



EMERGENCY OPERATIONS PLAN

CITY OF NOVATO AND NOVATO FIRE DISTRICT

2023

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PROMULGATION STATEMENT

The City of Novato and Novato Fire District Emergency Operations Plan (EOP) provides guidance and direction for those with emergency management responsibilities within the City of Novato and Novato Fire District to provide for an effective and successful response to the Whole Community of the City of Novato, including residents, visitors, businesses, and those with access and functional needs (AFN). The City of Novato and Novato Fire District EOP serves as a basis for response to any hazard that threatens the Novato community, and as a legal and conceptual framework for emergency management in the City of Novato and Novato Fire District.

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

Prior to its issuance, the City of Novato and Novato Fire District EOP was reviewed by City of Novato and Novato Fire District department representatives and City of Novato and Novato Fire District partners who have been assigned primary responsibilities for the management and implementation of emergency functions.

This promulgation is effective upon its signing and shall remain in full force and effect until amended or rescinded by further promulgation.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

Name:



Adam McGill, City Manager

City of Novato

Date:

10/26/2023

Name:



Bill Tyler, Fire Chief

Novato Fire District

Date:

10-25-2023

APPROVAL AND IMPLEMENTATION

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

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

Similarly, authority for emergency management in the Novato Fire District rests with the Novato Fire District Emergency Services Director. Novato Fire District resolutions provide the Novato Fire District Emergency Services Director with authority to direct cooperation between and coordination of services and staff of the emergency organization of the Novato Fire District and resolve questions of authority and responsibility that may arise between them.

The City of Novato and Novato Fire District EOP is developed and maintained by the City and District Emergency Managers and describes the principles and methods to be applied in carrying out emergency operations or rendering mutual aid during emergencies. The City of Novato and Novato Fire District EOP was prepared under the oversight of the City and District Emergency Managers to implement and maintain a viable all-hazards response capability and to establish a comprehensive approach to managing emergencies. The City and District Emergency Managers are authorized to develop, update, and maintain the City of Novato and Novato Fire District EOP.

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

PLAN CONCURRENCE

Date: _____

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

This statement confirms that the City of Novato and Novato Fire District EOP has been reviewed and concurred by departments and stakeholders within the City of Novato and Novato Fire District. The emergency management organization of the City of Novato and Novato Fire District is rooted in an all hazards, Whole Community approach. The Whole Community includes all residents, visitors, businesses, and employees, and is fully inclusive of those who have access and functional needs and other diverse populations. As outlined in the City of Novato and Novato Fire District EOP, planning for the Whole Community is a priority for the City of Novato and Novato Fire District.

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

RECORD OF DISTRIBUTION

The City and District Emergency Managers are responsible for updating, maintaining, and distributing the City of Novato and Novato Fire District Emergency Operations Plan (EOP). City and District Emergency Managers will make the City of Novato and Novato Fire District EOP available to all City of Novato and Novato Fire District departments, the County of Marin, other Marin Operational Area (Marin OA) jurisdictions, special districts and political subdivisions, California Governor’s Office of Emergency Services (Cal OES), other partner organizations as necessary, and upon request. Physical copies of the City of Novato and Novato Fire District EOP are available at Novato City Hall, Novato Police Department and Novato Fire District Administrative Offices and digital copies are available on the City of Novato website (www.novato.org) and Novato Fire District website (www.novatofire.org).

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

Organization	Date Received	Number of Copies

Table 1: Record of Distribution

RECORD OF CHANGES

Any approved additions or modifications to the City of Novato and Novato Fire District Emergency Operations Plan (EOP) are documented and noted in the table below. After any modification to the City of Novato and Novato Fire District EOP, the City and District Emergency Managers ensure that the updated version is distributed to all departments, agencies, and individuals listed on the Plan Distribution list and that the revised plan is uploaded to any shared sites and/or webpages where the City of Novato and Novato Fire District EOP resides.

Change No.	Date of Change	Section	Summary of Change	Change Made By (Title and Name)

Table 2: Record of Changes

EXECUTIVE SUMMARY

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

This plan describes the basic emergency response organization and assigns responsibilities for various emergency tasks but does not contain specific instructions as to how each department will respond to an emergency. The City of Novato and Novato Fire District EOP does not replace, but supplements, existing emergency procedures by defining the relationships between to build a unified response structure.

The City of Novato and Novato Fire District EOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines. It incorporates the California State Emergency Plan and Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101.¹ Following Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) guidance, this plan incorporates the use of the Incident Command System (ICS), mutual aid, the Operational Area concept, multi-agency, and interagency coordination.

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

¹ https://www.fema.gov/sites/default/files/2020-05/CPG_101_V2_30NOV2010_FINAL_508.pdf

INTRODUCTION

Purpose

This Emergency Operations Plan (EOP) is prepared for the use of City of Novato and Novato Fire District and serves as the primary guide for all emergency operations within the City of Novato and Novato Fire District. This plan addresses the response to and short-term recovery from incidents, disasters, and planned events and provides an overview for each phase of the disaster cycle (mitigation, preparedness, response, and recovery) and aims to improve the capability of the City of Novato and Novato Fire District to understand and act on a holistic approach to the disaster cycle. This plan describes the basic emergency response organization and assigns responsibilities for various emergency tasks and is intended to provide a legal and conceptual framework for more specific functional appendices that describe the chronology, practices, and personnel employed in performing emergency functions. The City of Novato and Novato Fire District EOP also incorporates content including the emergency services of governmental agencies, mobilization of all resources, mutual aid, and public information.

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

This plan satisfies the following emergency management program goals and requirements for the City of Novato and Novato Fire District:

- Describe the principles and methods to be applied in carrying out emergency operations or rendering mutual aid during emergencies.
- A state requirement to create and maintain an EOP as described in the California Emergency Services Act.²
- Provide information on the City of Novato and Novato Fire District emergency management structure and how the City of Novato and Novato Fire District Joint Emergency Operations Center is activated.
- Specify policies, roles, resources, and practices of the City of Novato and Novato Fire District and partner agencies as they conduct work before, during, and after an emergency.
- Sets forth lines of authority and organizational relationships and shows how actions will be coordinated.
- Assign responsibility to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency.
- Acknowledgment of the City of Novato and Novato Fire District adoption of California's Standardized Emergency Management System (SEMS)³, Incident Command System (ICS)⁴, and National Incident Management System (NIMS).⁵

² <https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf>

³ <https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/standardized-emergency-management-system>

⁴ <https://training.fema.gov/emiweb/is/icsresource/assets/ics%20review%20document.pdf>

⁵ <https://www.fema.gov/emergency-managers/nims>

- Deliver preparedness, planning, response, and recovery resources that serve the access and functional needs (AFN) community and their specific needs.
- Provide inclusive and culturally competent response and recovery services to ensure equity for diverse populations.⁶

This plan accomplishes the following:

- Establishes the emergency management organization necessary for response to any emergency, disaster, or planned event exceeding the capacity of normal resources, affecting the City of Novato and Novato Fire District.
- Establishes the overall operational concepts associated with the management of emergencies.
- Provides a flexible platform for planning and response to all hazards and emergencies that are likely to impact the City of Novato and Novato Fire District. It is applicable to a wide variety of anticipated emergencies including earthquakes, wildland/urban interface fires, floods, terrorist attacks, tsunamis, severe storms, and public health emergencies or other biological incidents. The City of Novato and Novato Fire District also maintain stand-alone appendices, plans, and standard operating procedures (SOPs) that supplement this plan to address those and other hazards. These appendices are intended to be used in conjunction with this basic plan.

Scope

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

This EOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines. It incorporates the California State Emergency Plan and Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101.⁷ It is designed to conform to the requirements of SEMS, as defined in the Government Code of the State of California Section 8607(a)⁸ and Title 19, California Code of Regulations (CCR), Division 2, Chapter 1, and the National Incident Management System (NIMS).

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

⁶ https://leginfo.ca.gov/faces/codes_displaySection.xhtml?sectionNum=8593.3.&lawCode=GOV

⁷ https://www.fema.gov/sites/default/files/2020-05/CPG_101_V2_30NOV2010_FINAL_508.pdf

⁸ [https://leginfo.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV§ionNum=8607.#:~:text=\(a\)%20The%20Office%20of%20Emergency,use%20by%20all%20emergency%20response](https://leginfo.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV§ionNum=8607.#:~:text=(a)%20The%20Office%20of%20Emergency,use%20by%20all%20emergency%20response)

Whole Community and Equity

While every person is vulnerable to the impacts of disasters, individuals from diverse populations and those with access and functional needs (AFN), are often disproportionately more vulnerable and may be at a higher risk to the impacts of disasters. By utilizing a Whole Community approach to emergency management, the City of Novato and Novato Fire District Basic Plan and all associated appendices are intended to ensure policies, program services, and communications that equitably serve all individuals, and all diverse and disproportionately impacted populations who reside in, work in, or visit City of Novato and Novato Fire District. In addition to meeting the California Governor's Office of Emergency Services (Cal OES) requirements and rising to federal best practices, a rigorous Whole Community planning process strengthens community relationships within City of Novato and Novato Fire District.

Whole Community is a means by which residents, organizational and community leaders, and emergency management and government officials can collectively and collaboratively understand and assess the needs of their respective communities, and then determine the best ways to organize and strengthen their assets, capacities, and interests.⁹ The Whole Community approach is not only reflected in the planning and review process for the City of Novato and Novato Fire District EOP (for more information on the EOP planning and review process, see the Plan Development and Maintenance Section), but also in the operational approaches and communications strategies found within the document itself. The City of Novato and Novato Fire District are dedicated to providing inclusive, equitable and just program service development, delivery, and assessment. That means the City of Novato and Novato Fire District EOP and corresponding appendices are inclusive to populations who may have special needs during an incident, disaster, or planned event.

This document and corresponding appendices reflect the following considerations:

- Integration of cultural competency into emergency communications, emergency planning and preparedness, mitigation, prevention, response, and recovery activities.¹⁰

Cultural Competency

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

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

The City of Novato and Novato Fire District are inclusive of the AFN population through all phases of the disaster cycle.

