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# MILPITAS Emergency Operations Plan (EOP)



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# **PART ONE**

## **GENERAL INFORMATION**

### **THE PLAN**

The MILPITAS Emergency Operations Plan (EOP) addresses the planned response to extraordinary emergency situations associated with disasters affecting MILPITAS. The plan also addresses integration and coordination with other governmental agencies when required. This plan is not intended to address the normal day-to-day emergency or well-established emergency procedures.

This plan accomplishes the following:

- ◆ Establishes the emergency management organization required to mitigate any significant emergency or disaster affecting MILPITAS
- ◆ Establishes the overall operational concepts associated with MILPITAS' Emergency Operations Center (EOC) activities and the recovery process

This plan is based on the functions and principles of the California Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the California Incident Command System (ICS). It identifies how the MILPITAS emergency operational system fits into the overall California and National risk-based, all-hazard emergency response and recovery operations plan.

This document serves as a planning reference and as a basis for effective response to any hazard that threatens MILPITAS. Departments within MILPITAS and other agencies that have roles and responsibilities identified by this plan are encouraged to develop plans, detailed Standard Operating Procedures (SOPs), and emergency response checklists based on the provisions of this plan.

This document serves as the legal and conceptual framework for emergency management in MILPITAS and is divided into the following parts:

#### **Part 1 – General Information**

The "basic plan" which describes the emergency management organization, its roles, responsibilities, and operational concepts

#### **Part 2 – Threat Summaries and Assessments**

A general description of MILPITAS and a brief analysis of how hazards might affect the City.

#### **Part 3 – References**

EOP Annexes, Authorities and References, Acronyms

## **Emergency Operations Plan Requirements**

The MILPITAS EOP requires approval by MILPITAS City Council. The City Council is responsible for its periodic review, updates, re-publishing and re-distribution. Records of revision to this plan will be maintained by Sean Simonson in the MILPITAS Office of Emergency Services. 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 and operations change. Those agencies or departments having assigned responsibilities under this plan are obligated to inform MILPITAS when changes need to be made.

MILPITAS agencies and organizations may separately publish documents that support this EOP.

## **PURPOSE/OBJECTIVES/GOALS/ASSUMPTIONS**

### **Purpose**

This EOP establishes policies and procedures and assigns responsibilities to ensure the effective management of emergency operations within MILPITAS. It provides information on MILPITAS emergency management structure and how and when the EOC staff is activated.

### **Objectives**

The overall objective of emergency management is to ensure the effective management of response forces and resources in preparing for and responding to situations associated with natural disasters, technological incidents and national security emergencies. To carry out its responsibilities, the emergency management organization will accomplish the following objectives during a disaster/emergency:

- Maintain overall coordination of emergency response and recovery operations, including on-scene incident management as required
- Coordinate and liaise with appropriate other local government agencies, as well as applicable segments of private sector entities and volunteer agencies
- Establish priorities and resolve conflicting demands for support
- Prepare and disseminate emergency public information to alert, warn, and inform the public
- Disseminate damage information and other essential data

### **Goals**

- Provide effective life safety measures and reduce property loss and damage to the environment
- Provide for the rapid resumption of impacted businesses and community services
- Provide accurate documentation and records required for cost recovery efforts

## Assumptions

- MILPITAS is primarily responsible for emergency actions and will commit all available resources to save lives, minimize injury to persons, and minimize damage to property and the environment
- MILPITAS will utilize SEMS and NIMS in emergency response and management operations
- The Milpitas Office of Emergency Services will coordinate MILPITAS disaster response in conformance with its Emergency Organization and Functions.
- The resources of MILPITAS will be made available to local agencies and citizens to cope with disasters affecting this area
- MILPITAS will commit its resources to a reasonable degree before requesting mutual aid assistance
- Mutual aid assistance will be requested when disaster relief requirements exceed MILPITAS's ability to meet them

## CONCEPT OF OPERATIONS

The emergency management organization in MILPITAS will identify potential threats to life, property and the environment, and develop plans and procedures to protect those assets. These plans and procedures will direct emergency response and recovery activities and will be validated by the conduct of actual response or exercising. The goal is to maintain a robust emergency management organization with strong collaborative ties with other local government, community-based organizations and volunteers, public service agencies, and the private sector under SEMS/NIMS.

Actions are often categorized by four emergency management phases indicated below. However, not every disaster necessarily includes all indicated phases.

### 1. Preparedness Phase

The preparedness phase involves activities taken in advance of an emergency. These activities develop operational capabilities and effective responses to a disaster. Preventative actions might include mitigation activities, emergency/disaster planning, training, exercises and public education. Members of the emergency management organization should prepare Standard Operating Procedures (SOPs), Emergency Operating Procedures (EOPs), and checklists detailing personnel assignments, policies, notification rosters, and resource lists. Personnel should be acquainted with these SOPs, EOPs and checklists through periodic training in the activation and execution procedures.

#### Training and Exercising

MILPITAS will inform its departments of training opportunities associated with emergency management. Those with responsibilities under this plan must ensure their personnel are properly trained to carry out these responsibilities.

The best method of training emergency responders is through exercises. Exercises allow emergency responders to become familiar with the procedures, facilities and systems that they will actually use in emergency situations.

Exercises will be conducted on a regular basis to maintain readiness. Exercises should include MILPITAS EOC Staff and City Council. MILPITAS will document exercises by conducting a

critique, and using the information obtained from the critique to complete an After Action Report (AAR) and to develop a Corrective Action Plan (CAP) plan, revising standard operating procedures as necessary.

## 2. Response Phase

### Pre-Emergency

When a disaster is inevitable, actions are precautionary and emphasize protection of life. Typical responses might be:

- Alerting necessary agencies, placing critical resources and personnel on stand-by
- Evacuation of threatened populations to safe areas
- Advising threatened populations of the emergency and apprising them of safety measures to be implemented
- Identifying the need for mutual aid
- Proclamation of a Local Emergency by local authorities

### Emergency Response

During this phase, emphasis is placed on saving lives and property, control of the situation and minimizing effects of the disaster. Immediate response is accomplished within the affected area by local government agencies and segments of the private sector.

### Sustained Emergency

In addition to continuing life and property protection operations, mass care, relocation, public information, situation analysis, status and damage assessment operations will be initiated.

## 3. Recovery Phase

At the onset of an emergency, actions are taken to enhance the effectiveness of recovery operations. Recovery is both short-term activities intended to return vital life-support systems to operation, and long-term activities designed to return infrastructure systems to pre-disaster conditions. Recovery also includes cost recovery activities.

The recovery period has major objectives which may overlap, including:

- Reinstatement of family and individuals' autonomy
- Provision of essential public services
- Permanent restoration of private and public property
- Identification of residual hazards
- Plans to mitigate future hazards
- Recovery of costs associated with response and recovery efforts
- Coordination of state and federal, private and public assistance

As the immediate threat to life, property and the environment subsides, the rebuilding of MILPITAS will begin through various recovery activities. Recovery activities involve the restoration of services to the public and rebuilding the affected area(s). Examples of recovery activities include:

- Restoring all utilities
- Establishing and staffing Local Assistance Centers and Disaster Assistance Centers
- Applying for appropriate assistance programs
- Conducting hazard mitigation analysis
- Identifying residual hazards
- Determining recovery costs associated with response and recovery

#### **4. Prevention/Mitigation Phase**

Preventing damage and losses from disaster includes those efforts known as mitigation activities. Mitigation efforts occur both before and following disastrous events. Post-disaster mitigation is part of the recovery process. Preventing, eliminating or reducing the impact of hazards that exist within MILPITAS and are a threat to life and property are part of the mitigation efforts. Mitigation tools include:

- Local ordinances and statutes (zoning ordinance, building codes and enforcement, etc.)
- Structural measures
- Tax levee
- Public information and community relations
- Land use planning

## **EMERGENCY MANAGEMENT ORGANIZATION & RESPONSIBILITIES**

### **MILPITAS –City Manager**

The City Manager is supported by MILPITAS and has overall responsibility for the following:

- Organizing, staffing and operating the EOC
- Operating communications and warning systems
- Providing information and guidance to the public and elected officials
- Maintaining information on the status of resources, services, and operations
- Directing overall operations
- Identifying and analyzing potential hazards and recommending appropriate counter-measures
- Collecting, evaluating and disseminating damage assessment and other essential information

### **MILPITAS Disaster Council (City Council)**

The MILPITAS Disaster Council reviews, evaluates, and communicates decisions on all matters pertaining to disaster preparedness. The Council is responsible for the following:

- Review and evaluate disaster preparedness progress in the public and private sectors.
- Promote disaster preparedness through communication and education
- Harness the power of every resident through education and outreach, training, and volunteer service to make their families, homes and communities safer from natural and/or man-made disasters or emergencies

### **Santa Clara County Operational Area Emergency Management**

When a disaster occurs and two or more of the county's local jurisdictions' EOCs (or at the request of one local jurisdiction) within the Santa Clara County Operational Area (OA) are activated, the Operational Area EOC serves as the focal point for information transfer and supports requests by cities such as MILPITAS.

### **SEMS and NIMS**

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

After the 1991 Oakland East Bay Hills Fire, State Senator Petris passed the Senate Bill 1841 (SB1841) introducing the Standardized Emergency Management System (SEMS). Since 1994 SEMS has been required by Government Code Section 8607(a) for managing response to multi-agency and multi-jurisdiction emergencies in California. SEMS consists of five organizational levels that are activated as necessary: field response, local government, operational area, regional and state.

