

# **Part I**

# **General Information and Emergency Organization**

## Section A. Introduction

### 1. Purpose

The City of South Lake Tahoe Emergency/Disaster Plan addresses the City's administrative or management response to extraordinary emergency and disaster situations associated with natural disasters, man-made emergencies and war emergencies.

This plan focuses on actual or threatened large-scale emergencies and disasters which might require coordinated responses of multiple departments within the City and even jurisdictions or agencies autonomous of the City.

This plan establishes the policies, responsibilities and procedures required to protect the health and safety of the City's citizens, public and private property, and environment from emergencies.

The Plan establishes operational concepts and procedures for emergency management and Emergency Operations Center (EOC) activities. This should aid city leaders to coordinate emergency-related efforts with those of other jurisdictions and agencies.

The Emergency/Disaster Plan is an operational plan and reference document; it may be used for pre-emergency planning and emergency operations.

Agencies with roles and responsibilities indicated in this plan are encouraged to develop standard operating procedures (SOPs) and emergency checklists based on provisions of this plan. They are also encouraged to give City administration suggestions for improvements or changes needed in the plan.

***This Plan may be used for pre-emergency planning & emergency operations.***

### 2. Scope

The policies, procedures and provisions of this plan are applicable to all agencies and individuals, public and private, having responsibilities for emergency preparedness, response, recovery and/or mitigation in the City of South Lake Tahoe.

This plan applies to any extraordinary emergency or disaster situation associated with any hazard, natural or man-made, which may affect the city. Emergencies and disasters addressed by this plan range from those with limited short-term affects, to catastrophic situations having long-term public safety, economic and political implications.

***This plan applies to any extraordinary emergency or disaster.***

The Emergency/Disaster Plan is designed to guide the reader through each phase of an emergency: preparedness, response, recovery and mitigation. It is divided into the following parts:

- a. **Part I**—This part focuses on the preparedness phase. It is the Administrative Plan which addresses the city’s organization, responsibilities and operational concepts for multi-hazard emergency response and mitigation. Part I also contains emergency/disaster hazard analyses identifying the City’s vulnerabilities and threats.
- b. **Part II**—This part is the Initial Management Response Plan, describing actions for department and division management to use in conjunction with the field level response Incident Command System, **PRIOR TO ACTIVATION OF THE EMERGENCY OPERATIONS CENTER.**
- c. **Part III**—This part is the Emergency Operations Center Plan. It continues where Part II leaves off—outlining the operational concepts and procedures used to conduct emergency operations at the City Emergency Operations Center.

Position specific checklists, suggested forms and visual charts for the operation of the City Emergency Operations Center will be found in this section.

- d. **Part IV**—This part is the Recovery Operations Plan. It describes the policies and procedures associated with recovery operations and state and federal disaster assistance.

## **Section B. Principals of Emergency Management**

### **1. Mitigation**

Mitigation is the reduction or elimination of loss. The most efficient way to deal with disaster is to prevent it from happening, or to lessen its impact when it does occur.

Examples of prevention would be the use of levees and/or building restrictions in flood zones and the clearing of unnecessary fuels around structures in wildfire areas.

### **2. Preparedness**

Preparedness is a planning function and is the cornerstone of emergency management. Preparedness includes the preparation of written plans, guides for evacuation, staging areas and various documents that provide direction to emergency management personnel. This element also includes emergency exercises and drills.

### **3. Response**

Response is the reaction to the emergency. Although response usually has the shortest time span in the emergency process, it is one of the most critical elements.

Proper performance is measured by effective and efficient problem solving. The response may evolve into extended operations and will continue to function as long as the need exists.

### **4. Recovery**

The recovery process begins as the extended emergency operations begin subsiding. The goal of this phase of operations is to restore conditions as they were before the disaster; to restore property and to help the public and local government back to normality.