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

⁹ https://www.fema.gov/sites/default/files/2020-07/whole_community_dec2011__2.pdf

¹⁰ https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=2019202005B160

- Considerations for populations with access and functional needs (AFN) into emergency planning and outreach, response, and recovery activities.^{11,12}
- All personnel carrying out federal major disaster or emergency assistance functions, including the distribution of supplies, the processing of applications, and other relief and assistance activities, should perform their work in an equitable and impartial manner, without discrimination on the grounds of race, religion, sex, color, age, economic status, physical and sensory limitations, or national origin.¹³
- The CMIST (Communication, Maintaining Health, Independence, Services and Support, Transportation) Framework is a recommended, flexible, cross-cutting approach to defining at-risk individuals to address a broad set of common access and functional needs irrespective of specific diagnoses, status, or labels (e.g., pregnant women, children, and elderly).¹⁴ The City of Novato and Novato Fire District utilizes the CMIST Framework when planning for the Whole Community in response and recovery operations.
- In 2021, FEMA released its first ever Equity Action Plan, developed by the Office of Equal Rights in collaboration with FEMA program offices. The Equity Action Plan aims to support not only FEMA but state and local partners in increasing equity through Public Assistance and Individual Assistance programs by directing resources to eliminate disparities in outcomes following a disaster.¹⁵
- The California Animal Response Emergency System (CARES) was developed in 2006 and established a system for the state support and operational guidance for the evacuation and sheltering of livestock and companion animals.¹⁶ The Pet Evacuation and Transportation Standards (PETS) Act of 2006 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that state and local government EOPs address the needs of individuals with household pets and service animals after a disaster. The PETS Act is operational when a federal disaster declaration is made and can provide reimbursement for allowable, documented services used in the declared emergency. Eligible costs related to pet evacuations and sheltering is in FEMA’s Public Assistance Program and Policy Guide (PAPPG). Costs related to the evacuation and sheltering of companion animals may also be eligible for reimbursement under the California Disaster Assistance Act (CDAA).¹⁷

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

Assumptions

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

- Any extraordinary set of circumstances that meets the definition of “State of Emergency” under state law is referred to in this plan as an “emergency.” The terms “disaster” and “emergency” are considered synonymous. These terms are not meant to replace the formal definitions of “emergency,” “major disaster,” and “catastrophic incident” as defined by federal doctrine. Additional definitions can be referenced in the Glossary of Terms section of this EOP.

¹¹ https://leginfo.ca.gov/faces/codes_displaySection.xhtml?sectionNum=8593.3.5.&lawCode=GOV

¹² <https://www.ada.gov/pubs/adastatute08.htm>

¹³ <https://www.law.cornell.edu/cfr/text/44/206.11>

¹⁴ <https://www.phe.gov/Preparedness/planning/abc/Pages/at-risk.aspx>

¹⁵ https://www.fema.gov/sites/default/files/documents/fema_equity-action-plan.pdf

¹⁶ <https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/california-animal-response-emergency-system>

¹⁷ https://www.fema.gov/pdf/conferences/iaconference/2010/wednesday_830am_household_pets_intro_1.pdf

- “Planned event” includes large events or mass gatherings within the City of Novato and Novato Fire District which may require additional surge resources and/or City of Novato and Novato Fire District Joint Emergency Operations Center (EOC) support to manage the safety and security needs of the event. Examples of planned events may include fairs, music festivals/concerts, elections, or parades.
- The City of Novato and Novato Fire District are primarily responsible for emergency actions and will strive to commit available resources to save lives, relieve human suffering, sustain survivors, restore services, protect property and the environment, and preserve local culture and heritage.
- Normal systems of public health and safety response will respond according to their respective standard operating procedures. The focus of this plan is to provide a high-level framework that governs all emergency operations within the City of Novato and Novato Fire District.
- A major disaster can occur at any time or place. Dissemination of warning to the public and the implementation of readiness measures may be possible. However, emergency situations may develop with little or no warning.
- All agencies, personnel, and external jurisdictions and special districts responding to an incident, disaster, or planned event will do so in a manner consistent with SEMS and NIMS and all response will occur at the lowest possible level of government.
- City of Novato will lead responses to emergencies that occur within the City of Novato and the County of Marin will lead responses in unincorporated areas of the County of Marin.
- City of Novato and Novato Fire District will participate in the Marin Operational Area (Marin OA) coordination of emergency management activities.
- Agencies, including City of Novato and Novato Fire District, will exhaust or expect to soon exhaust resources available to them before asking for outside assistance.
- Mutual aid will be requested when disaster response and/or recovery requirements exceed the City of Novato and Novato Fire District ability to meet them.
- The City of Novato and Novato Fire District realize that policies and plans can have unintended or adverse impacts. It is the goal of this plan to limit these impacts and strive to create a culture that allows for diversity, equity, and inclusion through all aspects of emergency management in the City of Novato and Novato Fire District.
- The response to all disasters and planned events must be supported by the participation of diverse communities during the preparedness and response planning phases to ensure equity and inclusion.
- The City of Novato and Novato Fire District operate a joint emergency management program that includes the operation of a Joint Emergency Operations Center.

SITUATION

The City of Novato had an estimated population of 52,708 in 2021, with 21,555 households in the City. The City has a total area of 27.44 square miles. The median income for a household in the City was \$101,629, and the per capita income for the City was \$55,813. Approximately 6.4 percent of the population were below the poverty line (2021 data, U.S. Census Bureau [U.S. Census Bureau QuickFacts: Novato City, California](#)).

The population includes a population under the age of 5 (4.6%), under 18 (16.6%), 65 years and older (23.3%) and female (49.9%).

Race and origin data includes White (63%), Hispanic or Latino (20.5%), Two or More Races (8.0%), Asian (6.0%), Black or African American (4.5%), Native Hawaiian and Other Pacific Islander (0.2%) and American Indian and Alaska Native (0.1%).

Health data includes persons under 65 with a disability (6.5%)

Novato was incorporated as a city in 1960.

The Novato Fire District was established in 1926 to provide all-risk emergency and non-emergency services to the City of Novato and the surrounding unincorporated area. The Novato Fire District covers approximately 71 square miles with an estimated population of 65,000.

Hazard Analysis Overview

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

The City of Novato and Novato Fire District participated in the development of the Marin County Multi-Jurisdiction Local Hazard Plan in 2018. This document provides an overview of the most relevant hazards that are applicable to the entire Marin Operational Area (Marin OA). A summary of hazards identified and screened by the Marin County Multi-Jurisdiction Local Hazard Mitigation review committee provided in the table below. Additional hazards that affect the both the Marin OA and the City of Novato and Novato Fire District but are not included in the Marin County Multi-Jurisdiction Local Hazard Mitigation Plan due to the age of the document are included in the table with an asterisk (*). Additional information regarding hazards can be found in the Marin County Multi-Jurisdiction Local Hazard Mitigation Plan, published separately.¹⁸

Hazard ¹⁹	Declared Emergency or Disaster in Marin County Since 1970	Poses Greatest Threat Marin OA	Poses Greatest Threat to Novato
Agricultural	State		
Coastal Erosion	Federal		
Dam Failure		X	X
Drought	State		
Earthquake	Federal	X	X
Energy Disruptions* (PSPS & CAISO outages)		X	X
Sea Level Rise & Storm Surge and Subsidence			
Flood	State and Federal	X	X
Fog			
Heat			
Landslide/Debris Flow	Federal	X	X
Levee Failure			
Liquefaction			

¹⁸ <https://www.marinwatersheds.org/sites/default/files/2020-07/Marin%20County%20Multi-Jurisdictional%20Local%20Hazard%20Mitigation%20Plan%202018.pdf>

¹⁹ Ibid

Severe Storm	State and Federal	X	X
Tsunami		X	
Wildfire	State and Federal	X	X

Table 3: Priority Hazard Overview

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

Dam Failure



Both dams and reservoirs are integral parts of the municipal infrastructure in Marin County. Significant, even catastrophic flooding can occur in valley areas downstream of major dams in the event of complete or partial dam failure. These incidents are extremely rare due to the stringent design and permitting requirements for dam construction and operation. However, in the active tectonic environment of the San Francisco Bay Area, the risk of dam failure during a major earthquake remains a possibility.

North Marin Municipal Water District (NMWD) operates and maintains a major dam for municipal water supplies within their jurisdiction described in the table below. Several private dams exist throughout the Marin OA and are also susceptible to potential failure if not properly maintained. The North Marin Water District maintains an Emergency Action Plan for the Novato Creek Dam, last updated in 2020.

Dam Name (Reservoir)	Owner	Type	Reservoir Capacity (acre-feet)
Novato Creek (Stafford)	NMWD	Earthen	4,430

Table 4: List of Dams in City of Novato and Novato Fire District

The Marin County Multi-Jurisdiction Local Hazard Mitigation Plan lists the following numbers of structures that would be vulnerable in Novato in a dam inundation event: Single-family (2682 or 23%), Multi-family (1061 or 22%), Commercial (287 or 56%) and Industrial (13 or 6%). In addition, 66 miles of roadways (28%) and 3 miles of railroad lines (33%) would also be vulnerable. Critical facilities that would be vulnerable include 7 schools (33.3%), 1 public safety building (20%), 4 medical facilities (40%) as well as 11 electrical transmission towers (30.6%) and 1 substation (33.3%).

On October 20, 2022 the City of Novato and Novato Fire District, in coordination with the North Marin Water District conducted a Functional Exercise for the Novato Joint Emergency Operations Center based on a failure of the Novato Creek Dam to both exercise staff and explore potential impacts of this type of event.

Drought



At the time the Novato EOP was published, Novato was in the midst of a historical drought after multiple very dry winters in a row^{20,21} In recent years, droughts have occurred with increased frequency and duration, impacting human consumption, agricultural and hydroelectric production, and other economic drivers. Unlike most counties in California, Marin does not import or export water through the Central Valley State and federal water projects. Marin County does, however, import water from Sonoma County, which can affect Novato during drought conditions. Notably, in 2021 following several years of low rainfall, the MMWD and NMWD enacted water conservation measures to attempt to reduce water consumption by up to 40%.^{22,23}

Earthquake



Although earthquakes occur less frequently than other hazards, they account for the greatest combined losses (deaths, injuries, and damage costs).²⁴ Earthquakes can cause direct damage in several ways including fault rupture, earth shaking, landslides, liquefaction, and tsunamis. Indirect effects may include hazardous material spills, fires, utility failure, dam failure, and damage to transportation infrastructure.

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

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

For all three faults, many areas with the most severe vulnerability to earthquakes coincide with the heavily populated Highway 101 corridor on the eastern side of the County. A 7.8 magnitude earthquake on the San Andreas Fault could leave 3,100 homes in Marin County uninhabitable and displace 6,200 households.²⁵

The Marin County Multi-Jurisdiction Local Hazard Mitigation Plan lists the following numbers of structures that would be vulnerable in Novato in an earthquake event: Single-family (11,815 or 100%), Multi-family (4909 or 100%), Commercial (516 or 100%) and Industrial (218 or 100%) and Historic Sites (3 or 100%). In addition, 237 miles of roadways (100%) and 9 miles of railroad lines (100%) would also be vulnerable. Critical facilities that would be vulnerable include 21 schools (100%), 5 public safety building (100%), 10 medical facilities (100%) as well as 36 electrical transmission towers (100%), 3 substations (100%), 2 wastewater treatment plants (100%) and 4 pump stations (100%).