SEMS has been used throughout the State of California to manage and coordinate any emergency response involving more than one agency or jurisdiction. Local governments must use SEMS to be eligible for reimbursement of their personnel-related costs under state disaster assistance programs. A local government under SEMS is a county, city/town, or special district. Special districts under SEMS are units of local government with authority or responsibility to own, operate or maintain a project (as defined in California Code of Regulations 2900(s) for purposes of natural disaster assistance). This may include joint powers authority established under Section 6500 et seq. of the Code.

Cities are responsible for emergency response within their boundaries, although some cities contract for some municipal services from other agencies.

Special districts are primarily responsible during emergencies for restoration of services that they normally provide. They may also be responsible for safety of people at their facilities or on their property and for warning of hazards from their facilities or operations.

All local governments are responsible for coordinating with other local governments, the field response level and the operational area. Local governments are also responsible for providing mutual aid within their capabilities.

### **National Incident Management System (NIMS)**

In response to the September 11<sup>th</sup> 2001 attacks on the World Trade Center in New York City, the Pentagon and Flight 93, President Bush issued Homeland Security Presidential Directive-5 (HSPD-5). Released on February 28, 2003, HSPD-5 directed the Secretary of the Office of Homeland Security (OHS) to develop and administer a National Incident Management System (NIMS). NIMS includes the following components:

- Command and Management, including the Incident Command System (ICS)
- Communications and Information Management
- Preparedness
- Resource Management
- Supporting Technologies
- Joint Information System (JIS)
- NIMS Management and Maintenance

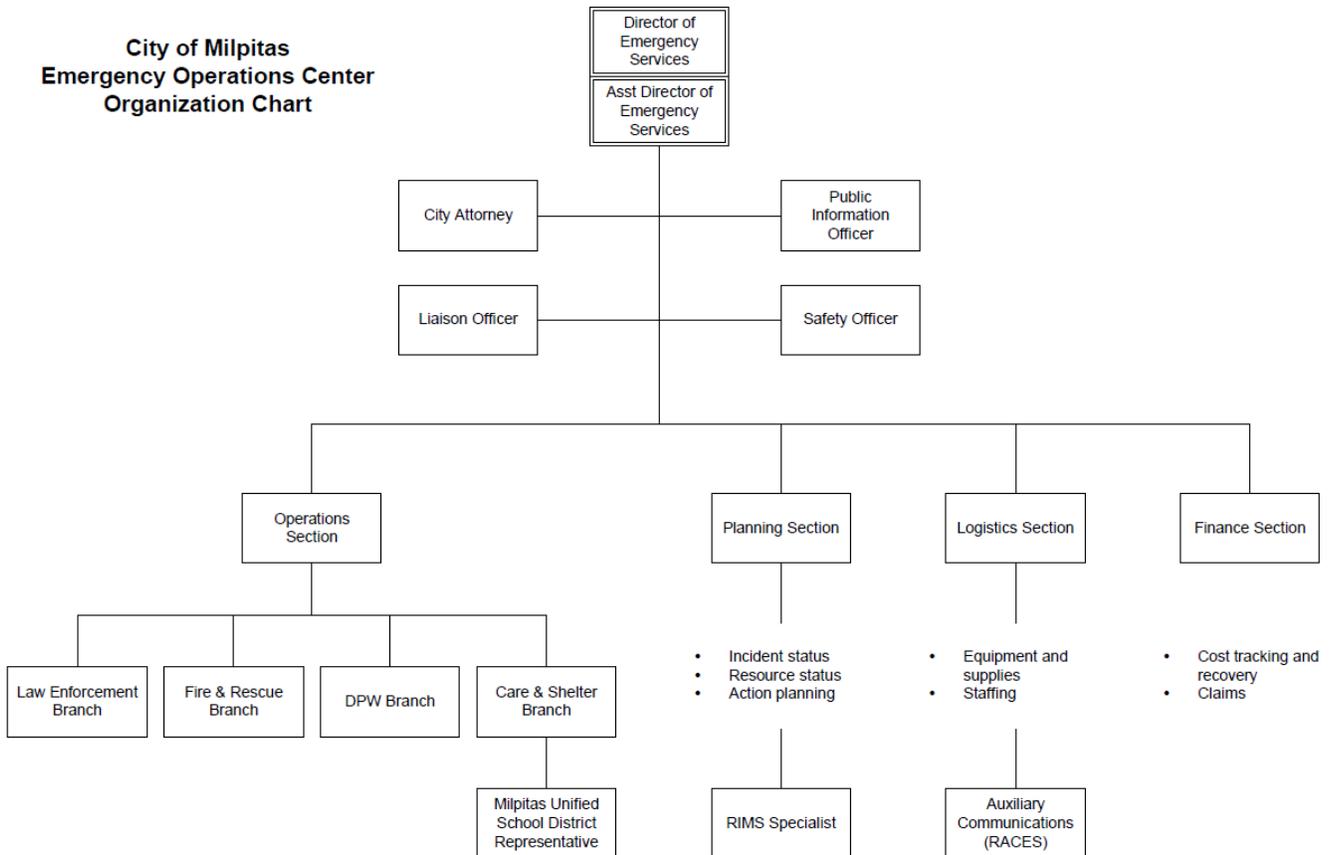
### **Relationship to SEMS and NIMS:**

MILPITAS is responsible for emergency response within its geographical boundaries.

Under SEMS and NIMS, MILPITAS has responsibilities at two levels: The Field Response and the Local Government level.

At the field response level, all agencies will use the Incident Command System (ICS) to standardize the emergency response.

At the MILPITAS level, the designated EOC is used as the central location for gathering and disseminating information, coordinating all jurisdictional emergency operations, and coordinating with the Santa Clara County Office of Emergency Services (OES) and the Santa Clara County Operational Area EOC level during events outside the scope of MILPITAS.



**Organization Flexibility – Modular Organization**

The five essential ICS functions in SEMS and NIMS are identified as “sections” in the EOC. All other functions are organized as branches, groups or units within these sections. Only functional elements that are required to meet current objectives will be activated.

**Management of Personnel - Hierarchy of Command and Span-of-Control**

Management of personnel within the EOC will be accomplished through the assignment of Section Chiefs for Operations, Planning/Intelligence, Logistics, and Finance/Administration functions. Section Chiefs will report to the EOC Director

**Multi-Agency or Inter-Agency Coordination**

Multi-agency or inter-agency coordination is important for establishing priorities for response and allocating critical resources. Strategies for handling multi-agency response problems need to be developed while jurisdictional and agencies’ objectives are not compromised. MILPITAS departments,

agencies and possibly affiliated special districts, volunteer agencies and private organizations coordinate emergency response at the EOC.

### **EOC Action Plans**

At local, operational area, regional and state levels, the use of EOC action plans provide designated personnel with knowledge of the objectives to be attained and the steps required for achievement. Action plans give direction and provide a basis for measuring achievement of objectives and overall system performance.

### **Special District Involvement**

Special districts are defined as local governments in SEMS/NIMS. The emergency response role of special districts is generally focused on the return to normal services. During disasters, some types of special districts may be more extensively involved in the emergency response by assisting other local governments when the disaster extends beyond MILPITAS.

Coordination and communications should be established among special districts that are involved in emergency response, other local governments and the operational area. This may be accomplished in various ways depending on the local situation. Relationships among special districts, cities/towns, county government and the OA are complicated by overlapping boundaries and by the multiplicity of special districts. Special districts need to work with the local governments, as in MILPITAS, in their service areas to determine how best to establish coordination and communication in emergencies.

When a special district is wholly contained within the City, the special district should have a liaison at the city/town EOC to provide direct support. An exception may occur when there are many special districts within the city/town

When there are many special districts within a city/town, it may not be feasible for their EOC to accommodate representatives from all special districts during area-wide disasters. In such cases, the city/town should work with the special districts to develop alternate ways of establishing coordination and communication.

## **MUTUAL AID**

### **Introduction**

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

Mutual aid agreements exist in:

- Law Enforcement

- Fire Services
- Medical
- Public Health
- Emergency Managers
- Hazardous Materials
- Public Utilities
- Engineers
- Coroner, and others

### **Mutual Aid System**

A statewide mutual aid system, operating within the framework of the Master Mutual Aid Agreement, allows for the progressive mobilization of resources to and from emergency response agencies, local governments, operational areas, regions and state with the intent to provide requesting agencies with adequate resources.

The statewide mutual aid system includes several discipline-specific mutual aid systems, such as fire and rescue, law, medical and public works. The adoption of SEMS does not alter existing mutual aid systems. These systems work through local government, operational area, regional and state levels consistent with SEMS/NIMS and the Incident Command System (ICS). Mutual aid may also be obtained from other states. Interstate mutual aid may be obtained through direct state-to-state contacts, pursuant to interstate agreements and compacts, or may be coordinated through federal agencies.

### **Mutual Aid Coordinators**

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

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by emergency management staff at the local government, operational area, regional and state levels.

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

### **Volunteer and Private Agencies in Mutual Aid**

Volunteer and private agencies may participate in the mutual aid system along with governmental agencies. For example, the disaster medical mutual aid system relies heavily on private sector involvement for medical/health resources. Some volunteer agencies such as the American Red Cross, Salvation Army and others are an essential element of the statewide emergency response to meet the needs of disaster victims. Volunteer agencies mobilize volunteers and other resources through their own systems. They also may identify resource needs that are not met within their own systems that would be requested through the mutual aid system. Volunteer agencies with extensive involvement in the emergency response should be represented in EOCs.