## Section C. Emergency and Disaster Vulnerability

Emergencies or disasters may occur anywhere and at any time in the City of South Lake Tahoe. Natural and man-made hazards will be considered emergencies or disasters only as they burden or threaten to burden the City's resources to or beyond their limits. Emergencies and disasters include, but are not limited to, the following:

**Hazards will be considered emergencies only as they burden or threaten to burden the City's resources to or beyond their limits.**

### 1. Wild-Land Fire

Wild-land fires may occur in undeveloped or developed land and often quickly become uncontrolled. Residential dwellings in wild-land areas, and in the incorporated area of the City of South Lake Tahoe, are particularly susceptible to wild-land fire. Destruction of structures results from inadequate fire-fighting access, insufficient clearance between indigenous vegetation and buildings, combustible roof covering, inadequately protected structure openings, and inadequate or inaccessible water supplies.

Because of the urban/forest interface, wild-land fires remain one of the greatest threats to the City in terms of human suffering and mass destruction of property.

The tree damage caused by insects and drought, and the regulations on cutting trees create potential for severe fire disaster in the area.

### 2. Winter Storm

Winter storm conditions include blizzards, high winds and severe cold, which can adversely affect the daily lives of the population.

Severe storms hinder communities when these conditions strand travelers, cut off food supplies, and cause structural collapse and other serious problems.

South Lake Tahoe is particularly vulnerable to winter storms because of its elevation of over 6,200 feet above sea level. A winter storm can severely cripple South Lake Tahoe because there are few access roads to the City.

As a result, other emergencies that would be otherwise minor, can become catastrophic during or after a winter storm.

### **3. Flooding**

Periods of incessant rain or rapid snow melt can cause rapid flood conditions leading to landslides, road washouts, and utility failures. Rapidly moving water in the Lake Tahoe Basin can cause much surface flooding in the City.

### **4. Utility Failure**

Utility failure is an interruption or loss of electrical, gas, water or sewer service for an extended period of time. This extended period would be long enough to require an emergency management response to the need for food, water, heating, sanitation, etc., caused by the loss of power.

In the City of South Lake Tahoe, a utility failure could be most critical during the winter.

### **5. Hazardous Material Incident**

Hazardous materials incidents may result from unplanned or unauthorized release of a hazardous material from a contained source, including a fixed location or transportation mishap.

This threat has increased nationwide as more chemicals are transported by highway. The *El Dorado County Hazardous Material Area Plan* contains more detail on hazardous material incidents.

## **6. Landslide/Avalanche**

A landslide or avalanche is a large mass of loosened earth, rocks or snow which suddenly and swiftly slides down an incline or mountain.

Landslides occur in conjunction with severe wet weather conditions.

Large avalanches occur when massive deposits of snow in mountain areas become unstable.

## **7. Structural Fire/Explosion**

A structural fire or explosion is uncontrolled burning or violent explosions in residential, commercial, industrial or other properties in rural or developed areas.

## **8. Mass Casualty Incident**

A mass casualty incident is any disaster that creates sufficient casualties to overwhelm local medical response capabilities.

Mass transportation, such as buses or aircraft, may be part of this scenario.

Because the medical facilities for Tahoe Basin are small compared to larger metropolitan areas, this type of emergency is of particular concern to the City.

## **9. Earthquake**

An earthquake is a sudden ground movement that may cause surface faulting, ground shaking and structural failure. Though the City of South Lake Tahoe is not currently an active seismic area and there are no known fault lines in the City, there is a certain risk from the existing fault lines close to the City.

## **10. National Security Threat**

Because of possible serious consequences of nuclear detonation, or nuclear attack affecting the City of South Lake Tahoe, the planned responses to nuclear emergencies are found in Part V, Support Plans, under the title of National Security Emergency Plan (Radiological Protection) in the El Dorado County Multi-Hazard Functional Plan.

Though the City plan includes procedural checklists that address this issue, the County's plan gives more detailed information.

## **Section D. City Code Chapter 9**

### **Emergency Organization And Functions**

#### **Section 9 - 1. Purposes**

The declared purposes of this chapter are to provide for the preparation and carrying out of plans for the protection of persons and property within this city in the event of an emergency, the direction of the emergency organization, and the coordination of the emergency functions of this city with all other public agencies, corporations, organizations, and affected private persons. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

#### **Section 9 - 2. “Emergency” defined**

As used in this chapter, “emergency” shall mean the actual or threatened existence of conditions of disaster or of extreme peril to the safety of persons and property within this city caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, avalanche, or earthquake, or other conditions, including conditions resulting from war or imminent threat of war, but other than conditions resulting from a labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment and facilities of the City, requiring the combined forces of other political subdivisions to combat. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