²⁰ <https://droughtmonitor.unl.edu/CurrentMap.aspx>

²¹ <https://emergency.marincounty.org/pages/drought>

²² <https://www.marinwater.org/sites/default/files/2021-04/Ordinance%20No.%20449.pdf>

²³ <https://nmwd.com/emergency-water-conservation-ordinance-41-amended-for-novato-service-area/#:~:text=The%20Amended%20Ordinance%2041%20now,non%20Dessential%20water%20use%20prohibitions.>

²⁴ <https://www.marinwatersheds.org/sites/default/files/2020-07/Marin%20County%20Multi-Jurisdictional%20Local%20Hazard%20Mitigation%20Plan%202018.pdf>

²⁵ *ibid*

Energy Disruptions



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

In recent years, both Public Safety Power Shutoff (PSPS) events, “fast-trip” outages, and California Independent System Operator (CAISO) driven rotating power outages have become increasingly frequent. During a PSPS, Pacific Gas & Electric (PG&E), the primary electric provider for the Bay Area shuts off power during high winds to help prevent wildfires. Notably, in 2019 the entire Marin OA was affected by a PSPS with rolling blackouts over the course of six days due to the occurrence of several weather events occurring in close succession.²⁶ PG&E power lines also have a “fast-trip” sensor designed as a wildfire mitigation measure. The sensors, however, caused over 500 unplanned outages across California lasting hours or days in the first four (4) months of operation.²⁷ Similarly, the CAISO may enact relatively short power outages lasting a few hours at a time that alternate through communities when the demand on the energy grid is higher than the available supply of power.²⁸

Flood



A flood occurs when the existing channel of a stream, river, canyon, or other watercourse cannot contain excess runoff from rainfall, resulting in overflow onto adjacent lands. In coastal areas, flooding may occur when strong winds or tides result in a surge of seawater into areas that are above the normal high tide line. Floods have the potential to cause injuries and death, damage structures, disrupt utilities, and isolate communities. Novato is primarily susceptible to flooding during the winter months when it receives most of its rainfall. The Marin County Flood Control and Water Conservation District established “Flood Zones” in areas with a significant history of flooding as listed in the table below.

Zone Number	Name	Location
1	Novato	Northern Marin: Most of the City of Novato and some surrounding areas within the Novato Creek watershed.

Table 5: Flood Zones in the Novato Area

The Marin County Multi-Jurisdiction Local Hazard Mitigation Plan lists the following numbers of structures that would be vulnerable in Novato in a flood event: Single-family (1,606 or 14%), Multi-family (605 or 12%), Commercial (128 or 25%) and Industrial (41 or 19%) and Historic Sites (1 or 33.3%). In addition, 53 miles of roadways (22%) and 7 miles of railroad lines (78%) would also be vulnerable. Critical facilities that would be vulnerable include 2 schools (9.5%), 0 public safety buildings (0%), 0 medical facilities (0%) as well as 29 electrical transmission towers (80.6%), 1 substation (33.3%), 0 wastewater treatment plants (0%) and 4 pump stations (100%).

Landslide



Landslides are part of natural geologic processes that have impacted both private and public property in areas throughout Marin County since early infrastructure development began. A landslide is a general term for the dislodging and subsequent fall of a mass of soil or rock along a sloped surface. An area’s susceptibility is dependent upon geology, topography, vegetation, and hydrology.

²⁶ https://www.pge.com/pge_global/common/pdfs/safety/emergency-preparedness/natural-disaster/wildfires/PSPS-Report-Letter-10.26.19.pdf

²⁷ <https://www.cpuc.ca.gov/-/media/cpuc-website/divisions/safety-and-enforcement-division/documents/batjer-letter/cpuc-president-batjer-letter-to-pge-re-fast-trip-oct-25-2021.pdf>

²⁸ <http://www.caiso.com/Documents/Rotating-Power-Outages-Fact-Sheet.pdf>

Landslides can be caused by earthquakes, high precipitation, and natural and human caused undercutting. Landslides due to storms are a relatively frequent occurrence in many populated areas of the Marin OA and have the potential to cause injuries and death, damage structures, disrupt utilities, and isolate communities.

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

The Marin County Multi-Jurisdiction Local Hazard Mitigation Plan lists the following numbers of structures that would be vulnerable in Novato in a landslide event: Single-family (1,885 or 16%), Multi-family (293 or 6%), Commercial (25 or 5%) and Industrial (3 or 1%) and Historic Sites (0 or 0%). In addition, 34 miles of roadways (14%) and 0 miles of railroad lines (0%) would also be vulnerable. Critical facilities that would be vulnerable include 0 schools (0%), 1 public safety buildings (20%), 0 medical facilities (0%) as well as 1 electrical transmission towers (2.8%), 0 substation (0%), 0 wastewater treatment plants (0%) and 0 pump stations (0%).

Severe Storms



Novato has a rainy season that typically occurs from mid-autumn to mid-spring. During these months storms may occur that produce widespread rain, strong winds, and lightning to all areas of Novato. Although the entire Marin OA is susceptible to storm damage, the coastal and mountainous areas are particularly susceptible to wind, and the coastal areas are prone to storm surge and high tides. Marin County has been included in four Presidential emergency or major disaster declarations for severe winter storms, flooding, and mudslides, making severe storms the most frequent cause of major disasters affecting the Marin OA in the last twenty (20) years. Since 2017 alone, four (4) severe storms have been designated state and/or federal disasters.²⁹ These incidents, and their local impacts to the Marin OA are described in the table below.

Incident Period	Disaster	Governor Declaration	Presidential Declaration	Local Impacts
March 2023	Severe Storm and Landslide			Slide disrupted both PG&E natural gas lines into Marin County and affected NMWD Water Main.
December 2022 and January 2023	Severe Storm Series	X	X	Severe storm series causing severe flooding and property damage in some areas of Marin County. Novato impacts were minimal.
October 2021 ³⁰	October Severe Storm	X		Severe storm causing severe flooding in some areas and downing power lines leading to thousands of power outages across the Marin OA.
January and February 2019	Atmospheric River Storm System	X		Atmospheric river storm with impacts including severe mudslides. Multiple levees breached near the city of Novato, temporarily closing state highway 37.

²⁹ <https://www.ftb.ca.gov/file/business/deductions/disaster-codes.html>

³⁰ <https://www.gov.ca.gov/wp-content/uploads/2022/03/3.23.22-October-2021-Storms-SOE.pdf>

February 2017	February Winter Storms	X	X	Severe storms resulting in evacuations due to damaging mudslides and localized flooding.
January 2017	January Winter Storms	X	X	Severe rainstorms causing powerful mudslides and localized flooding leading to evacuations and road closures.

Table 6: Declared Disasters in the Marin Operational Area Since 2017

Tsunami



Tsunamis consist of waves generated by large disturbances of the sea floor, which are caused by volcanic eruptions, landslides, or earthquakes. Tsunamis are a relatively infrequent occurrence in the Marin OA and pose the greatest risk to low-lying inundation areas along the Pacific and San Francisco Bay shorelines.³¹

The Marin County Multi-Jurisdiction Local Hazard Mitigation Plan lists the following numbers of structures that would be vulnerable in Novato in a tsunami event: Single-family (86 or 1%). In addition, 2 miles of roadways (1%) would also be vulnerable.

Wildfire



Wildfire poses a significant risk to human life and property in Marin County’s densely populated wildland urban interface (WUI) spans approximately 60,000 acres and holds an estimated 69,400 living units valued at \$58.5 billion.³² Because of the mix and density of structures and natural fuels combined with limited access and egress routes, fire management is more complex in WUI environments. In the Marin OA specifically, many of the access roads within the WUI are narrow and winding and are often on hillsides with overgrown vegetation, making it more difficult and costly to reduce fire hazards, fight wildfires, and protect homes and lives in these areas. A countywide assessment of the wildland fire threat undertaken by CAL FIRE revealed that nearly 313,000 acres (approximately 82% of the total land area of the county) are ranked as having moderate to very high fire hazard severity zone ratings.³³ The Marin OA has 23 communities identified by CAL FIRE as Communities at Risk of wildfire.³⁴

The Marin County Multi-Jurisdiction Local Hazard Mitigation Plan lists the following numbers of structures that would be vulnerable in Novato in a fire event: Single-family (7029 or 59%), Multi-family (2550 or 52%), Commercial (106 or 21%) and Industrial (72 or 33%). In addition, 117 miles of roadways (49%) and 4 miles of railroad lines (44%) would also be vulnerable. Critical facilities that would be vulnerable include 4 schools (19%), 0 public safety buildings (0%), 2 medical facilities (20%) as well as 6 electrical transmission towers (16.7%), 1 substation (33.3%).

Wind



Most severe winter storms in Novato are accompanied by strong winds and can cause damage leading to power outages, road closures, clogged creeks and culverts, damage to structures and cars due to fallen trees, and wind-driven wave erosion. Although the entire County is affected by

³¹ <https://marincounty.maps.arcgis.com/sharing/rest/content/items/d56cb909524847ea829d1482b08de5d1/data>

³² https://firesafemarin.org/wp-content/uploads/CWPP_2020_Final_1-4-2021_FSM_published.pdf

³³ https://firesafemarin.org/wp-content/uploads/CWPP_2020_Final_1-4-2021_FSM_published.pdf

³⁴ <https://osfm.fire.ca.gov/divisions/community-wildfire-preparedness-and-mitigation/fire-plan/communities-at-risk/>

wind, coastal areas tend to be impacted more frequently by strong wind incidents. The most frequent wind events tend to have short-lived impacts, primarily including downed trees and powerlines.

CONCEPT OF OPERATIONS

Mitigation

Mitigation efforts include actions taken to reduce personal injury, loss of life, property damage, and response and recovery costs resulting from natural disasters and hazards. The federal Disaster Mitigation Act of 2000, Public Law 106-390,³⁵ requires jurisdictions to develop and adopt hazard mitigation plans that incorporate a risk analysis of natural hazards, identification of mitigation strategies and where appropriate, the incorporation of mitigation strategies into general plans, capital improvement plans, zoning and building codes and other planning mechanisms. Maintaining a Federal Emergency Management Agency (FEMA) approved hazard mitigation plan is an eligibility requirement for various pre-and post-disaster grants that fund mitigation projects and community aid.

Marin County Multi-Jurisdictional Local Hazard Mitigation Plan

In 2018, the Marin County Office of Emergency Services (OES), in conjunction with the Marin County Local Hazard Mitigation Team, composed of municipalities and special district partners, coordinated the preparation and publication of the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan. Developed in accordance with the requirements of the DMA 2000, the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan assesses risks posed by natural hazards and identifies a mitigation strategy for reducing the County's risks to natural disasters and hazards. The Marin County Multi-Jurisdictional Local Hazard Mitigation Plan demonstrates Marin County's, the entire Marin Operational Area, and City of Novato and Novato Fire District's commitment to reducing risk from natural hazards through mitigation and serves as a tool to direct County, City and District resources to achieve optimum results with available administrative, technical, and financial resources. The 2018 Marin County Multi-Jurisdictional Local Hazard Mitigation Plan serves as the current hazard mitigation plan for all participating jurisdictions. All Marin County Multi-Jurisdictional Local Hazard Mitigation Plan partners are included in an ongoing Marin County Multi-Jurisdictional Local Hazard Mitigation Plan review process to facilitate the 2023 plan update process.³⁶

The Disaster Mitigation Act of 2000 requires that all Local Hazard Mitigation Plans be updated on a five-year cycle. The County of Marin maintains an ongoing process that will conclude with the adoption of an updated Marin County Multi-Jurisdictional Local Hazard Mitigation Plan in Spring of 2023.³⁷ The update process includes a robust public engagement process, including public meetings focused on specific hazards.

³⁵ https://www.fema.gov/sites/default/files/2020-11/fema_disaster-mitigation-act-of-2000_10-30-2000.pdf

³⁶ <https://www.marinwatersheds.org/sites/default/files/2020-07/Marin%20County%20Multi-Jurisdictional%20Local%20Hazard%20Mitigation%20Plan%202018.pdf>

³⁷ <https://www.marincounty.org/depts/cd/divisions/planning/lhmp>

Ongoing Mitigation Projects

Mitigation activities can be developed, planned, and implemented before or after a disaster occurs. Hazard mitigation planning in City of Novato and Novato Fire District can reduce vulnerability to hazards through smart construction and proper planning of future development and critical infrastructure.