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

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

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

## **VOLUNTEER RESOURCES**

In response to disaster, management of resources requires integration of material, as well as personnel, into the existing Emergency Management System of MILPITAS. Volunteer groups trained in emergency response can greatly enhance and supplement emergency response personnel. Jobs for all personnel assigned to emergency response must be trained, equipped, and aligned with a qualified organization. Spontaneous volunteers, when trained and managed appropriately, can provide valuable resources to the community.

### **Radio Amateur Civil Emergency Service (RACES/ACS)**

#### **RACES**

RACES (Radio Amateur Civil Emergency Services) is made up of FCC licensed Amateur Radio Operators who have volunteered their services and equipment for use in times of emergency to support civil defense activities. RACES is supported by the Federal Emergency Management Agency (FEMA). When a governmental entity (such as the City of Milpitas or Santa Clara County) requests amateur radio assistance, the response is through RACES. This is because governmental activation alters several aspects of disaster-response funding, including insurance coverage. RACES operators are covered in California by Disaster Service Worker (DSW) insurance--this is a type of Worker's Compensation. All RACES operators are registered as Disaster Service Workers by the City of Milpitas.

RACES operators using pre-positioned communications equipment at the Main EOC, or Alternate EOC, can provide a backup communications capability when city resources are overloaded during an emergency. Police, fire, and public works radio frequencies are usually saturated with tactical or

operational traffic in emergencies. RACES personnel and frequencies can be used to provide an administrative frequency for use in coordination of the relief effort and to provide a backup to other city communications channels. RACES personal can thus free up public-safety officers and other city employees for other more pressing duties.

RACES operators using their own personal radios can also be positioned at locations throughout the city, such as with SAFE Teams (CERT) or care shelters, to provide additional situational awareness for the EOC staff.

### **Community Emergency Response Team (CERT)**

Following a major disaster, first responders who provide fire and medical services will not be able to meet the demand for these services. Factors as number of victims, communication failures, and road blockages will prevent people from accessing emergency services they have come to expect at a moment's notice through 911. The CERT program in MILPITAS presents citizens training with the facts about what to expect following a major disaster and also in life saving skills with emphasis on decision-making skills and rescuer safety. It organizes teams so that certified CERT members are an extension of first responder services offering immediate help to victims until professional services arrive.

CERT includes education topics such as earthquake survival, fire prevention and suppression, search and rescue, disaster first aid, and general emergency preparedness. CERT courses and information on organizing neighborhood teams is available at MILPITAS public building and online at [www.ci.milpitas.ca.gov](http://www.ci.milpitas.ca.gov).

### **Other MILPITAS Volunteers**

There are additional volunteer groups who contribute significantly during both disaster and non-disaster times. Volunteers may be called upon for their specialized training and professional skills in the following areas:

- Fire Explorers
- Police Explorers
- Citizen Volunteers
- Spontaneous Unaffiliated Volunteers

## **MILPITAS EMERGENCY OPERATIONS CENTER (EOC)**

### **Introduction**

Day-to-day operations are conducted from departments and agencies that are widely dispersed throughout MILPITAS. An EOC is a location from which centralized emergency management can be performed during a major emergency or disaster. This facilitates a coordinated response by the Coordinator of Emergency Services and Emergency Management Staff. The level of EOC staffing will vary with the specific emergency situation.

An EOC provides a central location of authority and information. It allows for face-to-face coordination among personnel who must make emergency decisions. The following functions are performed in the MILPITAS EOC:

- Managing and coordinating emergency operations
- Receiving and disseminating warning information
- Developing emergency policies and procedures
- Collecting intelligence from, and disseminating information to, the various EOC representatives, and, as appropriate, to county, other cities/towns, special districts, and political representatives
- Preparing intelligence/information summaries, situation reports, operational reports, and other reports as required
- Maintaining general and specific maps, information display boards, and other data pertaining to emergency operations
- Continuing analysis and evaluation of all data pertaining to emergency operations
- Directing, controlling and coordinating, within established policy, the operational and logistical support of MILPITAS resources committed to the emergency
- Maintaining contact and coordination with support to other local government EOCs and the Santa Clara County Operational Area EOC
- Providing emergency information and instructions to the public, making official releases to the news media and the scheduling of press conferences as necessary

### **EOC Location and Description**

The MILPITAS EOC is located at the Milpitas Police Department (1275 North Milpitas Boulevard)

The EOC is well supplied and serves as a place for the collection and dissemination of information. Staffing pattern is SEMS based, and operational periods are determined during the initial stages of an event.

### **Alternate EOC Location and Description**

The MILPITAS Alternate EOC is located at Milpitas Fire Station #1 (777 North Main Street) in the Training Room.

The Alternate EOC is well supplied and also serves as a place for the collection and dissemination of information. Staffing pattern are, as well, SEMS based and operational periods are determined during the initial stages of an event.

**When to Activate the EOC:**

The EOC can be activated when deemed necessary by the Activation Personnel listed below. This can be for events as simple as a festival or as complex as an earthquake.

**Who Can Activate the EOC:**

The following individuals, either acting as the EOC Director or on behalf of the EOC Director, or their appointed representatives are authorized to activate the EOC:

- City Manager
- Police Chief
- Fire Chief

**How to Activate the EOC:**

- Contact the MILPITAS Police/Fire Dispatch
- Communicate the purpose of the activation
- Respond to the EOC
- Direct dispatch to notify all EOC participant of the activation
- Verify participants response to the EOC

**MILPITAS EOC Activation Levels Examples**

Trigger Event/Situation	Activation Level	Staffing	Activities
Severe Weather Watch	Stand-By	None Limited to office or other location.	None EOC is configured; All systems ready.
Severe Weather or Tsunami Warning	Minimal	EOC Director EOC Coordinator Liaison Officer PIO and Deputy PIO Section Chiefs Law, Fire, Personnel, Supply, Communications, IT Support	Situation analysis Public Information Response coordination Resource coordination Liaison Logistics support Financial support
Significant incidents involving two or more cities			
Earthquake Advisory Level I			
Severe Weather or Tsunami Warning	Partial	All Minimal Level staff plus:  Branches and Units as appropriate to situation  Liaison/Agency reps as appropriate	Situation analysis Public Information Response coordination Resource coordination Liaison Logistics support Financial support
Earthquake with substantial damage reported			
Earthquake Advisory Level II or III			
Major wind or rain storm with damage			
Two or more large incidents involving two or more cities			
Wildfire affecting developed area			
Major scheduled event			
Incident involving large-scale or possible large-scale evacuations			
Major city or regional emergency - multiple areas with heavy resource involvement	Full	All positions  Liaison/Agency reps as Appropriate	Situation analysis Response coordination Resource coordination Logistics support Public Information  Sustained Operations
Earthquake with severe damage			

**Status Boards**

Because the EOC’s major purpose is accumulating and sharing information to ensure coordinated and timely emergency response, status boards for tracking emergency activities will be made available for use in both the primary and alternate EOCs. All EOC sections must maintain display devices so that other sections can quickly comprehend what actions have been taken, what resources are available, and to track damage in MILPITAS. The Planning/Intelligence Section is responsible for coordinating the display of information. All display charts, boards, and materials are stored in the EOC.

At the onset of any disaster, a log will also be compiled for the duration of the emergency situation. Key disaster related information will be recorded in the log; e.g., casualty information, health concerns, property damage, fire status, size of risk area, scope of the hazard to the public, number of evacuees, etc. The posting of the log is the responsibility of the Planning/Intelligence Section staff.

## **Communications**

Communications are provided for in the EOC by the Logistics Section.

## **EOC Coordination with Volunteer and Private Agencies**

Local jurisdictions' EOCs will generally be a focal point for coordination of response activities with many non-governmental agencies and should establish communication with private and volunteer agencies providing services within their jurisdiction.

Agencies that play key roles in the response should have representatives in the EOC. If an agency supports several functions and has only one representative in the EOC, the agency representative should be located in the liaison area. If an agency is supporting one function only, its representative may be located with that functional element. Some agencies may have several personnel participating in functional elements in the EOC. For example, American Red Cross (ARC) personnel may be part of the staffing for the Care and Shelter element of the EOC.

During large events, agencies that have countywide response roles and cannot respond to numerous local jurisdictions' EOCs should be represented at the OA level.

Coordination with volunteer and private agencies that do not have representatives at the EOC may be accomplished through telecommunications, liaison with community councils that represent several agencies or involvement of agencies in special multi-agency groups on specific issues.