#### **Section 9 - 3. Disaster Council—Created membership**

The City Disaster Council is hereby created, and shall consist of the following:

- (A) The Mayor, who shall serve as chairman;
- (B) The Director of Emergency Services, who shall serve as vice chairman;
- (C) The Assistant Director of Emergency Services;

(D) Such Chiefs of Emergency Services (Director of Safety Services and Director of Public Services) as are provided for in a current emergency plan of this city, adopted pursuant to this chapter;

(E) Such representatives of civic, business, labor, veterans, professional, or other organizations having an official emergency responsibility, as may be appointed by the Director with the advice and consent of the City Council. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

#### **Section 9 - 4. Same—Powers and duties**

It shall be the duty of the City Disaster Council, and it is empowered, to develop and recommend for adoption by the City Council, emergency and mutual-aid plans and agreements, and such ordinances and resolutions and rules and regulations as are necessary to implement such plans and agreements. The Disaster Council shall meet upon call of the chairman or, in his absence from the City or inability to call such meeting, upon call of the vice chairman. (Ord. No. 328 § 1; Ord. No. 759 § 5; Ord. No. 773; Ord. No 849 § 1)

#### **Section 9 - 5. Director and Assistant Director of Emergency Services—Offices created**

(A) There is hereby created the office of Director of Emergency Services. The City Manager shall serve as Director of Emergency Services.

(B) There is hereby created the office of Assistant Director of Emergency Services. The Assistant City Manager shall serve as Assistant Director of Emergency Services. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

**Section 9 - 6. Same—Powers and duties**

(A) The director is empowered to:

- (1) Request the City Council to proclaim the existence or threatened existence of a “local emergency” if the City Council is in session, or to issue such proclamation if the City Council is not in session. Whenever a local emergency is proclaimed by the Director, the City Council shall take action to ratify the proclamation within seven (7) days thereafter or the proclamation shall have no further force or effect;
- (2) Request the Governor to proclaim a “state of emergency” when, in the opinion of the director, the locally available resources are inadequate to cope with the emergency;
- (3) Control and direct the effort of the emergency organization of this city for the accomplishment of the purposes of this chapter;
- (4) Direct cooperation between and coordination of services and staff of the emergency organization of this city, and resolve questions of authority and responsibility that may arise between them;
- (5) Activate the Emergency Operations Center to facilitate the emergency efforts of the City.
- (6) Represent this city in all dealings with the public or private agencies on matters pertaining to emergencies as defined in this chapter;
- (7) In the event of the proclamation of a “local emergency” as provided in this section, the proclamation of a “state of emergency” by the Governor or the Director of the State Office of Emergency Services, or the existence of a “state of war emergency”, the director is empowered:

(a) To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency: provided, however, such rules and regulations must be confirmed at the earliest practical time by the City Council.

(b) To obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commandeer the same for public use.

(c) To require emergency services of any city officer or employee and, in the event of the proclamation of a "state of emergency" in the county in which this city is located or the existence of a "state of war emergency", to command the aid of as many citizens of this community as he deems necessary in the execution of his duties; such persons shall be entitled to all privileges, benefits and immunities as are provided by state law for registered disaster service workers;

(d) To requisition necessary personnel or material of any city department or agency; and

(e) To execute all of his ordinary power as City Manager, all of the special powers conferred upon him by this chapter or by resolution of emergency plan pursuant hereto adopted by the City Council, all powers conferred upon him by any statute, by any agreement approved by the City Council, and by any other lawful authority.

(B) The Director of Emergency Services shall designate the order of succession to that office, to take effect in the event the Director is unavailable to attend meetings and otherwise perform his duties during an emergency. Such order of succession shall be approved by the City Council.