Examples of ongoing mitigation goals in City of Novato and Novato Fire District current at the time of this EOP can be seen in the table below.³⁸

Hazard Type	Mitigation Type	Title/Description
 Flooding	Prevention	Participate in the completion of the County’s Watershed Stewardship Plan. The plan’s projects will address preventative measures to mitigate flood impacts.
 Flooding	Prevention	Create a comprehensive computerized model of the Novato’s basins and produce maps to aid the Clean Storm Water program by completing the Storm Drainage Master Plan. In conjunction with Marin County Flood Control District the GIS database will work to monitor flow at key location(s) within the City’s network of storm drains.
 Flooding	Prevention / Protection	Meet annually with all agencies involved in Marin County Flood Control projects to ensure that structural projects are considered and continue to cooperate with Marin jurisdictions in pursuing all available sources of funding to finance improvements to storm drainage facilities.
 Wildfire	Prevention / Protection	Implement action items identified for Novato in the current Marin County Wide Community Wildfire Protection Plan (CWPP).
 Wildfire	Prevention	Articulate and promote the concept of land use planning related to fire risk and individual landowner objectives and responsibilities.
 Wildfire	Prevention	Coordinate with county and local government staff to integrate Firewise approaches into planning documents and ordinances.
 Wildfire	Prevention	Consider the creation of transition zones (areas between developed residential areas and open space areas) where additional defensible space clearance is needed.
 Wildfire	Prevention	Continue inter-agency coordination with Marin’s fire service community and other partners to maintain a community presence and to develop and distribute public information regarding fuel reduction efforts throughout the county.
 Wildfire	Planning	Creation of Marin County current conditions risk assessment document to support Evacuation Planning.

³⁸ <https://www.marincounty.org/depts/cd/divisions/planning/lhmp>

 Wildfire	Prevention	Continue efforts to partner with neighborhoods located in WUI areas to educate them on becoming fire adapted or Firewise communities.
 Wildfire	Prevention	Continue implementation of the countywide fuel break and fire plan implementation. The Marin Wildfire Prevention Authority and Novato Fire District have recently launched a five-year plan to create a 60-mile-long fuel break, up to 300 feet wide around Novato.
 Wildfire	Prevention	Work to reduce regulatory barriers that limit hazardous fuels reduction activities (e.g., tree removal process).
 Wildfire	Prevention	Establish a Fire Mitigation Ranger position in the Police Department and in coordination with the Novato Fire District. This part time, sworn position will be focused on prevention thru enforcement, education and emergency planning efforts.
ALL	Planning	Refine Open Space mapping to differentiate between city owned and county owned properties.
ALL	Prevention	Continue the code enforcement inspection program for apartments of 3 or more units in the City to find seismic safety, flood and health and safety compliance issues and to identify buildings at risk to specific hazards.
ALL	Planning	Sound study completed for possible long range acoustical devices for evacuation warning and notification.
ALL	Planning	Update the City's Emergency Operations Plan, as needed and update the plan when the State of California and the County of Marin update their Emergency Operations plans.

Table 7: Ongoing Mitigation Objectives in Novato

Continuity of Government

The California Emergency Services Act provides the authority and procedures to ensure continued functioning of government within the State of California.³⁹ It provides for the succession of government officers and procedures to ensure the continued functioning of government when the governing body, including standby officers, are unavailable to serve.

The City of Novato and Novato Fire District are each developing Continuity of Operations (COOP)/Continuity of Government (COG) plans that include the following information:

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

³⁹ https://leginfo.ca.gov/faces/codes_displayText.xhtml?division=1.&chapter=7.&lawCode=GOV&title=2.&article=15.

The City of Novato and Novato Fire District will each maintain their own COOP/COG plans in accordance with the California Emergency Services Act and their own internal operating procedures.

Lines of Succession

Succession of City of Novato City Council members and employees is codified in Municipal Ordinance 2-13.6 as follows:

- City Council Members:
 1. Nomination of Standby Officers. In January of each year, each member of the city council shall nominate for appointment, by filing with the city clerk, three persons who such city council member believes are qualified to fill his or her office as his or her standby officer in the event that such member is unavailable.
 2. Each council member nomination shall also designate the preferred order of succession as among such nominees as first, second, and third alternates.
 3. The city council shall consider such nominations and shall, by resolution, appoint three standby officers for each such city council member who shall be assigned standby officer status numbers 1, 2, and 3, as the case may be.
 4. Such standby officers shall be appointed to fill the position of the unavailable council member for whom they have been designated in the order designated by such resolution.
- City Manager:
 1. The city council shall, by resolution, appoint three standby officers for the city manager in the event that the city manager is unavailable and shall designate such standby officers 1, 2, and 3 as the case may be. Such standby officers shall be appointed to fill the position of the city manager in the event he is unavailable in the order designated by such resolution.
- Department Heads:
 1. City department heads shall provide for at least a three-deep order of succession plan for appropriate subordinate positions to succeed to the chief position if the department head is unavailable or unable to serve as set forth herein. Such lists shall be filed with the city clerk in January of each year.
- Unavailable, defined: Unavailable for the purposes of this section shall have the same meaning as set forth in California Government Code Section 8636.

Succession of Novato Fire Board of Directors members and employees is codified in Fire Board Resolution 2015-4 as follows:

- Fire Board of Directors Members:
 1. In January of each year, each member of the Board of Directors shall nominate for appointment, by filing with the Board Clerk the names of one person who such Board Member believes is qualified to fill

his or her office as his or her standby officer in the event that such member is unavailable. Such Board member shall also designate the preferred order of succession as among such individuals. The Board of Directors shall consider such nominations and shall, by resolution, appoint three standby officers for each such Board Member who shall be assigned status numbers 1, 2 and 3, as the case may be. Such standby officers shall be appointed to fill the position of the unavailable Board member for whom they have been designated in the order designated in the resolution.

- Fire Chief:

1. The Board of Directors shall, by resolution, appoint three standby officers for the Fire Chief in the event that the Fire Chief is unavailable and shall designate such standby officers 1, 2 and 3 as the case may be. Such standby officers shall be appointed to fill the position of the Fire Chief in the event he is unavailable in the order designated by such resolution. This succession list will also apply to the position of Emergency Services Director.

- Unavailable, defined: Unavailable for the purposes of this section shall have the same meaning as set forth in California Government Code Section 8636.

Preparedness

This section outlines the activities taken in advance of an emergency to develop operational capabilities needed for an effective response to an incident, disaster, or planned event within City of Novato and Novato Fire District. The preparedness cycle helps the City of Novato and Novato Fire District improve disaster readiness and ultimately improve overall resiliency. Key elements of disaster readiness include inclusive all-hazard planning for the Whole Community, in-depth and just-in-time training for responders, periodic and consistent exercising of those response skills, and management of preparedness and outreach programs to increase general community readiness.



Figure 1: The Preparedness Cycle

Emergency Organization

The organization and authority for emergency management in the City of Novato and the Novato Fire District can be found in the following City Ordinance and District Resolution:

- [2-13 - Emergency Management and Operations. | City of Novato Ordinance](#)
- [2015-4 Novato Fire District Emergency Operations Policy](#)

Planning Process

The City and District Emergency Managers maintain responsibility for developing, updating, and maintaining plans specific to emergency operations for the City of Novato and Novato Fire District, such as this City of Novato and Novato Fire District Emergency Operations Plan (EOP). City of Novato and Novato Fire District departments, special districts, and external agencies are responsible for plan management functions with respect to their own organization. Agencies and departments that have roles and responsibilities identified by this plan are encouraged to develop EOPs, detailed standard operating procedures (SOPs), and emergency response checklists based on the provisions of this plan. Special districts may also maintain more specialized plans relevant to the operations of their organization, such as wildfire plans for Fire Protection Districts and dam-specific plans maintained by water districts.

The City and Fire District Emergency Managers serve as a coordinating body for mitigation and response planning within the City of Novato and Novato Fire District. The City of Novato and Novato Fire District adhere to the planning process outlined in the Federal Emergency Management Agency (FEMA) Comprehensive Planning Guide (CPG) 101 including:⁴⁰

- Conducting community-based planning that engages the whole community by using a planning process that represents the actual population in the community and involves community leaders and the private sector in the planning process.
- Ensure plans are developed through an analysis of risk.
- Identify operational assumptions and resource demands.
- Prioritize plans and planning efforts to support their seamless transition from development to execution for any threat or hazard.
- Integrate and synchronize efforts across all levels of government.

⁴⁰ https://www.fema.gov/sites/default/files/2020-05/CPG_101_V2_30NOV2010_FINAL_508.pdf

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

- **City of Novato and Novato Fire District EOP Hazard and Function Specific Appendices:** Published separately, these documents supplement the City of Novato and Novato Fire District EOP and outline hazard, or operational-specific functions, required to effectively fulfill the responsibilities outlined in the City of Novato and Novato Fire District EOP.
- **Standard Operating Procedures (SOPs):** Published separately, SOPs support execution of the City of Novato and Novato Fire District EOP and functional appendices by providing step-by-step instructions and details specific to the roles and responsibilities contained within the documents. SOPs may include checklists, appendices, and resource guides as additional documentation. For more information on SOPs see the Plan Development and Maintenance section.

The City of Novato and Novato Fire District coordinate with the County of Marin and the Marin County Office of Emergency Services (OES) to ensure that emergency response plans and mutual-aid agreements are in alignment with guiding plans for the entire Marin OA.

The City of Novato and Novato Fire District are dedicated to maintaining a planning process that considers the needs of the Whole Community, including those with access and functional needs (AFN). This means that separate plans are not created to support AFN populations or other diverse groups, but that considerations for these populations are woven into all plans, such as the City of Novato and Novato Fire District EOP and local jurisdiction response plans.

Examples of Novato specific plans include:

- Novato Joint Response Protocol: Earthquake Assessment Protocol
- Novato Joint Emergency Operations Center Guide
- Public Safety Power Shutoff Playbook

Training and Exercise Program

Training Program

The City of Novato and Novato Fire District participate in the Marin County OES comprehensive training and exercise program based on preparedness needs, training needs of response personnel, and FEMA Threat and Hazard Identification and Risk Assessment (THIRA) gaps. Training is managed in conjunction with Marin County OES, City of Novato and Novato Fire District stakeholders, and emergency response agencies, and incorporates methods including formal and informal classroom training, online training, seminars, and workshops.

Training may come from a variety of sources.

- **Local Training:** May be provided by City of Novato and Novato Fire District or Marin OES staff, various City of Novato and Novato Fire District or county departments, or other local partners. These trainings are not only specific to department emergency roles and responsibilities, but also to the Marin OA community and are designed to improve local response capabilities.
- **Regional Training:** With the Marin OA as a member of the Bay Area Urban Areas Security Initiative (UASI), the City of Novato and Novato Fire District have access to regional planning and training sources. The Bay Area Training and Exercise Program (BATEP) allows City of Novato and Novato Fire District responders to receive training and exercises to build and sustain public safety and preparedness

capabilities.⁴¹ In addition, training provided by the Northern California Regional Intelligence Center (NCRIC) is also available.