**Coordination Links**

<b>Field Level Response</b>	
Police/ Fire	Public Works
<b>Local Government EOCs</b>	
EOC	Alternate EOC
<b>Santa Clara Operational Area EOC</b>	
<b>Governor’s Office of Emergency Services Coastal Region/Mutual Aid Region II</b>	
<b>Governor’s Office of Emergency Services</b>	

**Emergency Operations Center (EOC) Management Structure**

SEMS regulations require local governments to provide five functions: management, operations, planning/intelligence, logistics and finance/administration. These functions are the basis for structuring the EOC organization

Management - Responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations

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

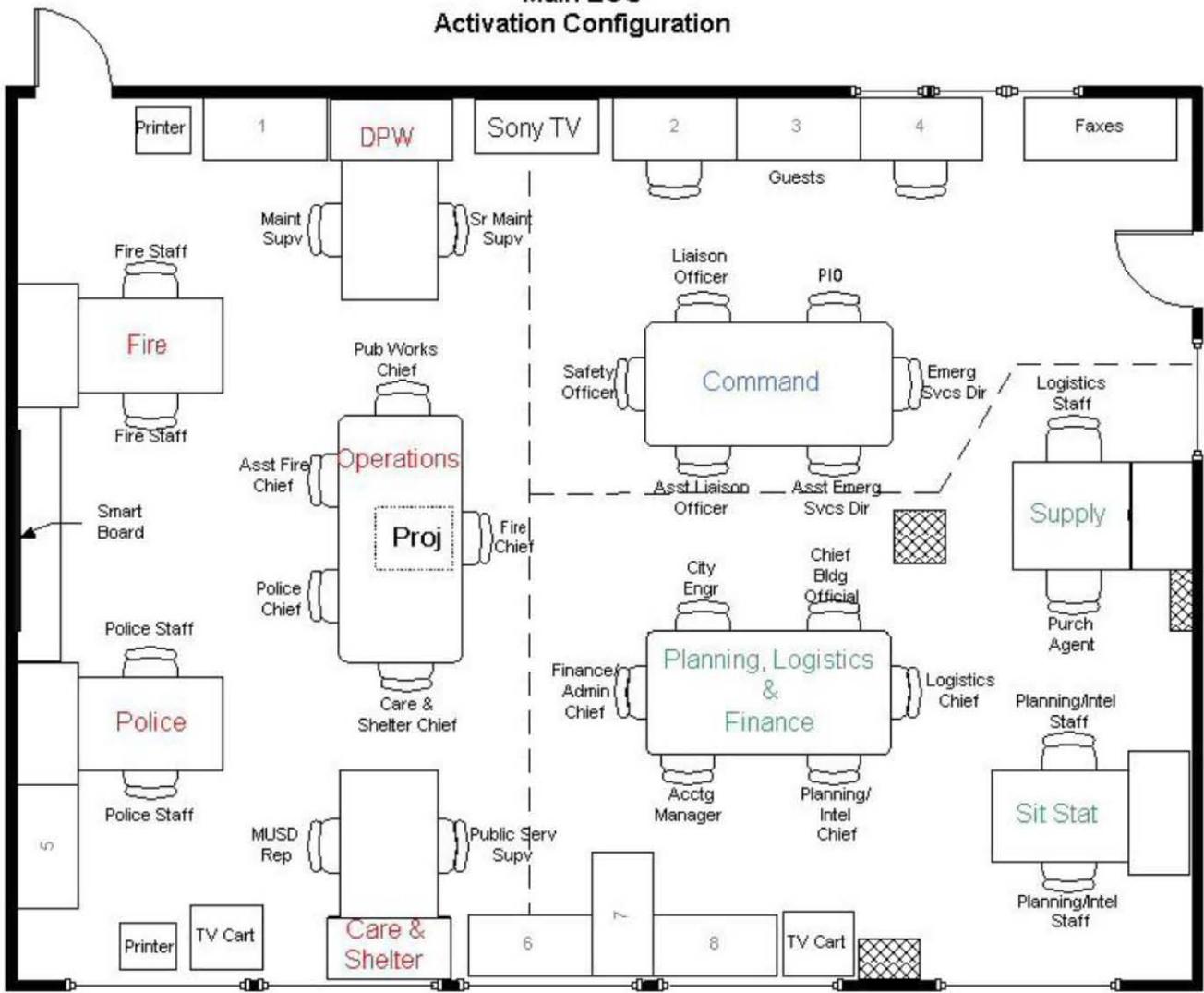
Planning/Intelligence - Responsible for collecting, evaluating and disseminating information; assist in developing the County OA’s EOC Action Plan, After Action Report, and Corrective Action Report, in coordination with the EOC Emergency Services Coordinator

Logistics - Responsible for supporting operations, providing facilities, services, personnel, equipment and materials

Finance/Administration - Responsible for financial activities and other administrative aspects

The EOC organization may include representatives from special districts, volunteer agencies, and private agencies with significant response roles

### Main EOC Activation Configuration



## **EOC POSITION DESCRIPTIONS AND RESPONSIBILITIES**

### **Management Section**

The Management Section is responsible for overall management and administration of the incident. Management also includes certain support staff functions required to support the EOC Management function and the field command function.

### **Operations Section**

The Operations Section is under the supervision of the Operations Section Chief who is in charge of all functions within the Operations Section. The Operations Section directs the MILPITASX operational resources and coordinates mutual aid resources. In addition, the Operations Section is responsible for coordinating with the County field incident commanders.

### **Planning/Intelligence Section**

The Planning/Intelligence Section is under the supervision of the Planning Section Chief. The duties and responsibilities of the Planning Section are to gather and analyze all data regarding the incident and the assigned resources. The Planning Section maintains an incident log, EOC display maps, and charts. The Planning Section is also responsible for preparing situation reports, assessing damage, conducting planning meetings, documenting all EOC activities, and assisting in the preparation of the Action Plan.

### **Logistics Section**

The Logistics Section is under the supervision of the Logistics Section Chief and provides all emergency support needs. The Logistics Section orders all resources, manages volunteer personnel, and provides communications, facilities, transportation, supplies, equipment, fuel, food, and shelter.

### **Finance/Administration Section**

The Finance/Administration Section provides for the tracking of the time worked by all emergency personnel involved in the incident, provides cost analysis and projections, and records any and all injury claims for compensation.

## EMERGENCY PROCLAMATIONS

### Local Emergency

At the local government level an emergency may be proclaimed by the Director of Emergency Services or his designee. MILPITAS shall advise the Santa Clara County Sheriff's Office of Emergency Services (OES) of the declaration. The proclamation of a Local Emergency provides the governing body with the legal authority to:

- 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
- Require the emergency services of any local official or employee
- Requisition necessary personnel and materials from any local department or agency
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use
- Impose penalties for violation of lawful orders
- Conduct emergency operations without incurring legal liability for performance, or failure of performance. *Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities*

## CONTINUITY OF GOVERNMENT

### Purpose

A major disaster or an enemy attack could result in great loss of life and property, including the death or injury of key government officials. At the same time, there could be partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government and industry.

In the aftermath of a major disaster, law and order must be preserved and essential government services must be maintained. Civil government accomplishes this best. To this end, it is particularly essential that local units of government continue to function.

Applicable portions of the California Government Code and the State Constitution (cited in the next paragraphs) provide authority for the continuity and preservation of state and local government.

### Responsibilities

Government at all levels is responsible for providing continuous, effective leadership and authority under all aspects of emergency services operations (preparedness, response, recovery, and mitigation). Under California's concept of mutual aid, local officials remain in control of their jurisdiction's emergency operations while others may provide additional resources upon request.



Public Works	Maint. Supervisor
Public Works	Acting Maint. Sup.
Care & Shelter	Recreation Serv Dir
Care & Shelter	Public Serv. Supv.
Care & Shelter	Sports Center Supv.
Care & Shelter	Comm. Center Supv
Care & Shelter	Maint. Supervisor
Care & Shelter	Sr. Center Supv.
Care & Shelter	Rec. Supervisor
Care & Shelter	Program Coor.
Care & Shelter	Program Coor.
Care & Shelter	Program Coor.
Planning/Intel.	Planning Director
Planning/Intel.	Chief Bldg Official
Planning/Intel.	Sr. Planner
Planning/Intel.	Acting City Engr.
Planning/Intel.	Sr. Bldg Inspector
Planning/Intel.	Sr. Public Works Ins
Planning/Intel.	Permit Center Mgr
Planning/Intel.	Principal Engineer
Planning/Intel.	Acting CIP Manager
Planning/Intel.	Assoc. Civil Engr.
Logistics	Human Res. Dir
Logistics	Purchasing Agent
Logistics	Buyer
Logistics	Admin Analyst
Logistics	I.S. Operations Mgr.
Finance/Admin.	Finance Director
Finance/Admin.	Accounting Mgr.
Finance/Admin.	Budget Manager
Finance/Admin.	Senior Accountant
Finance/Admin.	Accountant
Finance/Admin.	Accountant

**Preservation of Vital Records**

- In MILPITAS's, the City Clerk's Office is responsible for the preservation of vital records:  
Each department within MILPITAS should identify, maintain and protect its own essential records.



## **Transportation and Infrastructure**

(Janice Spuller)

### **POTENTIAL HAZARDS AND THREATS SUMMARY**

There are three broad categories of hazards: natural, technological and man-made threats.

#### *Natural*

- Earthquake
- Flood
- Wildland Fire
- Winter Storm
- Tsunami
- Landslide
- Drought
- Public Health Crisis

#### *Technological*

- Hazardous Materials Incident
- Transportation Accident
- Dam Failure
- Energy Disruption
- Radiological Incident

#### *Manmade*

- Terrorism
- Civil Disturbance
- National Security Emergency

## **THREAT ASSESSMENT 1: EARTHQUAKE**

### General Situation

Varying in type and intensity, earthquakes are perhaps the least predictable of any of the potential hazards. They may cause no real damage or the area could be heavily impacted. Often, the main earthquake is followed by a series of aftershocks. Aftershocks can be larger than the original quake and pose a significant threat to those responding to the first event.

Located within and next to Santa Clara County are several known active and potentially active earthquake faults, including the Calaveras and the Hayward Faults.