(C) The Assistant Director shall develop and maintain emergency plans and manage the emergency programs of this city, and shall have such other powers and duties as may be assigned by the Director. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

**Section 9 - 7. Emergency Evaluation Committee—  
Created membership**

The Emergency Evaluation Committee is hereby created, and shall consist of the following:

- (A) The Director of Emergency Services,
- (B) The Assistant Director of Emergency Services,
- (C) Police Chief,
- (D) Fire Chief,
- (E) Public Works Director
- (F) The City Attorney. ( Ord. No 849 § 1)

**Section 9 - 8. Same—Powers and duties**

Any member of the Emergency Evaluation Committee may call an emergency meeting of the Committee. These emergency meetings may take place in person or by phone, radio, electronic mail, or any other medium that seems appropriate to the members of the Committee. A quorum of the Committee need not participate in any emergency meeting. However, attempts should be made to contact all members of the Committee in the event of an emergency meeting.

This group shall meet to discuss the City's role in emergency or disaster situations. The Director of Emergency Services has ultimate authority for activation of the Emergency Operations Center (EOC). Other members of the emergency evaluation committee will advise the Director on EOC activation.

If there is a question regarding whether City facilities should be activated as an Evacuation Center, this committee shall meet to discuss what action is necessary. The Director has decision-making authority in these matters. Other members of the Emergency Evaluation Committee will advise the Director on Evacuation Center activation.

When appropriate, the Committee shall determine evacuation routes and safe zones that would best protect the well being of persons in the City. The Committee must instruct the Public Information Officer to have the media broadcast evacuation and safe zone instructions when needed. The Committee will also assure that units are dispatched to alert persons to evacuate areas facing significant danger from the hazard.

When the Director of Emergency Services has questions regarding emergency policy or authority, he/she may seek the counsel of the Emergency Evaluation Committee. (Ord. No 849 § 1)

**Section 9 - 9. Emergency organization—  
Composition**

All officers and employees of this city, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations and persons who may, by agreement or operation of law, including persons impressed into service under the provisions of Subsection A.7.c. of Section 9-6 charged with duties incident to the protection of life and property in this city during such emergency, shall constitute the emergency organization of this city. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

### **Section 9 - 10. Emergency plan**

The City Disaster Council shall be responsible for the development of the City emergency plan, which plan shall provide for the effective mobilization of all of the resources of the city, both public and private, to meet any condition constituting a local emergency, and shall provide for the organization, powers and duties, services and staff of the emergency organization. Such plan shall take effect upon adoption by resolution of the City Council. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

### **Section 9 - 11. Expenditures**

Any expenditures made in connection with emergency activities, including mutual-aid activities, shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of the City. (Ord. No. 328 § 1; Ord. No. 759 § 3; Ord. No. 773; Ord. No 849 § 1)

### **Section 9 - 12. Violations—Penalties**

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

- (A) Willfully obstruct, hinder or delay any member of the emergency organization in the enforcement of any lawful rule or regulation issued pursuant to this chapter, or in the performance of any duty imposed upon him by virtue of this chapter;
- (B) Do any act forbidden by any lawful rule or regulation issued pursuant to this chapter, if the act is of such a nature as to give, or be likely to give, assistance to the enemy, or to imperil the lives and property of inhabitants of this city, or to prevent, hinder or delay the defense or protection thereof;
- (C) Wear, carry or display, without authority, any means of identification specified by the emergency agency of the State. (Ord. No. 328 § 1; Ord. No. 750 § 3; Ord. No. 773; Ord. No 849 § 1)

## **Section E. Bibliography of Authorities, References and Other Related Documents**

### **1. Authorities**

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

California Natural Disaster Assistance Act.

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

Federal Disaster Relief Act of 1974 (Public Law 93-288).

South Lake Tahoe City Code, Chapter 9, Emergency Organization And Functions.

Standard Emergency Management System (SEMS) Guidelines, July 1995

### **2. References and Other Related Documents**

Airport Emergency Plan, City of South Lake Tahoe Airport.

The CEO's Disaster Survival Kit, Federal Emergency Management Agency. October, 1988.

Disaster Recovery Plan, City of South Lake Tahoe Data Processing Division.

El Dorado County Multi-Hazard Functional Plan, October 1993.

## **Section F. Continuity of Government & appointment of Assistant Director of Emergency Services**

### **1. Order of Succession to Position of Director of Emergency Services**

Section 9-6. (b) of the City of South Lake Tahoe City Code indicates that the Director of Emergency Services (City Manager before a succession) shall designate the order of succession to the office of Director of Emergency Services. However, the City Code also states that this order of succession shall be approved by the City Council.