- **State Training:** The California Governor's Office of Emergency Services (Cal OES) has a significant roster of available training. Training through Cal OES is managed by the California Specialized Training Institute (CSTI). CSTI provides training in all phases of emergency management as well as basic and advanced training in specific topic areas. City of Novato and Novato Fire District work with Cal OES via the County of Marin to provide training most relevant to responders at the time of the event. Trainings may be specific to working with the state emergency response systems or may incorporate subject matter experts to improve local response capabilities.⁴²
- **Federal Training:** The City of Novato and Novato Fire District support FEMA sponsored training through their Emergency Management Institute (EMI), which is utilized to close gaps and increase skills and expertise. The FEMA EMI program provides national best practices through its standardized Independent Study online courses and in-person courses at the National Emergency Training Center.⁴³

Golden Eagle 2022 TableTop Exercise, held in May 2022, was a discussion-based exercise focused on EOC section responsibilities and the interplay between the EOC sections.

Staff assigned to the Emergency Operations Center are provided periodic training on EOC functions and section specific training in addition to periodic EOC Functional Exercises.

Exercise Program

The City of Novato and Novato Fire District participate in the multi-year exercise program for the Marin OA, managed by the Marin County OES. This exercise program provides an opportunity for collaboration with response and recovery stakeholders across the entire Marin OA, including local jurisdictions, special districts, and private partners. Exercises can be used to validate plans and allow emergency responders to become familiar with the procedures, facilities, systems, and partners that will be used in incidents, disasters, or planned events.

Exercises are conducted on a regular basis to maintain readiness and include as many Marin OA member entities as possible and incorporate participants from the Whole Community. Exercise programs are developed and managed using the Homeland Security's Exercise and Evaluation Program (HSEEP). HSEEP provides a systematic approach to exercise development, evaluation, execution, and post-improvement planning.⁴⁴ Exercises may range in complexity from a workshop to a multi-agency/multi-jurisdictional event involving actual deployment of resources. The continuum of exercises is depicted in the image below.

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

The City of Novato and Novato Fire District have also developed and conducted exercises locally, including:

- 2018 – Shaking Marin FSE
- 2020 – Shake, Rattle and Roll Virtual EOC TTX
- 2022 – Golden Eagle TTX, related to regional Golden Eagle exercise
- 2022 – Stafford Shakeout Functional EOC Exercise

⁴¹ <http://www.bayareauasi.org/sites/default/files/resources/BATEP%20Program%20Manual.pdf>

⁴² <https://www.caloes.ca.gov/cal-oes-divisions/california-specialized-training-institute/training-exercise-programs>

⁴³ <https://training.fema.gov/emcourses/schedules.aspx>

⁴⁴ <https://www.fema.gov/sites/default/files/2020-04/Homeland-Security-Exercise-and-Evaluation-Program-Doctrine-2020-Revision-2-2-25.pdf>

- Annual – Community Wildfire Evacuation Drills
- Annual – Earthquake Assessment Protocol Exercises

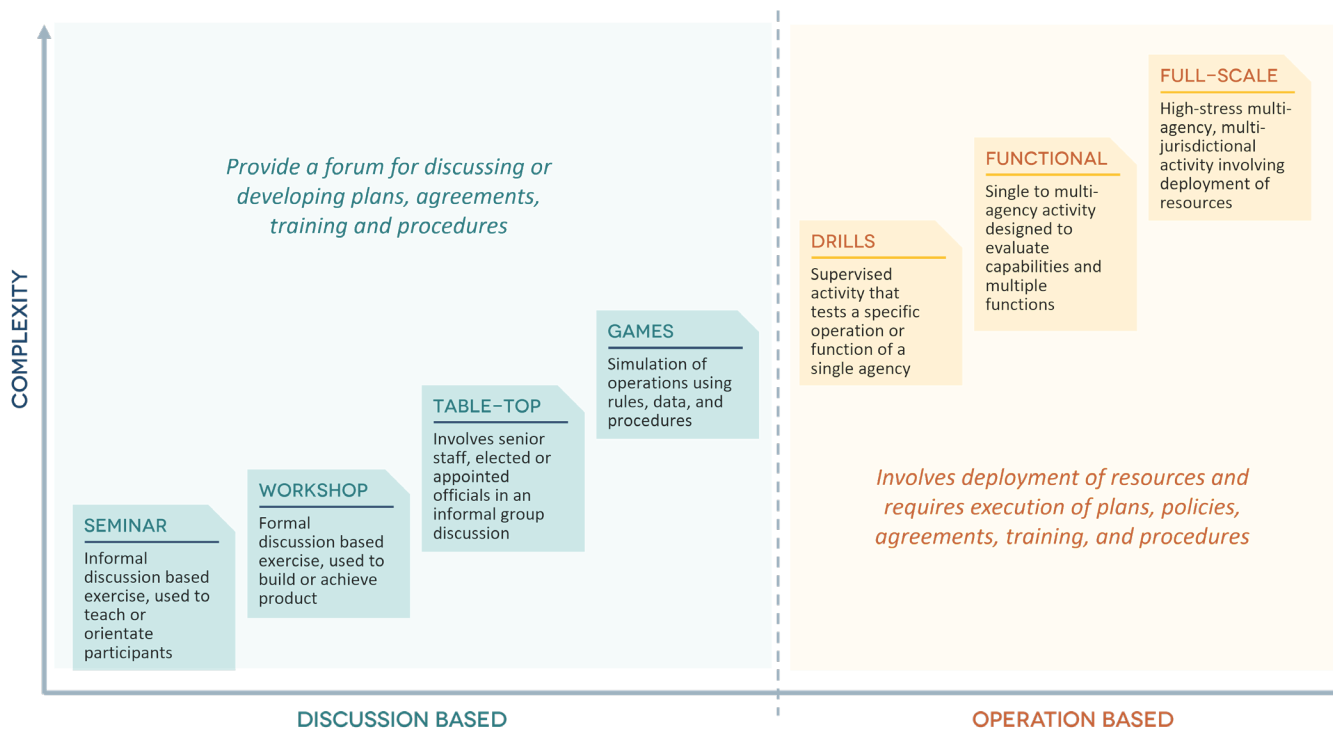


Figure 2: Exercise Complexity Spectrum

Preparedness and Outreach Programs

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

Marin Operational Area Education and Outreach Programs

American Red Cross: The North Bay Chapter of the American Red Cross serves approximately 1.3 million people in Marin, Napa, Solano, and Sonoma counties by helping to provide food, shelter, comfort, and care for residents affected by disasters. In addition to their response role, the American Red Cross also offers a robust library of tips and checklists to help individuals before, during, and after emergencies and conducts trainings on lifesaving skills need to prevent, prepare for, and respond to disasters.⁴⁵

Marin Valley Emergency Services Team (MVEST): Following a major disaster, first responders may not be able to meet the increased demand for services. The MVEST program in the Marin Valley Mobile Country Club provides volunteers with training about what to expect following a major disaster, lifesaving skills with emphasis on decision-making skills, and rescuer safety. The program organizes neighborhood teams so that MVEST members become an extension of first responder services offering immediate help to victims until

⁴⁵ <https://www.redcross.org/local/california/northern-california-coastal/about-us/locations/north-bay.html>

professional services arrive. Many of their members are trained as Community Emergency Response Team (CERT) members.

Firewise USA Program: The Firewise USA program is designed to reach beyond the fire service by involving homeowners, community leaders, planners, developers, and others in the effort to protect people, property, and natural resources from the risk of wildland fire before a fire starts. The Marin OA has multiple Firewise USA Chapters who support communities in wildfire safety efforts.^{46,47}

READY Marin: Get Ready is a free 1-hour class geared to the public that teaches individuals how to stay safe before, during and after a disaster. The Get Ready class, offered throughout the Marin OA in both English and Spanish language, helps individuals plan for an emergency with a family plan, create an evacuation checklist, and to keep families safe during and after an incident or disaster before help arrives.⁴⁸

Novato Community Response Team (NCRT): The Novato Community Response Team is coordinated by North Marin Community Services and fosters connections with Food Pantries, Faith Organizations, Community Health Hubs, Schools, Community Stakeholders, Senior Housing Sites, and Non-Profit Organizations operating in the Novato area. During a disaster they serve as a communications link between the Marin VOAD and the local partners, gathering situational updates, and identifying resource and information needs.

Disaster Service Worker Program

Under State law, Title I, Section 3100 of the California Government Code, all City of Novato and Novato Fire District employees are registered as Disaster Service Workers (DSWs) who may be required to support emergency response or recovery operations within the City of Novato and Novato Fire District during any incident, disaster, or planned event.⁴⁹ This means that all City of Novato and Novato Fire District employees have a responsibility to support emergency response and recovery operations in addition to their everyday duties if compelled by their respective employers.

Disaster service is defined as activities designed to aid in the response and recovery phases of a disaster and includes pre-approved training. DSWs will never be asked to perform duties that they have not been trained for, and will be given every effort to ensure their own families are safe and secure before performing DSW duties.

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

⁴⁶ <https://www.nfpa.org/Public-Education/Fire-causes-and-risks/Wildfire/Firewise-USA>

⁴⁷ <https://firesafemarin.org/programs/firewise-usa/firewise-usa-sites/>

⁴⁸ <https://readymarin.org/get-ready/>

⁴⁹ https://leginfo.ca.gov/faces/codes_displaySection.xhtml?sectionNum=3100.&lawCode=GOV#:text=In%20furtherance%20of%20the%20exercise,their%20superiors%20or%20by%20law.

Response

Emergency Proclamations

Proclamation of Local Emergency

A proclamation of local emergency is a critical first step in response to an incident, disaster, or planned event as it activates the appropriate aspects of applicable multijurisdictional mutual aid plans and provides the framework for post-disaster financial assistance. In accordance with the provisions of the California Emergency Services Act, local jurisdictions are encouraged to make a local proclamation of emergency when it appears that resources from outside the jurisdiction may be necessary to adequately support response efforts.⁵⁰

A proclamation of local emergency provides:

- Limited immunity from negligence.
- Authority to promulgate emergency orders and regulations.
- Extraordinary police powers.
- Exceptions to statutorily mandated procedures.
- Activation of certain pre-established local emergency provisions such as special purchasing and contracting.

A local emergency proclamation and/or Governor's Proclamation is not a prerequisite for mutual aid assistance, American Red Cross assistance, the federal Fire Management Assistance Grant Program, or disaster loan programs authorized by the Small Business Administration and the U.S. Department of Agriculture.

Proclamations of local emergency may be issued by the City Manager, Pre-Assigned Emergency Operations Center Directors in that role or the City Council. Irrespective of the method of proclamation, the following deadlines apply:

- **Issuance:** Within 10 days of the occurrence of a disaster if the City of Novato and Novato Fire District is to qualify for assistance from the California Disaster Assistance Act.⁵¹
- **Review:** Must be renewed by the Novato City Council at least every 30 days until terminated.
- **Termination:** The City Council shall proclaim the termination as soon as conditions warrant.