- The Calaveras Fault is a major branch of the San Andreas Fault located in northern California in the San Francisco Bay Area. To the east of the Hayward-Rodgers Creek fault, the Calaveras fault extends 123 km, splaying from the San Andreas Fault near Hollister and terminating at Danville at its northern end.
- The Hayward Fault is about 74 mi (119 km) long and is situated mainly along the western base of the hills on the east side of San Francisco Bay. It runs from Richmond to San Jose.

A major earthquake occurring in or near these areas could result in deaths, casualties, property and environmental damage, and disruption of normal government and community services and activities. The effects could be aggravated by collateral emergencies such as fires, flooding, hazardous material spills, utility disruptions, landslides, dam failures, and transportation emergencies. The location of the epicenter, as well as the time of day and season of the year, would significantly influence the number of casualties and the amount of damage.

Such an event would exceed the response capability of MILPITAS' emergency management organization, requiring assistance from volunteer and private agencies, the Santa Clara County OES, the Governor's Office of Emergency Services and the federal government. Response efforts will be significantly hampered by the loss of communications and transportation systems.

A major effort would be needed to remove debris and clear roadways, demolish unsafe structures, assist in reestablishing public services and utilities and provide continuing care and temporary housing for affected citizens.

The economic impact of a major earthquake may also be significant. Employment may decline, businesses may suffer or even fail, tourism will drop, and a corresponding reduction in tax revenues will strain the basic financial systems in local communities. Additionally, costs for basic services and supplies can be expected to increase along with additional infrastructure maintenance, replacement, or repair expenses. Effects can last for months and years unless addressed quickly and aggressively.

### Specific Situation

#### *Freeways and Major Highways*

Freeways and critical highways pass through key parts of Milpitas. Alternate routes need to be identified. Should overpasses or bridges collapse or become unsafe, or roads close due to landslides, communities could be isolated for days. The opening of crossings and traffic control will be a major factor for emergency services personnel.

### *Railroads*

Many railroad bridges are susceptible to seismic damage because of age, design and construction. Large lengths of line are vulnerable to landslide.

### *Hazardous Sites*

Underground fuel pipelines, chemical storage tanks, and manufacturing locations may be damaged or destroyed and the resulting leaks may constitute a considerable threat to individual areas. Additionally, the area is crossed with many high voltage lines which supply power to the majority of the area. Should they fall, roadways will be blocked and the potential for fire and shock hazards will be significant until Pacific Gas and Electric can shut them off.

### *Population Control*

In addition to caring for their own citizens, the City may also have to support seasonal visitors in the area at the time of the event or evacuees from other Bay Area jurisdictions. Local agencies may have to restrict access and dedicate large numbers of resources to traffic management and transportation. Such populations may place excessive demands upon any established mass care facilities or shelters.

## Damage to Vital Public Services, Systems and Facilities

### *Medical Facilities*

Approximately half of the beds in the county's medical facilities could be lost during a major earthquake due to the age and type of construction of some of the hospitals and rehabilitation centers in Santa Clara. These hospitals will have services limited by damages, staff shortages, and lack of supplies. Local clinics, surgical facilities, and field treatment sites may be needed to handle the initial demand. Santa Clara's Mass Casualty Incident (MCI) plan will be implemented but may be overwhelmed by the number of victims.

The most common injuries will be glass cuts on hands and feet. The most serious injuries will be crush or burn. It may be necessary to transport many injured to out-of-county facilities.

### *Fire Operations*

Although total collapse of fire stations is not expected, possible disruption of utilities, damaged doors and loss of power can create major problems. Numerous fires due to disruption of power and natural gas networks can be expected. Many connections to major water sources may be damaged and storage facilities would have to be relied upon. Water supplies could be inadequate or non-existent. Rescuers should expect loss of power and water, jammed doors, restricted mobility due to debris, possible loss of communications capability and delays in reaching maximum effectiveness due to personnel shortages.

### *Communications*

The use of telephones will be limited. Traditional and cellular systems will be affected by infrastructure failure, overloads, and loss of electrical power. Immediately following an event, numerous failures will occur, compounded by system use overloads.

### *Electrical Power*

Extra-high-voltage transmission equipment is generally the most susceptible component of the

electrical system. Repairs may require physically clearing roadways, bringing in special equipment, and safeguarding against aftershocks and other hazards. Close coordination is required with regional and local utility representatives. Power restoration may take days or even weeks.

#### *Natural Gas*

Damage to natural gas facilities serving Milpitas' communities will consist primarily of isolated breaks in major transmission lines. Breaks in mains and individual service connections within the distribution system will be significant. Leaks pose a fire threat in these susceptible areas of intense ground shaking and/or poor ground.

#### *Propane Gas*

Some residents and businesses rely upon propane or bottled gas. Many of these tanks are not secured and will likely tip over or become disconnected. The leaking tanks will pose a fire/explosion hazard. Re-supply and repair of this service will be delayed until roads can be cleared and outside assistance is brought into the area by the vendors. Priority for repair and re-supply will be given to critical facilities such as medical sites, shelters, and emergency generators at remote radio repeater sites.

#### *Water*

Primary water sources may be incapacitated due to damage to the chlorine treatment stations and/or the pipelines that distribute potable water.

Priority for water distribution will go to fire suppression, life support, medical facilities, decontamination, and shelter operations. This may result in significant rationing. The use of surface-laid pipes and water tanker trucks to maintain a minimal supply to some areas will be almost certainly required.

#### *Sanitation Systems*

These systems will be generally affected in the same manner and degree as potable water. However, there is limited storage capacity in the wastewater plants. This could result in releases of minimally treated or even untreated sewage. Damaged or un-powered pumping stations and sewer line breaks may result in small spills of untreated sewage. Household sewer connections may break and plug.



### Earthquake Faults

## THREAT ASSESSMENT 2: FLOOD

### General Situation

Floods are generally classed as either slow-rise or flash floods. Slow-rise floods may be preceded by a warning time measured in hours or days. Evacuation and sandbagging for a slow-rise flood may lessen flood-related damage. Conversely, flash floods are the most difficult to prepare for, due to the extremely short warning time, if any is given at all. Flash flood warnings usually require immediate evacuation within the hour.

The National Weather Service issues flash flood watches and warnings. A flash flood “**Watch**” is issued when flash flooding is possible within the designated watch area -- all persons should be alert. A flash flood “**Warning**” is issued when a flash flood has been reported or is imminent -- all persons should take necessary precautions.

No area is immune to flash floods. In small streams, especially near the headwaters of river basins, water levels may rise quickly in heavy rainstorms, and flash floods can begin before the rains stop. There is little time between the detection of flood conditions and the arrival of the flood crest. Swift action is essential to protect life and property.

All low lying areas are subject to flood conditions. Urban development in flood plain areas are often subject to seasonal inundation. The flood plain is a natural extension of any waterway, although infrequently used. Storm water runoff, when exceeding the capabilities of the physical channel characteristics of a stream, results in the natural flooding of a localized area, inundating vehicles and causing considerable damage to residential and industrial properties located near stream and drainage channels.

Once flooding begins, personnel will be needed to assist in rescuing persons trapped by flood water, securing utilities, evacuating residents, moving equipment, cordoning off flooded areas and controlling traffic. These actions may overtax local agencies, and additional personnel and resources may be required.

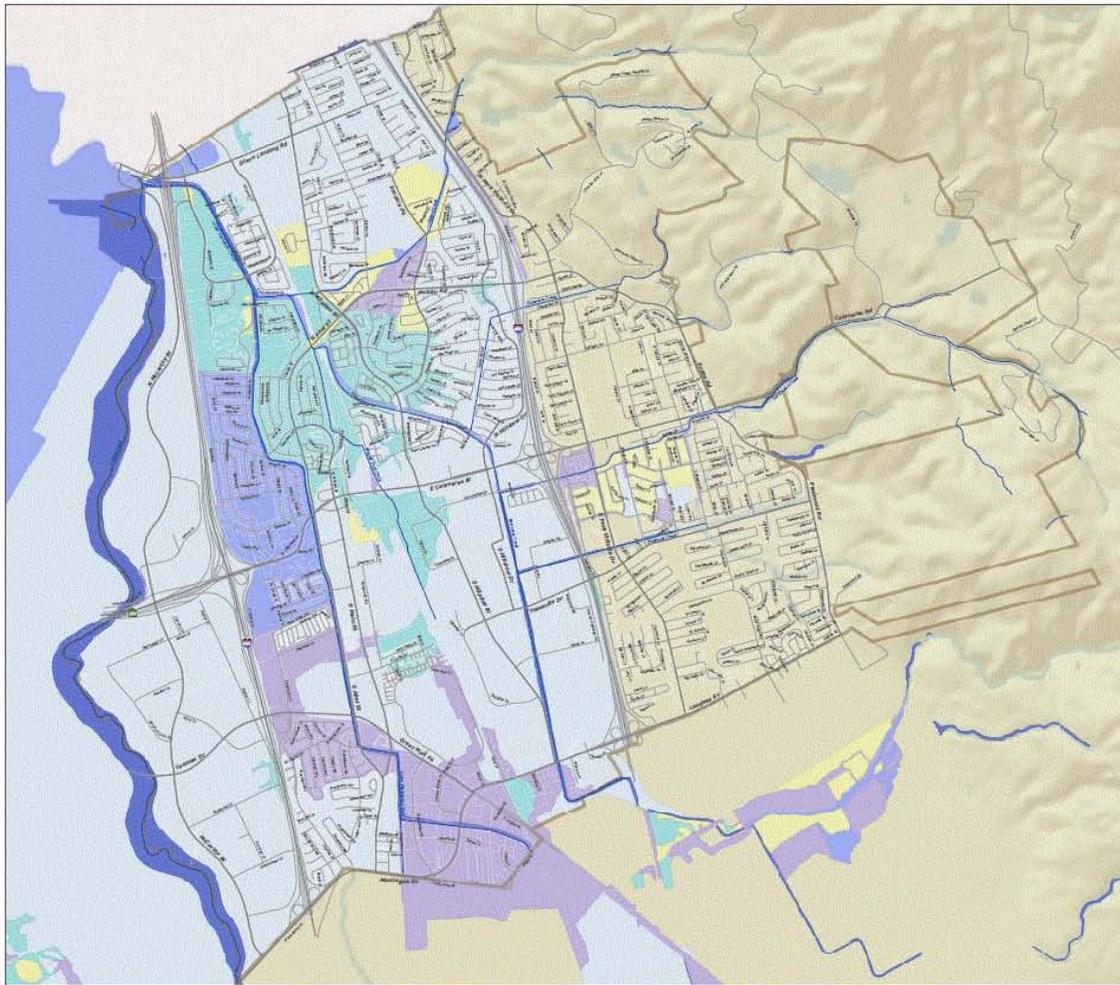
### Specific Situation

Key areas of Milpitas are subject to flash flooding, urban flooding (storm drain failure/infrastructure breakdown), and river channel overflow.

