal Care Annex
- Earthquake Annex
- Evacuation Annex

- Flood and Tsunami Annex
- Mass Care and Shelter Annex
- Mass Fatality Annex
- Mental Health Annex
- People with Access and Functional Needs Annex
- Public Information Annex
- Recovery Annex

Staff evaluated each of the ten Solano County annexes and found that seven were easily transferable to Benicia; the following three were not: Evacuation Annex, Mass Care and Shelter Annex, and Public Information Annex. Staff felt that the Evacuation Annex, Mass Care and Shelter Annex, and Public Information Annex needed to be more specific to Benicia. The Fire Department began editing the Mass Care and Shelter Annex to include American Red Cross inventoried shelter sites in Benicia. The Public Information Annex was drafted to include reference to Alert Solano, the Benicia siren system, and other communication procedures to ensure consistency with Benicia internal communication policies. Preparation of a Benicia-specific Evacuation Annex necessitated the support of the Benicia Police Department and other experts in the field.

Benicia Police Department took the lead on the Evacuation Annex, hiring Preparative Consulting to draft the document and provide guidance. A core project team was formed to develop the Evacuation Annex. The project team met frequently and held various meetings with partner agencies and community groups to discuss and plan for the complexities of large and small-scale evacuations.

The purpose of the Evacuation Annex is to provide strategies and procedures for the City, Solano County and other supporting agencies and organizations’ response to emergencies that involve the evacuation of people from an impacted area. The Evacuation Annex identifies evacuation triggers, evacuation routes, public alert and warning information, transportation, and traffic control.

In addition, the California Division of Dam Safety (DODS) required Public Works to prepare an Emergency Action Plan (EAP) for Lake Herman Dam. This EAP outlines Lake Herman Dam responsibilities, mitigation actions, failure procedures, and notification scripts. Given the comprehensive details in the EAP, staff decided to add it as an annex to the EOP.

**Community Engagement**

A community outreach plan was modeled after the successful approach used for the 2017 Local Hazard Mitigation Plan (LHMP) Update. The outreach plan included the following activities:

<u>OUTREACH METHOD</u>	<u>PURPOSE</u>	<u>DATES</u>
Disaster Council	Review of initial draft documents, stakeholder list, and Town Hall Survey questions	Nov 17, 2018
	Progress on EOP update	Jan 29, 2019

<b><u>OUTREACH METHOD</u></b>	<b><u>PURPOSE</u></b>	<b><u>DATES</u></b>
	Notification of stakeholder and community meetings	Feb 7, 2019
Project Webpage	All draft documents available for review and comment	Jan 1 – Mar 1, 2019
Town Hall Survey	Input from community (36 responses received)	Jan 1 – Mar 1, 2019
Social Media Posts (Facebook and NextDoor)	Information to community	Jan – Mar, 2019
City of Benicia This Week Newsletter	Information to community	January 7, 14, 28; February 25
Local Cable Channel	Information to community	Jan – Mar, 2019
Benicia Herald Article	Information to community	Jan 2019
City Employees	Informational	Jan 22, 2019
Evacuation Plan – Core Planning Team (5 meetings)	Working sessions	Jan – Apr, 2019
Evacuation Plan – Working Group (2 meetings)	Working sessions	Jan – Mar, 2019
* Stakeholder Meeting	Meeting with agency partners at Fire Station 11	Feb 11, 2019
** Community Meeting	Public, interactive meeting at Fire Station 11	Feb 28, 2019
Rancho Benicia HOA Meeting	Rancho Benicia Homeowners Association	Mar 13, 2019
Community Meeting	Evacuation Plan Review	Mar 21, 2019
<p>* Stakeholders included: Valero, BUSD, Valero Community Advisory Panel (CAP), CHP, PG&amp;E, Solano OES, Benicia Housing Authority, Amports Chamber of Commerce, BIPA, Solano Transportation Authority (STA), CalTrans, Union Pacific Railroad, Solano County Water Agency, Rancho Benicia, Benicia Harbor Corporation, American Red Cross</p> <p>** Community included: Public, Benicia CERT, BARC, Benicia Fire Volunteers, Benicians for a Safe &amp; Healthy Community, Community Sustainability Commission</p>		