Under the Standardized Emergency Management System (SEMS), cities or towns must send their local proclamations to the California Governor's Office of Emergency Services (Cal OES) through their county operational area coordinator. However, it is not necessary for a city or town to proclaim an emergency if the County of Marin proclaims an emergency for the entire county area, or for a specific area that includes an affected city or town.

Any local governments that do ratify a proclamation of local emergency notify the Marin Operational Area (Marin OA) Emergency Operations Center (EOC) of the proclamation and provide a copy to the Marin OA EOC Documentation function. The Marin OA EOC is responsible for coordinating any information sharing and requests for assistance between the Cal OES Coastal Regional EOC (REOC) and the affected jurisdictions.

⁵⁰ <https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf>

⁵¹ <https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf>

State and Federal Proclamations and Declarations

When disaster conditions exceed, or have the potential to exceed, local resources and capabilities, a local government may request state assistance from the Governor. The Governor may also request a Presidential emergency declaration or declaration of major disaster through the Federal Emergency Management Agency (FEMA). The California Disaster Assistance Act (CDAA) provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor, as well as cost-sharing to jurisdictions provided federal awards after a presidential declaration of emergency or major disaster. Local jurisdictions must submit their proclamation of local emergency via Cal OES along with the request for state assistance. For more information on Disaster Assistance and the California Disaster Assistance Act see the Recovery section.

Governor's State of Emergency Proclamation

- Supports emergency activities and authorizes the Cal OES Director to provide financial relief for emergency actions, such as debris removal and emergency protective measures, in addition to funding for the repair, restoration, or replacement of public facilities owned or operated by an eligible local government. A Governor's proclamation of a state of emergency is typically a prerequisite when the state requests a Presidential declaration of a major emergency or disaster.
- Local emergency proclamation must be completed within 10 days of incident occurrence and application for assistance must be submitted to Cal OES within 60 days of proclamation ratification in order to qualify for CDAA assistance.
- Also permits the Governor to exercise police power, direct all state agencies to utilize and employ personnel, equipment, and facilities, and make, amend, or rescind orders and regulations as deemed necessary to prevent or alleviate actual and threatened damage due to the emergency.

Presidential Emergency Declaration

- Supports response activities and authorizes federal agencies to provide "essential" assistance, including debris removal, temporary housing, and the distribution of medicine, food, and other consumable supplies under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended.⁵²
- Funding is typically limited to \$5 million for a single incident, this threshold may be adjusted by the president.
- Governor must make request within five (5) days after the need for federal emergency assistance is apparent.
- CDAA matching fund assistance that may be made available for cost-sharing required by federal disaster assistance programs is provided automatically without additional actions being taken to qualify.

Presidential Declaration of a Major Disaster

- Supports response and recovery activities and authorizes implementation of some or all Stafford Act federal recovery programs, including public assistance, individual assistance, hazard mitigation and other assistance to state and local governments, certain private nonprofit organizations, and individuals.
- Non-Stafford Act federal assistance such as for the Small Business Association (SBA) or United States Department of Agriculture (USDA) disaster loan programs, or the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) Emergency Relief (ER) programs, may also be requested and included as part of a major disaster declaration, or implemented separately under their own legal authority.

⁵² https://www.fema.gov/sites/default/files/documents/fema_stafford_act_2021_vol1.pdf

- Governor must make request within thirty (30) days of the start of the disaster or incident or disaster.
- CDAA matching fund assistance that may be made available for cost-sharing required by federal disaster assistance programs is provided automatically without additional actions being taken to qualify.

NIMS, SEMS, and ICS

The City of Novato and Novato Fire District Joint Emergency Operations Center (EOC) operates in a manner consistent with California’s Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and Incident Command System (ICS) standards.

- **Standardized Emergency Management System (SEMS):** Utilized by emergency response agencies throughout California, SEMS is the cornerstone of California’s emergency response system and the fundamental structure for the response phase of emergency management. The system unifies all elements of California’s emergency management community into a single integrated system and standardizes key elements such as ICS, mutual aid, interagency coordination, and the OA and regional concepts.⁵³ The SEMS concept is depicted in the graphic below.

- **National Incident Management System (NIMS):** A comprehensive, nationwide, systematic approach to incident management that is flexible and scalable to all incident types, including the command and coordination of incidents, resource management, and information management.⁵⁴

- **Incident Command System (ICS):** A standardized approach to the command, control, and coordination of on-scene incident management that provides a common hierarchy within which personnel from multiple organizations can be effective. ICS specifies an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel, equipment, facilities, and communications.⁵⁵



Figure 3: SEMS Organizational Levels

The City of Novato and Novato Fire District respond to incidents, disasters, or planned events within the SEMS framework, i.e., the response is managed at the lowest possible organizational level and ascending levels are activated only as needed. The complexity of the incident ultimately determines the response capabilities that are needed. Operating in the SEMS structure, which utilizes standardized NIMS and ICS principles, allows response agencies both within the City of Novato and Novato Fire District and within the Marin OA to seamlessly integrate with other local, regional, and state partners to provide the most successful response for the Whole Community and the entire City of Novato and Novato Fire District. This system also allows City of Novato and

⁵³ https://www.caloes.ca.gov/PlanningPreparednessSite/Documents/Standardized%20Emergency%20Management%20System_Part1.pdf

⁵⁴ https://www.fema.gov/sites/default/files/2020-07/fema_nims_doctrine-2017.pdf

⁵⁵ <https://www.ready.gov/incident-management>

Novato Fire District responders to cohesively integrate into other municipalities' response structures if they are called upon to provide mutual aid for another jurisdiction.

Field Response

The field response level is where emergency response personnel and resources carry out tactical decisions and activities in direct response to an incident, disaster, or threat.⁵⁶ Field response activities are managed by an Incident Commander or by Unified Command (UC) at an Incident Command Post (ICP). The Incident Commander is first the first responding officer on the scene of an incident or disaster and is then selected from the agency with primary control over the incident. UC may need to be established if more than one agency has authority or if the incident crosses jurisdictional boundaries. In the case of UC, multiple agencies will work together to form a common set of objectives and strategies at the ICP. Generally, if day-to-day field activities from emergency personnel can resolve an incident, response will remain at the field level.

Emergency Operations Center

During an incident, disaster, or planned event, the City of Novato and Novato Fire District Joint EOC may activate to support response operations, coordinate mutual aid resources, and meet with local, state, and federal officials. The City of Novato and Novato Fire District Joint EOC operates using SEMS functions and principles to facilitate objectives including the following:

- Overall management and coordination of emergency operations.
- Strategic policy and priority setting for response and recovery.
- Resource prioritization and coordination, including mutual aid resources.
- Coordination and liaison with appropriate federal, state, tribal, county, and other local government agencies, community-based organizations, and private sector resources.
- Collection, evaluation, and dissemination of generalized situational awareness and common operating picture information to key response partners.
- Coordination of public information.

The City of Novato and Novato Fire District Joint EOC communicates with both field responders at the ICP, other jurisdictions' EOCs, and Department Operations Centers (DOCs) on a continuous basis with established reporting periods throughout the response through established communication pathways. For more information on communication methods, see the Communications section.

The City of Novato and Novato Fire District Joint EOC can be activated within approximately one to two hours of incident notification. The primary location of the City of Novato and Novato Fire District Joint EOC is Novato Fire District Administration Building at 95 Rowland Way, Novato. If the primary EOC is inoperable due to circumstances of the incident or for other reasons, an alternate EOC may be utilized. The secondary location for the City of Novato and Novato Fire District Joint EOC is the Novato Police Department Training Room at 909 Machin Avenue, Novato.

The City of Novato and Novato Fire District Joint EOC is also capable of functioning virtually, through a variety of web-based software and platforms. The location, size, severity, and complexity of a disaster will determine the need to transfer operations to an alternate EOC location or to utilize a virtual EOC. When choosing an alternate site, considerations are made for which responding support agencies will need to participate, distance from the location of the incident, and potential length of the activation.

⁵⁶ https://www.caloes.ca.gov/PlanningPreparednessSite/Documents/Standardized%20Emergency%20Management%20System_Part1.pdf

EOC Activation

EOC Activation Procedures

The City of Novato and Novato Fire District Joint EOC can be activated in several ways. These activation methods include:

- Notification from dispatch or local first response agencies of any disaster which has the potential to require broad public communication, evacuation, or sheltering.
- Decision to activate due to a significant incident, disaster, or planned event occurring in the City of Novato and Novato Fire District, the Marin Operational Area (Marin OA), or neighboring jurisdictions that may require a large commitment of resources and/or multijurisdictional coordination.
- Final Activation decision to activate is by the City Manager, Fire Chief, Police Chief, Police Captains or Watch Commander, Deputy Fire Chief, Designee of any of the above.

Staffing decisions for the City of Novato and Novato Fire District Joint EOC will be driven by the nature and scope of the emergency, based on the determined City of Novato and Novato Fire District Joint EOC activation level. Staffing may be composed of City of Novato and Novato Fire District personnel, responders from partner agencies or organizations, community-based organizations, and volunteers. The initial assigned EOC Director identifies which EOC sections, branches, and functions will be activated to support response operations. This flexible response structure corresponds to ICS principles where only the functional elements that are required to meet the current objectives of the incident are activated and staffed. Any responsibilities of unstaffed positions are assumed by the next highest staffed position.

EOC Activation Levels

The level of City of Novato and Novato Fire District Joint EOC activation will be determined by the complexity and nature of the emergency. Activation levels for the City of Novato and Novato Fire District Joint EOC are discussed below.

- Standby – EOC is setup but not staffed (Examples: Severe Weather Watch, Pending PSPS)
- Level Three – Minimal Activation (Examples: Flood Warning, Nearby Wildfire, Extended local event)
- Level Two – Partial Activation (Examples: Major Weather event with damage, Moderate earthquake)
- Level One – Full Activation (Examples: Major earthquake, Major wildfire)

EOC Organization

The City of Novato and Novato Fire District Joint EOC is organized according to the five (5) SEMS functional elements and is designed to be scalable and flexible.

- **Management Section:** The Management Section is responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations. The Management Section also handles public information, often via the Joint Information Center (JIC).
- **Operations Section:** The EOC Operations Section is responsible for coordinating all operations in support of the emergency response through the implementation of the EOC Action Plan.
- **Planning Section:** The Planning Section is responsible for collecting, evaluating, and disseminating information, developing the EOC Action Plan in coordination with other functions, and maintaining documentation. In coordination with information collection, the Planning Section develops a common operating picture, maintains situational awareness, and forecasts future needs for response operations.
- **Logistics Section:** The Logistics Section is responsible for providing facilities, services, personnel, equipment, care and shelter and materials for incident response.

- **Finance/Administration Section:** The Finance Section is responsible for financial activities and other administrative aspects of the incident.

In some incidents, disasters, or planned events, the City of Novato and Novato Fire District Joint EOC may be activated with an integrated DOC to support streamlined operations and a coordinated response.