As designated by the Director of Emergency Services, and approved by the City Council, the following individuals shall assume the position of Director of Emergency Services in the order listed, in the event the director is unavailable to attend meetings and otherwise perform his duties during an emergency.

- 1st designate: Assistant Director of Emergency Srv**
- 2nd designate: Chief of Police**
- 3rd designate: Fire Chief**
- 4<sup>th</sup> designate: Public Works Director/City Engineer**

⇐ ***The order of succession to the position of Director of Emergency Services***

### **2. Order of Succession to Department Head Positions**

Department heads within the City will play essential roles in emergencies or disasters.

It is vital that clear designations have been made for the order of succession to most of these positions if one of these persons is not able to fulfill his/her responsibilities during an emergency or disaster.

The department heads have been given freedom to use their expertise to decide how best to designate successors. For department heads not listed below, department plans may already exist to clarify the designation of a successor. If this is not the case, the Director of Emergency Services may appoint temporary successors in Emergencies.

The positions and order of succession to the positions follow:

- **Chief of Police** - Available Commander
- **Fire Chief** – Available Chief Officer
- **Public Works Director/City Engineer**
  - 1st designate: Street Superintendent
  - 2nd designate: Principal Civil Engineer

## **Section G. Standardized Emergency Management Systems (SEMS)**

The Standardized Emergency Management System (SEMS) of California is a management system designed to be adaptable to the various disasters that may occur.

SEMS provides an organizational framework under which all responding agencies may function in an integrated fashion.

There are five (5) designated levels in the SEMS organization:

- Field Response (Utilize the Incident Command System)
- Local Government
- Operational Area
- Regional
- State

These basic elements are discussed below.

### **1. Field Response (Utilizes the Incident Command System (ICS))**

The Incident Command System (ICS) is used to provide a management structure and system for conducting on-site multi-disciplinary operations. In other words, it is used by field response personnel to command the emergency incident.

ICS, because of its standardized structure and common organizational and operations terminology, provides a useful and flexible management system that is particularly adaptable to incidents involving multi-jurisdictional response.

### **2. Local Government**

SEMS shall be utilized when:

- the local government emergency operations center (EOC) is activated
- when a local emergency, as defined in Government Code Section 8558(c), is declared or proclaimed.

When a local government EOC is activated, communications and coordination shall be established between the Incident Commander(s) and the department operations center(s) to the EOC or between the Incident Commanders(s) and the EOC.

Coordination of fire and law enforcement resources shall be accomplished through their respective mutual aid systems.

The Multi-Agency Coordination System (MACS) is a decision-making system used to coordinate resources and prioritize incidents.

MACS mandates that the City of South Lake Tahoe coordinate its emergency efforts with other jurisdictions when response involves more than one jurisdiction. This coordination should generally be done through El Dorado County Office of Emergency Services.

MACS is not part of Incident Command System (ICS) and is not used to develop emergency field strategy and tactics.

### **3. Operational Area**

This means an intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area.

The county government shall serve as the lead agency of the operational area unless another member agency of the operational area assumes that responsibility by written agreement with county government.

#### **Mutual Aid Response:**

The Master Mutual Aid Agreement of California was originally signed in 1950. Under this agreement, cities, counties and the state join to voluntarily provide resources to jurisdictions with inadequate resources.

The City of South Lake Tahoe will request mutual aid through established channels. Mutual aid, state aid and/or military support will be requested through the El Dorado County Office of Emergency Services (OES).

#### **4. Regional**

Manages and coordinates information and resources among operational areas within the mutual aid region designated pursuant to Government Code Section 8600 and between the operational areas and the state level.

This level along with the state level coordinates overall state agency support for emergency response activities.

Manages state resources in response to the emergency needs of the other levels, manages and coordinates mutual aid among the mutual aid regions and serves as the coordination and communications link with the federal disaster response system.

The regional level shall use multi-agency or inter-agency coordination to facilitate decisions for overall regional level emergency response.

#### **5. State**

When the state level EOC is activated, communications and coordination shall be established with the regional level EOC(s), state level department operations centers and federal emergency response agencies.