Winter storms can generate heavy wave action along the coast which, either by itself, or when combined with high tides and/or high winds, can cause localized flooding in low-lying areas.



### Flood Hazards



FEMA "Special Flood Hazard Area": 1% or greater annual chance of flooding:

- Zone A: areas for which no base flood elevations have been determined
- Zone AE: areas for which base flood elevations have been determined
- Zone AC: shallow flooding, 1-3 ft, usually as sheet flow from a stream flood
- Zone AH: shallow flooding, 1-3 ft, usually as ponding areas

Other flood area:  
Zone X: 0.2% annual chance of flooding

- Other area:  
Zone X: less than 0.2% annual chance
- Zone D: not analyzed for flooding hazard; possible but undetermined

- Creeks
- ▭ City boundary

**Disclaimer:**  
The City of Milpitas does not guarantee the accuracy, completeness, or usefulness of any information displayed or implied within.  
The City of Milpitas provides this information on an "as is" basis without warranty of any kind, expressed or implied, and assumes no responsibility for any use or misuse of this information.

Compiled June 2010



Flood hazard data source: FEMA, May 2009

Map produced by GIS Division, Information Services Dept., City of Milpitas

## **THREAT ASSESSMENT 3: WILDLAND FIRE**

### General Situation

Wildland fire hazards exist in varying degrees in Milpitas. The fire season generally lasts from five to six months. The wildland fire hazard is caused by a combination of factors including rugged terrain, highly flammable vegetation and forest, long summers, and human activity.

In several areas, an “Urban Interface” fire hazard is created as older neighborhoods directly border wild lands, parks, or forests. These areas often have mature vegetation which could cause fire to spread quickly.

### Specific Situation

#### *Fire Causes*

People, and their activities, may cause wildland fires. Since the heaviest concentrations of people are found along Highway 880. Use of equipment, people playing with fire, arson, mowing, and debris burning are among the most common causes of wildland fires.

#### *Wildland Fire in Combination with Other Threats*

The fire hazard can be significantly affected by other hazards such as an earthquake. One worst-case scenario could involve a major earthquake during fire season. Broken gas lines or downed electrical wires could spark multiple fires. Firefighters would be hampered by disrupted communications, impassible roads, and the need to perform rescue/medical operations.

## **THREAT ASSESSMENT 4: TSUNAMI**

### General Situation

A tsunami is a series of traveling ocean waves generated by earthquake or underwater landslides. As the tsunami crosses the deep ocean, its length from crest to crest may be one hundred miles or more, its height from the bottom of the wave to the crest only a few feet. It cannot be felt aboard ships in deep water and cannot be seen from the air, but in deep water, tsunami waves may reach forward speeds exceeding 600 miles per hour.

As the tsunami enters the shallow water of coastlines in its path, the velocity of its waves diminishes and wave height increases. It is in these shallow waters that tsunamis become a threat to life and property, as they can crest to heights of more than 100 feet, and strike with devastating force. This danger is not over until the entire wave-series has passed. All tsunamis, like hurricanes, are potentially dangerous, even though they may not damage every area they strike. At present, there is no way to determine, in advance, the amplitude or size of tsunamis in specific locations. A small tsunami at one beach can be a giant one a few miles away.

Tsunamis may also be generated by earthquakes or underwater landslides just off shore. These "near-shore tsunamis" can also be very large but may arrive with little or no warning. In addition to the initial event, additional - and even larger - waves may continue to arrive for hours.

### *Damage*

The great waves of a tsunami may crush buildings, smash vehicles and boats, uproot trees, and disrupt vital public services, systems and facilities. The effects may be aggravated by the secondary effects of fire. In Milpitas the biggest threat is the flooding caused by the event. Efforts may be required to remove debris and clear roadways, reestablish public services and utilities and provide temporary housing for displaced persons.

### *Evacuation*

It is essential to evacuate persons in low-lying areas for these areas consistently sustain the greatest damage by tsunamis.

### *Tsunami Warning System*

The National Oceanic and Atmospheric Administration (NOAA) maintain the international Tsunami Warning System. The occurrence of a major earthquake anywhere in the Pacific Ocean area brings an immediate response from the system.

### *Tsunami Watch*

When an earthquake of sufficient magnitude to generate a tsunami occurs, Tsunami Warning System staff determines the location of the earthquake epicenter. If the epicenter is under or near the ocean, a tsunami is possible. The Warning System issues a TSUNAMI WATCH, which tells recipients that an earthquake has occurred, its location, and that the possibility of a tsunami exists. A TSUNAMI WATCH constitutes the System's first alerting action.

## **THREAT ASSESSMENT 5: LANDSLIDE**

### General Situation

Landslides include all movements of soil, rock or debris as a result of falling, sliding or flowing. Landslides are categorized according to the types of motion and material involved. They can be directly caused by earthquakes or be completely independent of them.

Falls describe the sudden movement of material from vertical or near-vertical slopes, and are generally labeled by the type or material displaced (e.g., soil fall, rock fall).

Slides refer to movements in which the material moves more or less as a unit along recognizable shear surfaces. If the shear surface is concave, the slide movement will be rotational, and is denoted by the term "slump". If the shear surface is flat, the term "slide" is used alone.

Flows describe the movement of material in which small-scale movements, rather than massive sliding, is the dominant mechanism of transport. Flows are described by the type of material involved and the rate at which it moves (e.g., debris flow, mudflow).

Landslides can occur due to both natural and human factors. Natural factors include the cohesive strength and characteristics of the affected minerals, the orientation of joints and planes of weakness between slide material and bedrock, the steepness of slopes, seismic activity, the degree of saturation of ground materials (highly affected by rainfall), and the density of vegetation. Human factors include the creation of excessively steep and overloaded slopes, the removal of natural vegetation, and the addition of water to the soil by watering lawns and septic system drain fields, and onsite creations of ponds for storm runoff.

Landslides will usually be associated with earthquakes or heavy rainfall. There are many identified sites within the county. Many threaten key highways. Some jurisdictions may be directly affected or simply isolated. Landslides will normally be associated with some other incident such as winter storm or earthquake.

Landslides and debris flowing can damage or destroy buildings, block roads, sever utilities, disrupt water supplies, and injure or kill people. Damage control and emergency response operations may be seriously hampered by road closures and loss of communications. Evacuation of dangerous areas may become necessary. Extensive efforts may be needed to rescue trapped people, recover bodies, remove debris, and restore utilities and services.

(Move to the end?)

**THREAT ASSESSMENT 6: PUBLIC HEALTH CRISIS**General Situation

One of the gravest threats to the life safety of Milpitas residents and visitors is posed by biological agents that occur naturally. Bacteria and viruses continue to evolve and spread. Drug-resistant strains of these pathogens also pose serious challenges to modern medicine. A public health crisis will immediately impact the width and breadth of emergency medical services.

In order to reduce costs, the medical community has worked to increase its efficiency by reducing or closing facilities, reducing staff, and relying on just-in-time inventory systems for medical supplies. This has resulted in an indirect reduction in the capacity to handle large-scale health events and an increased reliability on crisis response systems.

Public Health events are likely to impact whole regions and nations. Resources from outside Milpitas may not be available. American society has not had to respond to a major health crisis in modern times. Existing concepts and response systems may be overwhelmed.

## **THREAT ASSESSMENT 7: HAZARDOUS MATERIALS INCIDENT**

### General Situation

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 and handling because of the threats they pose to public health, safety and the environment. The production, transportation, and use of hazardous materials have become a normal part of society.

Accidental 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. Incidents are more likely to occur along highways and railways. Fixed facilities, such as manufacturing and light industrial facilities release hazardous materials incidents; however stringent safety requirements help to limit these.

Hazardous materials incidents in the urban areas of the county may require precautionary evacuations, or may have residents do shelter-in-place. Such an event may produce many victims suffering from exposure to the agent or burns and require implementation of the County's Mass Casualty Incident (MCI) Plan.

### *Transportation Routes or Fixed Hazardous Materials Facilities*

Hazardous materials incidents in Milpitas would most likely occur on the transportation routes or at fixed hazardous materials sites within the various cities. Hazardous materials are often moved through the area on Highway's 880 and 237. Surface streets are used for the local transportation of hazardous materials.