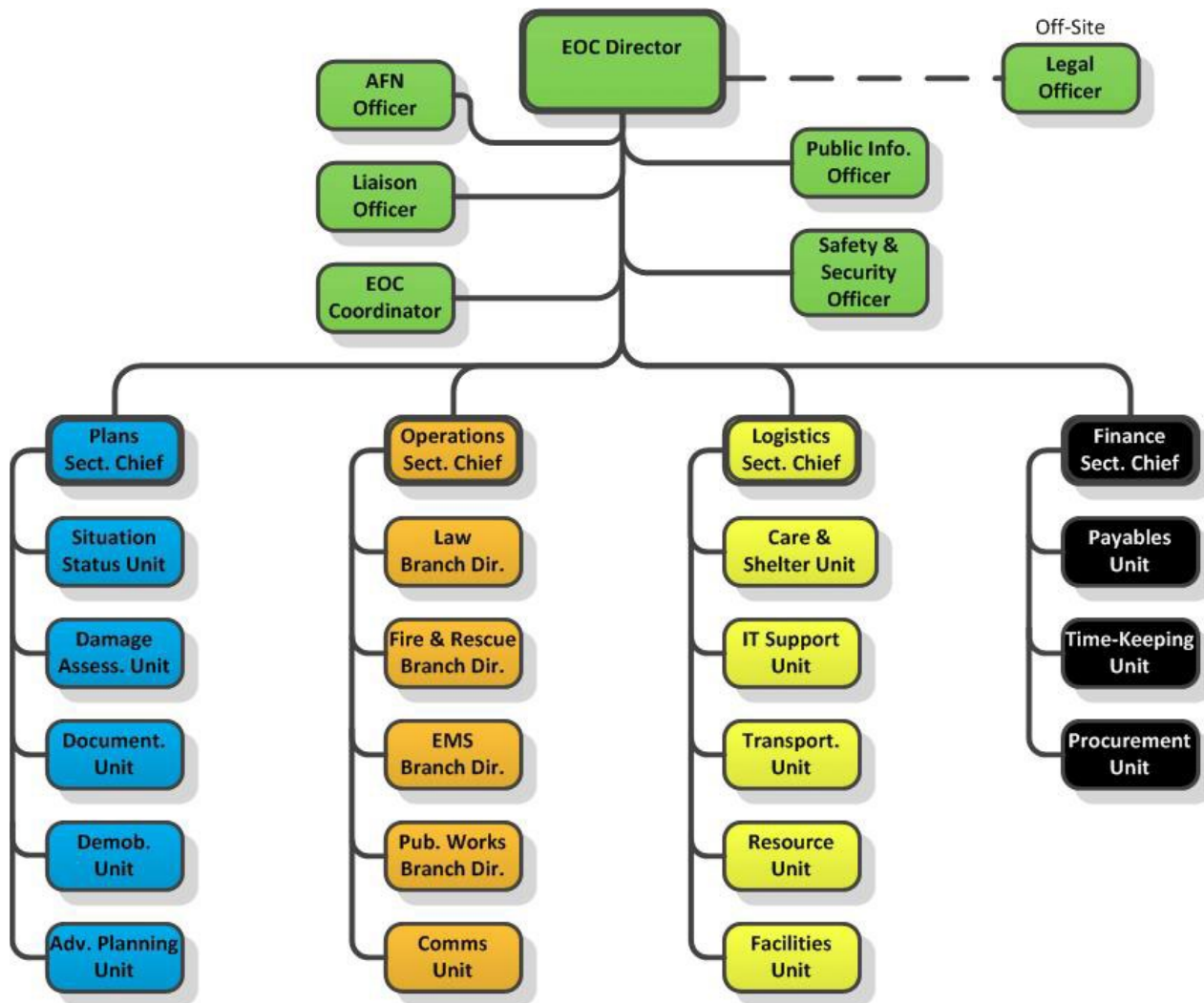


Figure 4: Novato Emergency Operations Center Organization Chart

Management Section

The Management Section sets operational intent, policy, and objectives based on the direction of the Policy Group. The Management Section is responsible for overall emergency policy coordination throughout the lifecycle of the incident. This will include managing overall emergency response effort as well as overseeing and managing all the sections within the EOC utilizing NIMS and ICS principles.

The Management Section may also include additional positions such as:

- EOC Director
- EOC Coordinator
- Access and Functional Needs (AFN) Officer
- Public Information Officer (PIO)

- Liaison Officer
- Legal Officer
- Safety/Security Officer

Operations Section

The Operations Section is responsible for all operational support and coordination of disaster response assets and controls the activity of agencies/departments with a direct response in the management, stabilization, and resolution of the emergency. In some circumstances, Area Command may be run from the Operations Section. It is the responsibility of the Operations Section to determine and evaluate tactical priorities throughout the response. The Operations Section is led by an assigned Operations Section Chief. The Operations Section may activate additional support branches as necessary to support the needs of the response and the responsibilities of the EOC.

The Operations Section may also include additional positions such as:

- Operations Section Chief
- Law Branch Director
- Fire and Rescue Branch Director
- EMS Branch Director
- Public Works Branch Director
- Communications Unit Leader

Planning Section

The Planning Section is responsible for all planning activities relating to intelligence, response, recovery, and demobilization operations of the EOC. This includes gathering timely, accurate, accessible, and consistent information during the ongoing operations and using this intelligence to prepare situational reports to create a common operating picture for all response organizations. The Planning Section is led by an assigned Planning Section Chief, who assists in the development of the EOC Action Plan. The Planning Section may activate additional support functions as necessary to support the needs of the response and the responsibilities of the EOC. Technical Specialists assigned to the EOC will initially be part of the Planning Section and may be shifted to alternate sections or branches as necessary depending on the specific response. Areas of expertise may include geology, hydrology, fire behavior, and HAZMAT.

The Planning Section may also include additional positions such as:

- Plans Section Chief
- Situation Status Unit Leader
- Damage Assessment Unit Leader
- Documentation Unit Leader
- Demobilization Unit Leader
- Advanced Planning Unit Leader

Logistics Section

The Logistics Section is responsible for providing material support and other support services to response partners and internal EOC functions. This may be in the form of facilitating the acquisition of resources, personnel, and transportation services, care and shelter, providing communication methods, resource tracking, or arranging for food, lodging, and other services as necessary. The Logistics Section is led by an assigned

Logistics Section Chief and may activate additional support functions as necessary to support the needs of the response and the responsibilities of the EOC.

The Logistics Section may also include additional positions such as:

- Logistics Section Chief
- Care and Shelter Unit Leader
- IT Support Unit Leader
- Transportation Unit Leader
- Resource Unit Leader
- Facilities Unit Leader

Finance/Administration Section

The Finance/Administration Section is responsible for all monetary, financial, and some administrative functions of the emergency. The Finance Section ensures that all financial records are preserved across the incident and maintains staff timesheets. The Finance Section is led by an assigned Finance Section Chief. The Finance Section may activate additional support functions as necessary to support the needs of the response and the responsibilities of the Novato Joint EOC.

The Finance Section may also include additional positions such as:

- Finance Section Chief
- Payables Unit Leader
- Time-Keeping Unit leader
- Procurement Unit Leader

EOC Demobilization

The City of Novato and Novato Fire District Joint EOC begins demobilization when the incident no longer benefits from the support and coordination functions provided by the EOC, or when those functions can be provided by normal operations. Demobilization planning occurs in the Demobilization function of the Planning Section and includes the creation of a written demobilization plan. EOC staff are demobilized in accordance with the Demobilization Plan and as circumstances allow, and the City of Novato and Novato Fire District Joint EOC returns to its steady state operations.

Direction, Control, and Coordination

Coordination and Communication

In compliance with the Standardized Emergency Management System (SEMS), the City of Novato and Novato Fire District manage emergency responses within the operational area at the lowest possible level of government. Depending on the size and severity of the incident, disaster, or planned event, the City of Novato and Novato Fire District may activate the Novato Joint EOC to support response efforts in the field, while on-scene responders organize through an Incident Command Post (ICP). The Incident Commander or other functional elements at the field level will coordinate with the Novato Joint Emergency Operations Center (EOC), or a Department Operations Center (DOC), depending on the situation. If activated, a DOC may provide direct support to field operations as necessary. ICs may report to DOCs to support operations, which in turn coordinate with the corresponding EOC. DOCs may be integrated into the City of Novato and Novato Fire District Joint EOC during response operations for some incidents. This practice supports increased situational awareness and facilitates communication between responding agencies.

Once activated, the City of Novato and Novato Fire District Joint EOC coordinates with other responding jurisdictions and agencies to facilitate the request for and acquisition of resources, sharing of information, and to ensure operational objectives are met throughout the response. The City of Novato and Novato Fire District Joint EOC assumes operational control of all assets activated through the City of Novato and Novato Fire District Joint EOC. Once deployed, field-level ICs assume tactical control of these assets.

Once activated, the City of Novato and Novato Fire District Joint EOC notifies the Marin Operational Area (Marin OA) of activation via the Marin County Office of Emergency Services (OES). The Marin OA notifies the California State Warning Center (CSWC) and the Cal OES Coastal Regional EOC (REOC) of its activation. When requested, available, and assigned a Cal OES Emergency Services Coordinator will work with, or in, the Marin OA EOC as the REOC liaison to help facilitate resources and other support.

Coordination and communications should be established between activated local government EOCs, the Marin OA EOC, and various ICPs across the affected jurisdictions. If activated, the Marin OA EOC will perform this function. For more information on multijurisdictional coordination, see the Mutual Aid and Multijurisdictional Coordination section.

Emergency Support Functions

Both the Marin OA EOC and the City of Novato and Novato Fire District EOC reference Emergency Support Functions (ESFs) in planning and response frameworks. ESFs provide a structure for planning coordinated federal, state, local, private agencies in specific disciplines to support a response to an incident.⁵⁷ ESFs provide an all-hazards methodology to emergency management to help response partners respond to incidents in a collaborative approach. ESFs not only improve communication among partners but enhance resource sharing, reduce duplication of efforts, advocate for continuity of operations, and support hazard mitigation programming.

See Appendix E: Emergency Support Function Assignments to see the relationship between Novato Joint EOC positions and the federal Emergency Support Functions.

Ongoing Operations

In agreement with SEMS, the City of Novato and Novato Fire District Joint EOC operates using an Incident Command System (ICS) functional process and coordinates with other jurisdictions and partners to manage the incident in a single, integrated structure. As required by the nature of the incident, disaster, or planned event, the City of Novato and Novato Fire District Joint EOC's ongoing operations may include resource management; information collection, analysis, and dissemination; communications, and public alert and warning.

Resource Management

The City of Novato and Novato Fire District Joint EOC works to broker resource requests in support of agencies within the City of Novato and Novato Fire District. The City of Novato and Novato Fire District Joint EOC may request resources from other governmental entities, including other local jurisdictions, the County of Marin, the state or federal government, or from private sector organizations.

Resource Typing

Resource typing is the categorization and description of response resources that are commonly exchanged in disasters, typically through mutual aid agreements. Accurate resource typing enhances emergency readiness

⁵⁷ <https://www.fema.gov/pdf/emergency/nrf/nrf-annexes-all.pdf>

and response at all levels of government by providing responders the information they need to ensure they request and receive the most appropriate resources during a disaster. Standard resource typing definitions provide a common terminology to support identifying, locating, requesting, ordering, deploying, and tracking resources. The City of Novato and Novato Fire District uses the NIMS resource typing guidelines.⁵⁸

Resource Prioritization

Events that involve one or more responsible jurisdiction(s) and/or multiple agencies may lead to resources being requested at quantities beyond those that are available creating the need for available resources to be prioritized within the City of Novato and Novato Fire District. Resource prioritization is guided by the concept of “doing the most good for the most people ” and evaluation of how resources will be used to save lives, relieve human suffering, sustain survivors, restore services, protect property and the environment, and preserve local culture and heritage.