Outreach efforts were successful and resulted in valuable feedback from community members, including significant feedback from Benicia Community Emergency Response Team (CERT) members, Benicia Amateur Radio Club (BARC) members, and direct outreach to vulnerable populations. All feedback was captured in a document summarizing the comments received and an appropriate response to those comments. Of the comments received, they can be categorized as follows:

- **Emails sent to staff:** Comments included formatting and grammatical changes, references to Benicia CERT, BARC, and volunteer organizations, Incident Command System (ICS), Emergency Operations Center (EOC) inconsistencies, water migration routes, dam failure, evacuation routes, East Canyon Landfill, cascading effects, training and exercising of the EOP, and general comments about the readability of the EOP.
- **Town Hall Survey:** Comments included references to Benicia CERT, BARC, and volunteer organizations, need for additional emergency preparedness education, functionality of city website, identification of shelters, more specific hazard information and scenarios, identification of evacuation routes, reliance on technology, complexity of EOP and need for summary, community engagement, East Canyon Landfill, transit services during evacuations, and focus on vulnerable populations.
- **Community Meetings:** The community meetings were interactive and participants provided collaborative input. Feedback included references to Benicia CERT, BARC, and volunteer organizations, evacuating schools and reunification of children, designation of shelters, evacuation routes, alert and warning, evacuation of those with mobility issues, and need for additional emergency preparedness education.

In response to comments received, a number of changes were made to the EOP. Many recommendations made related to specific hazards and will be included in the LHMP in its next update. Additional recommendations to add more specificity in the EOP were incorporated, where appropriate. Staff will continue to update the EOP as new information or procedures become available.

Staff acknowledges the complexity of the EOP. This is a document for City officials to use in response to disasters. Staff will continue to work on simplified checklists and handouts for the community to use for preparedness and response. In addition, the City website is undergoing an update. Emergency preparedness and response will be a priority with valuable resources available to the public.

With input and feedback from the community, the EOP documents were updated and a final draft is presented for adoption. The City will conduct practical training exercises on disaster response with the EOP as a guide. Annual review of the EOP and lessons learned from post-incident and post-training activity will allow fire personnel to continue to fine-tune and update the EOP.

**NEXT STEPS:**

Upon adoption, the EOP and annexes will be exercised and evaluated at least annually and modified on an ongoing basis to incorporate post-incident analyses, post-exercise critiques and changes in policy.

**ALTERNATIVE ACTIONS:**

Recommend further review.

<b>General Plan</b>	Goal 2.28: Improve and maintain public facilities and services
	Goal 4.1: Make community health and safety a high priority for Benicia

<b>Strategic Plan</b>	Strategic Issue #1: Protecting Community Health and Safety
	Strategy #3: Provide a high state of preparedness for disasters/emergencies Strategy #5: Promote community and personal health
	Strategic Issue #2: Protecting and Enhancing the Environment

<b>CEQA Analysis</b>	The proposed action is not a Project per Section 15378 of the California Environmental Quality Act (CEQA), because it will not result in either a direct physical change in the environment or a reasonably foreseeable indirect physical change in the environment.
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**ATTACHMENTS:**

1. Resolution
2. [EOP Volume I – Basic Plan](https://tinyurl.com/y5o85k8b) - <https://tinyurl.com/y5o85k8b>
3. [EOP Volume II – Emergency Operations Center Guidance](https://tinyurl.com/y4fhyk3l) - <https://tinyurl.com/y4fhyk3l>
4. Annexes
  - a. [Dam Failure](https://tinyurl.com/yyuauq2e) - <https://tinyurl.com/yyuauq2e>
  - b. [Evacuation](https://tinyurl.com/yxfg3gwv) - <https://tinyurl.com/yxfg3gwv>
  - c. [Mass Care & Shelter](https://tinyurl.com/y69axyqt) - <https://tinyurl.com/y69axyqt>
  - d. [Public Information](https://tinyurl.com/yxqyuayd) - <https://tinyurl.com/yxqyuayd>

*\*\* Due to the large volume of these documents, the URL address has been provided for each. Please copy and paste the URL address into your web browser to view these documents. Additionally, hard copies of these attachments are available to view in the Fire Department.*

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