### *Oil Spill*

An oil spill can be a significant hazard to Milpitas' ecosystems including wildlife and environmentally sensitive sites

### *Sewage Spills*

Sewage spills into the City's waterways or the San Francisco Bay may cause significant contamination causing sickness people who come in contact with those waters as well as distressed and sick wildlife. Sewage spill is often caused by waste treatment facilities pump and alarm failures as well as human errors.

### *Other Sources*

Another source of hazardous materials incidents is the illegal manufacturing of drugs in clandestine laboratories. The residue and hazardous waste from these laboratories are usually dumped illegally, posing a public health and safety hazard and a threat to the environment. In many cases, criminals will conduct their activities in the midst of residential or commercial neighborhoods to remain hidden.

## **THREAT ASSESSMENT 8: TRANSPORTATION ACCIDENTS**

A major incident involving an airplane, truck, or train could result in numerous casualties and could significantly impact Milpitas' transportation systems. The ability of emergency response teams to respond and transport victims to hospitals will be affected by the time of day and traffic congestion.

A major incident on any of the primary routes will produce road closures of at least four or more hours. Extensive search and rescue operations may be required to assist trapped and injured persons. Emergency medical care and temporary shelter would be required for injured or displaced persons. Identification, movement and temporary storage of any significant number of dead will be difficult. Families may be separated, particularly if the incident should occur during working hours. In some instances, the loss of communications and disruption of other essential services may hamper emergency operations.

Under certain circumstances, government effort will be required to remove debris and clear roadways, demolish unsafe structures, and assist in re-establishing public services. It may be necessary to provide continuing care and welfare for the affected population.

Each of these hazards could produce several secondary threats, such as a hazardous materials incident, fire, severe damage to nearby buildings or vehicles, loss of life in either adjacent buildings or vehicles and pedestrians.

Major accidents could involve an airplane crash, trucking incident or a train crash. The following assessments provide additional details unique to each type of incident:

### **Airplane Crash**

#### General Situation

Often the impact of a disabled aircraft as it strikes the ground creates the potential for multiple explosions, resulting in an intense fire. Wherever the crash occurs, the resulting explosion and fires have the potential to cause injuries, fatalities and the destruction of property. The time of day when the crash occurs may have a profound effect on the number of dead and injured. As well, an airplane crash produces profound mental health issues for survivors, surrounding residents, and emergency responders.

#### Specific Situation

Milpitas has no commercial service airports with regularly scheduled air carrier passenger service, however, the San Jose International Airport is home to several airlines. Milpitas lies along the north end of air traffic flight path from this airport. The crash of an aircraft would result in obvious issues if the incident took place near heavily-populated areas. In remote areas, the rugged terrain could make access and communications difficult. A large area could be affected with falling parts, burning fuel and destroyed buildings. Many state and federal agencies would respond to the scene in a very short period and media attention would be intense.

## **Trucking Incident**

### General Situation

A major truck incident that occurs in a heavily-populated industrial area or residential area can result in considerable loss of life and property. Potential hazards could be overturned tank trailers, direct impact either into a residence or industrial building, or cutting into the normal flow of traffic.

### Specific Situation

The main transportation arteries through Milpitas are Interstates 880 and 680. These routes are heavily used most hours of the day and the control of vehicular traffic in and around the affected area of a multi-casualty or hazardous materials incident will be the primary problem at any time.

In many areas there are few, if any, good alternate routes. During commute hours, the problem will be severely compounded. It will be essential to expedite the flow of essential emergency response vehicles through the area and divert nonessential traffic. In a major accident, it is not uncommon for these roads to close for most of a day to support rescue, recovery and accident investigation activities.

In a major disaster, increased reliance on goods and equipment being trucked into the county and into MILPITAS combined with restricted or damaged roads could result in a greater chance for a major accident.

## **Train Crash**

### General Situation

A major train derailment that occurs in a heavily populated industrial area can result in considerable loss of life and property. As a train leaves its track, there is no longer any control as to the direction it will travel. Potential hazards could include overturned rail cars, hazardous materials incidents, and impact to an industrial building or entering into normal street traffic.

Train accidents could be caused by derailment, an accident with a vehicle at a crossing, an accident with a pedestrian at a crossing, a collision with another train, or an explosion or fire in or near the train. Any hazardous materials carried as freight or in another impacted vehicle could substantially complicate response actions and require that the situation be monitored until all debris is removed.

There would be a great number of agencies responding to the scene. Traffic control and resource management will be difficult but essential to maintain. Schools near the site may be isolated or called upon to evacuate immediately. Media attention can be expected to be significant.

## **THREAT ASSESSMENT 9: ENERGY DISRUPTION**

### General Situation

Modern society has increasingly grown dependent on technologies which use various sources of energy. Events in the last 30 years have underscored the major impacts that a disruption in the energy supply can have:

- The major Arab Oil Embargo in 1973 led to significant economic and political changes including increased domestic oil production, additional investment in alternative energy sources, inflation, and a marked reduction in the Gross National Product.
- The California electrical shortages of 2001 resulted in the use of rotating electrical outages, also known as rolling blackouts. This crisis created a great deal of confusion, loss of power, increased utility rates, and negatively impacted the state budget.

### *Fossil Fuels*

This includes natural gas, oil, and gasoline. Disruptions in the supply of these resources would immediately cause serious problems in transportation, electrical generation, business, communications, and would cause prices for most goods and services to rise dramatically.

### *Electrical Power*

A power failure is any interruption or loss of electrical service due to disruption of power generation or transmission caused by an accident, sabotage, natural hazard, equipment failure, or fuel shortage. These interruptions can last anywhere from a few seconds to several days. Power failures are considered significant problems only if the local emergency management organization is required to coordinate the provision of food, water, heating, etc. as a result. Power failures are common when severe weather and winter storm activity occur. Critical systems including telecommunications will fail unless provided with alternate or redundant power sources.

### Specific Situation

Petroleum products are imported to Milpitas via highways from Bay Area refineries. A natural gas pipeline feeds the majority of the population along the U.S. Highway 880 corridor.

## **THREAT ASSESSMENT 10: RADIOLOGICAL INCIDENT**

### General Situation

Depending upon the type, location, and quantity released, nuclear (radiological) materials can damage human health, the environment, and property. Such an accidental release is extremely rare. Commercial nuclear plants began generating power in 1957. The United States has had only one major incident that occurred at the Three Mile Island facility near Harrisburg, Pennsylvania in 1979. Other minor incidents have occurred, but these have been infrequent and have caused few off-site consequences.

Common sources of radiological materials include those used in medical procedures, research, industrial production, and construction.

It is important to note that a radiological event differs from a regular Hazardous Materials spill in that the affected area could be large; radioactivity is difficult to detect; specialized equipment is required to pinpoint sources; and clean up may require tremendous resources. Long-term effects may be difficult to determine. Public perception will play a critical role in the incident. Media coverage of such an event will be massive. Federal agencies will play a key role in managing response and recovery efforts.

Generally, shielding, limited exposure time, and increased distance from the source are the keys to effective mitigation and response.

### Specific Situation

Milpitas is a combination suburban/rural area. Only a few sites (mostly medical facilities) use such materials - and these are considered a relatively low-level threat. As U.S. Highway 880 is the primary north/south corridor for Santa Clara County, some industrial and medical grade radiological materials are transported on this route.

## **THREAT ASSESSMENT 11: TERRORISM**

### General Situation

The Federal Bureau of Investigation (FBI) defines terrorism as “the unlawful use of force against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in the furtherance of political or social objectives.”

Since the events of September 11, 2001, a significant increase in the assessment and preparation for terrorism has been a national priority.

Terrorism can be state-sponsored or the outgrowth of a frustrated, extremist fringe of polarized and/or minority groups of people. Extremists have a different concept of morality than the mainstream society. Terrorist groups include:

- Ethnic separatists and political refugees
- Leftwing radical organizations
- Rightwing racists, anti-authority survivalist groups
- Extremist issue-oriented groups such as animal rights, environmental, religious, anti-abortionists

Events could typically be expected in urban areas near public gatherings, government facilities, or highly visible areas, but no one area is less likely to be a target than any other. Communities are vulnerable to terrorist incidents and most have high visibility and vulnerable targets. These facilities, sites, systems, and special events in the community are usually located near routes with high transportation access. Examples include:

- Government office buildings, courthouses, schools, hospitals, and shopping centers
- Dams, water supplies, power distribution systems
- Military installations
- Railheads, interstate highways, tunnels, airports, ferries, bridges, seaports, pipelines
- Recreational facilities such as stadiums, theaters, parks, casinos, concert halls
- Financial institutions and banks
- Sites of historical and symbolic significance
- Scientific research facilities, academic institutions, museums
- Telecommunications, newspapers, radio and television stations
- Chemical, industrial, and petroleum plants, business offices, and convention centers
- Law, fire, emergency medical services facilities, and operations centers
- Special events, parades, religious services, festivals, celebrations
- Family planning facilities

### *Weapons of Mass Destruction*

Experts generally agree that there are five categories Weapons of Mass Destruction (WMD) which terrorists could use: Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE). It is important to note that developing and properly employing such weapons is very difficult - but not impossible. Each category of weapon is discussed below:

- Chemical agents are compounds with unique chemical properties that can produce lethal or damaging effects in humans, animals, and plants. Chemical agents can exist as solids, liquids, or gases depending on temperature and pressure. Most chemical agents are liquid and can be introduced into the unprotected population relatively easily using aerosol generators, explosive devices, breaking containers, or other forms of covert dissemination. Dispersed as an aerosol, chemical agents have their greatest potential for inflicting mass

casualties.

- Biological agents pose a serious threat because of their accessible nature and the rapid manner in which they spread. These agents are disseminated by the use of aerosols, contaminated food or water supplies, direct skin contact, or injection. Several biological agents that could be adapted for use by terrorists include anthrax, tularemia (rabbit fever), cholera, the plague, botulism, and pandemic flu. A biological incident will most likely be first recognized in the hospital emergency room, medical examiner's office, or within the public health community long after the terrorist attack. The consequences of such an attack will present communities with an unprecedented requirement to provide mass protective treatment to exposed populations, mass patient care, mass fatality management, and environmental health clean-up procedures and plans.
- A radiological weapon involves the detonation of a large conventional explosive that incorporates nuclear material or detonation of an explosive in close proximity to nuclear materials in use, storage, or transit.
- A nuclear threat is the use or threatened detonation of a nuclear bomb or device. At present, there is no known instance in which any non-governmental entity has been able to obtain or produce a nuclear weapon.
- Explosive incidents account for 70 percent of all terrorist attacks worldwide. Bombs are the terrorist's weapon of choice. The Internet and local libraries provide ample information on the design and construction of explosive devices. The FBI reported that 3,163 bombing incidents occurred in the United States in 1994, 77 percent were due to explosives. Residential properties are the bombers' most common targets.

### *Cyber terrorism*

In addition to WMD attacks, cyber terrorism is a relatively new phenomenon used to potentially disrupt our society and exploit our increasing reliance on computers and telecommunication networks. Cyber terrorism threatens the electronic infrastructure supporting the social, health, and economic well being of our communities. Interlinked computer networks regulate the flow of power, water, financial services, medical care, telecommunication networks, and transportation systems.

### Specific Situation

The San Francisco Bay Area contains many high profile sites and buildings which are considered potential terrorist targets. Even if Santa Clara County and MILPITAS don not suffer an attack, it is likely that we will be asked to provide support to other metropolitan areas that has been impacted. Another consideration is the potential for large numbers of the public to move from the impacted area due to actual or perceived dangers.

The federal and state response to terrorist activities has been intense since the attack of September 11, 2001. Emergency Management actions have centered on terrorist threat assessment, planning, grant administration, and training. Detailed terrorism threat assessments for the County and the State of California have been completed and are considered confidential.

**THREAT ASSESSMENT 12: CIVIL DISTURBANCE**

Civil disturbance includes incidents that are intended to disrupt a community to the degree that law enforcement intervention is required to maintain public safety. Civil disturbances are generally associated with controversial political, judicial, or economic issues and/or events. The effects of civil disturbances could include traffic congestion or gridlock, illegal assemblies, disruption of utility service, property damage, injuries and potential loss of life. This is in contrast to Civil Disobedience.

## **THREAT ASSESSMENT 13: NATIONAL SECURITY EMERGENCY**

A national defense emergency will normally be announced by the Federal government; however, unless there is a sudden, unprovoked attack, there should be some time available for planning and initiation of evacuation procedures. It is not the duty of civil authorities to fight the war, but rather to control and care for the local population. Local and state authorities under a "State of War" have not been exercised since World War Two.

Potential impacts of a national security emergency include:

### Military Call-up and Activity

A major national defense emergency would require the activation of the Military Reserve Forces and the National Guard. Members of those organizations would be called to duty. Their service in the federal government takes precedence over local authority. There would be no trained replacement personnel immediately available. This would affect government agencies at all levels and organizational restructuring might be necessary. There are very few military installations in the region which would be deploying troops. However, movement through the area could place a great deal of strain on major highways and local resources.

### Civilian Activity

The civilian population may also be immediately affected by a declaration of a national emergency. Most certainly there will be a significant portion of the population which would try to evacuate the area in advance. This could produce some civil disobedience. Employee safety could become a significant concern.

### Outright War or Attack

An attack upon the United States (either conventional or nuclear) is extremely unlikely. The potential for such an event, however, does not exist. Although the chances of a massive nuclear strike on the U.S. have greatly diminished, several countries throughout the world have developed, or are seeking to develop the capability of deploying nuclear weapons, either on a tactical basis or a strategic one. Additionally, the possibility exists that a terrorist organization might acquire the capability of creating a small nuclear detonation. A single nuclear detonation in the United States would likely produce fallout affecting an area many times greater than that of the blast itself.

In the event of a conflict involving the major world powers, an attack on the Bay Area would be an almost certainty. In most probability, the attack would be from missiles with nuclear warheads. An attack on the coast by amphibious forces is unlikely. This is normally the responsibility of the federal agencies; however, protection of municipal facilities and resources would be an important consideration.

There are several "strategic" targets in the Bay Area which are/would be targeted for a nuclear strike. In addition to the military installations, defense production and communications-related civilian activities may be designated as targets. Destruction would be complete in many areas and all normal sources of power and water will cease to exist. The surviving population would flee the area by any means possible. Areas not directly affected by the blast of weapons will suffer the effects of radioactive particulate dispersed into the atmosphere.

In the event of a massive attack, there would be no help from outside agencies for a prolonged period. It would be the responsibility of law enforcement to restore order and the job of the entire government to re-assert its authority and re-establish any systems possible to aid in the placement and care of refugees as well as local citizens.

## **PART THREE**

### **REFERENCES AND ACRONYMS**

#### **OPERATIONAL AREA ANNEXES**

Available reference material includes annexes that supplement the Santa Clara County Operational Area EOP. These documents provide information or additional detail for hazards or response functions. The list below indicates current Santa Clara County Annexes. Additional annexes will be developed. All current annexes are available to all agencies within the Santa Clara County Operational Area.

- Care and Shelter Annex
- Spontaneous Volunteer Annex
- Tsunami Annex
- Vulnerable/Special Needs Populations Annex

#### **AUTHORITIES AND REFERENCES**

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

The Standardized Emergency Management System (SEMS) Regulations (Chapter 1, Division 2 of Title 19 of the California Code of Regulations), establishes SEMS to provide an effective response to multi-agency and multi-jurisdiction emergencies in California.

Homeland Security Presidential Directive (HSPD-5) gives the Secretary of Homeland Security the responsibility of developing and administering the National Incident Management System (NIMS).

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

The National Response Plan (NRP) establishes a single, comprehensive approach to domestic incident management to prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies. The NRP is an all-hazards plan built on the template of the National Incident Management System (NIMS). The NRP can be partially or fully implemented in the context of a threat, anticipation of a significant event, or in response to an incident requiring a coordinated Federal response. The NRP applies to all incidents requiring a coordinated Federal response as part of an appropriate combination of Federal, State, local, tribal, private-sector, and nongovernmental entities. The NRP is always in effect; however, the implementation of NRP coordination mechanisms is flexible and scalable.

The California Civil and Government Codes contain several references to liability release (Good Samaritan Act) for those providing emergency services.

**Federal**

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

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

Federal Response Plan (FEMA)

Federal Departments and agencies HSPD-5 requirements for adoption of NIMS by State and local organizations

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

**State**

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

California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).

'Good Samaritan' Liability

California Emergency Plan

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

Preservation of Local Government, Article 15 of the California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code)

Temporary County Seats, Section 23600, Article 1 of Chapter 4 of Division 1 of Title 3 of the Government Code

California Hazardous Materials Incident Contingency Plan

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

Orders and Regulations which may be Selectively Promulgated by the Governor during a State of Emergency

Orders and Regulations Promulgated by the Governor to Take Effect upon the Existence of a State of War Emergency

California Master Mutual Aid Agreement

California Law Enforcement Mutual Aid Plan

California Fire and Rescue Operations Plan

Judicial System, Article VI, Section 1, 4, 5, and 10, of the Constitution of California

Local Government, Article XI, of the Constitution of California

**Americans with Disabilities Act**

All operations and facilities involved in the disaster response activities shall take special note of the Americans with Disabilities Act (ADA). Appropriate efforts shall be made to insure that necessary considerations are given to accommodate victims with disabilities. Public warning, emergency communications, transportation, and sheltering are areas that require special attention.

## ACRONYMS

AAR	After Action Report
ADA	Americans with Disabilities Act
ARC	American Red Cross
C&S	Care and Shelter
CAD	Computer Aided Dispatch
CalFire	California Fire
CalTrans	California Department of Transportation
CAO	Chief Administrative Officer
CAP	Corrective Action Plan
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosive
CDF	California Department of Fire
CERT	Community Emergency Response Team
CHP	California Highway Patrol
DC3	Disaster & Citizens Corps Council
DPW	Department of Public Works
EAS	Emergency Alert System
EDIS	Emergency Digital Information System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan/Emergency Operating Procedures
EPA	Environmental Protection Agency
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
HSPD-5	Homeland Security Presidential Directive -5
ICS	Incident Command System
JIC	Joint Information Center
MACC	Multi-Agency Coordination Center
MCI	Mass Casualty Incident
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRP	National Response Plan
OA	Operational Area
OHS	Office of Homeland Security
PHO	Public Health Officer
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Services
REOC	Regional Emergency Operations Center
RIMS	Response Information Management System
SEMS	Standardized Emergency Management System
SOC	State Operations Center
SOP	Standard Operating Procedures
TSA	The Salvation Army
TENS	Telephone Emergency Notification System
WMD	Weapons of Mass Destruction