Resource Request Process

Resources include personnel, materials, supplies, and equipment. When the City of Novato and Novato Fire District Joint EOC is activated, resource requests must be submitted and coordinated through the Logistics Section to ensure proper resource tracking and documentation, and to ensure that efforts are not duplicated. Field personnel will submit requests through their IC to the corresponding branch discipline (when established) within the Operations Section, which will then be forwarded to the Logistics Section. Partner agencies may submit requests directly to Logistics.

The City of Novato and Novato Fire District will first exhaust or anticipate exhausting internal resources before making external requests. If the response to the situation is or may become beyond the capabilities of the City of Novato and Novato Fire District, the City of Novato and Novato Fire District Joint EOC may choose to request resources through one of the established mutual aid channels.

Mutual Aid and Multijurisdictional Coordination

If resources available within the City of Novato and Novato Fire District are unable to sufficiently respond to a disaster or planned event, a request for assistance may be made to other local jurisdictions and higher levels of government according to existing or emergency-negotiated mutual aid agreements and compacts. Mutual aid agreements may provide emergency assistance in the form of equipment, supplies, personnel, or other capabilities and allow for the rapid mobilization of resources from one agency to another. When locally committed resources are exhausted and mutual aid is needed, the City of Novato and Novato Fire District will request assistance from the Marin OA Mutual Aid Coordinators.

The Marin OA participates in the Cal OES discipline-specific mutual aid system and is a member of Region II. The Region facilitates multi-agency and multi-jurisdictional coordination between Cal OES and the Marin OA, including state agencies, local and tribal government, and special districts. Region II Mutual Aid system includes established mutual aid mechanisms for Law Enforcement, Fire and Rescue, Coroner/Medical Examiner, and Regional Disaster Medical Health systems.

⁵⁸ <https://www.fema.gov/sites/default/files/documents/nims-guideline-resource-management-preparedness.pdf>

Within the framework of the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA) the discipline-specific coordinators function from the Marin OA EOC. Mutual aid requests for these disciplines are traditionally coordinated through the Coordinators at the Marin OA EOC and reported to the Logistics Section, to ensure that all requests are documented, tracked, demobilized, and are non-duplicative.

The Marin OA follows procedures from the California Emergency Management Mutual Aid (EMMA) Plan when appropriate,⁵⁹ among other agreements, and manages all mutual aid requests that do not fall into one of the discipline-specific mutual aid systems at the local, OA, regional, and state levels. Volunteer and private agencies may also participate in the mutual aid system by mobilizing their own resources to supplement government agencies during times of crisis, or by identifying resource needs that are not met within their own systems. The Regional Disaster Medical Health mutual aid system relies on volunteer and private sector involvement for medical and health resources.

The County of Marin maintains mutual aid agreements with other nearby local jurisdictions as well as the State of California to support holistic disaster response. These formal and informal agreements complement the use of EMMA in providing mutual aid throughout the Marin OA. Both the Marin OA and the City of Novato and Novato Fire District continue to review existing agreements and memoranda to ensure efficacy, as well as explore potential new agreements as necessary.

Information Collection, Analysis, and Dissemination

Information Collection

Successful incident response is reliant upon access to timely, relevant, and accurate information. The ability to collect, analyze and disseminate information is critical for informed decision making. Information collection consists of the processes, procedures, and systems to gather relevant information during an incident, disaster, or planned event which must be coordinated and integrated across the City of Novato and Novato Fire District.

During an incident, disaster, or planned event, information is collected from a variety of sources which may include inspections of infrastructure and facilities, windshield surveys to acquire damage assessments and human impact, status calls and situation reports from other agencies at all levels of government, traditional and social media, calls from the community, and other public reports.

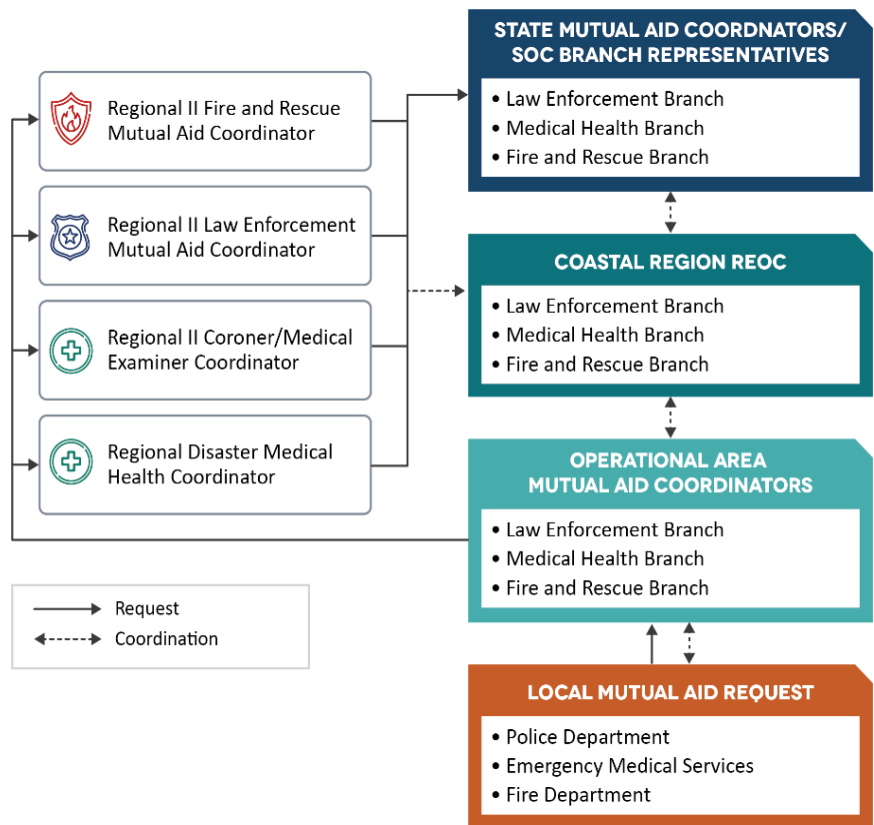


Figure 5: Regional Discipline Specific Mutual Aid System

⁵⁹ <https://www.caloes.ca.gov/PlanningPreparednessSite/Documents/09%20EMMA%20Plan%20and%20Annexes,%20November%202012.pdf>

Some information is considered more critical than others. Essential Elements of Information (EEI) may be pre-identified to support decision making and ensure important details are shared to effectively manage and execute an operation. EEIs should be communicated in a timely fashion to the City of Novato and Novato Fire District Joint EOC. EEIs and reporting guidelines should be pre-identified during the planning phase and confirmed at the beginning of each response. Priority information for collection and sharing includes:

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

Information Analysis and Dissemination

After collection, information is analyzed to determine its operational relevance. Information acquired by the City of Novato and Novato Fire District Joint EOC is analyzed and confirmed prior to dissemination, providing direction to staff, or making other decisions based on the information. As part of the analysis, information should be dated, credibility established, and compared to other information collected for the same or similar subject matter.

Information is shared to and from federal, state, local government agencies, community-based organizations, and business resources by direct communication when necessary, including telephone, text, social media, email, and/or radio. Daily, non-urgent information is typically shared through Situation Reports and coordination calls. The City of Novato and Novato Fire District Joint EOC serves as the hub for information dissemination to the public, in the absence of a Joint Information Center (JIC). For more information on JICs, see the Joint Information Center section.

Records and Reporting

Documentation management is a critical role of the City of Novato and Novato Fire District Joint EOC. Documentation of actions, decisions, and impacts can be used to improve future responses and shape policy. Records are kept identifying incident-related expenditures and obligations separated from general programs and activities and will be archived for a minimum of three (3) years following closure of federal reimbursement, or longer for specific records outlined in state or local record retention policies.⁶⁰ The Novato Police Department is responsible for maintaining all disaster related documentation, via SharePoint.

The City of Novato and Novato Fire District Joint EOC will archive official and unofficial disaster documentation, including correspondence, situation reports, EOC and ICS forms, request for proclamations of emergency, Situation Reports, request for assistance, cost/expenditures reports, damage assessment reports, City of Novato and Novato Fire District Joint EOC action plans (EAP), press releases, and any other documentation used during the response.

Document reporting times and processes are continuously reevaluated throughout the duration of the response and may be changed at any time. When conducting process evaluation, consideration is given to the length of the operational period, operational tempo of the response, information needed to accomplish EAP objectives,

⁶⁰ <https://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf>

and state and federal reporting requirements. Documentation and reporting is typically managed by the Planning Section during a City of Novato and Novato Fire District Joint EOC activation.

Communications

Integrated Communication Systems

Integrated communications provide and enable connectivity between various levels of government, maintain contact among and between incident resources, achieve situational awareness, and facilitate information sharing between responders and the public.

Internal communications include all communication to staff and operational partners in the City of Novato and Novato Fire District. This may include communication to jurisdictional response partners, the Marin Operational Area (Marin OA) EOC, special districts, and other organizations with a direct role in the response. Multiple redundant communication systems exist throughout the City of Novato and Novato Fire District Joint EOC to support response operations. All staff who serve in an EOC position are responsible for understanding what communication options are available. Methods of communication may include:

- Face-to-face and written communication including forms, processing, briefings, one-on-one conversation.
- Multiple redundant communication networks that include landline and cellular phone systems, video teleconference systems, satellite communications, radio, Marin Emergency Radio Authority (MERA), and the Auxiliary Communications Service - Radio Amateur Civil Emergency Service (ACS-RACES).
- Web-based systems designed to enhance communication flow including WebEOC, Microsoft Teams, Google Suite, other status boards, inter/intranet communications, manage communication networks like WebEOC, visual information systems (i.e., GIS mapping systems).
 - **WebEOC:** Emergency management-specific software that provides real-time information sharing of operational details from across the City of Novato and Novato Fire District in response to the incident, disaster, or planned event. In the City of Novato and Novato Fire District Joint EOC, WebEOC is primarily used for resource requests, tracking, and fulfillment; documentation support; activity recording; disaster finance documentation; and distributing information to other response partners. WebEOC is also the single definitive record of the response and contains the final response documentation.

At times, City of Novato and Novato Fire District Joint EOC responders may have access to information that could be deemed sensitive if released to a wider audience. All City of Novato and Novato Fire District Joint EOC staff are expected to maintain confidentiality when requested and to respect any confidentiality designations on documentation. Information may only be released to the public through the City of Novato and Novato Fire District Public Information Officer (PIO) or the Joint Information Center (JIC), if operational. In addition, City of Novato and Novato Fire District Joint EOC staff should understand how to handle information regulated under the Health Insurance Portability and Accountability Act (HIPAA) and Protected Critical Infrastructure Information (PCII) regulations.

Public Information and Warning

Public information is information disseminated to the public by official sources using broadcast, print and social media, personal outreach, and alert and warning systems. Every effort will be made to inclusively communicate with the diverse segments of community members in the City of Novato and Novato Fire District, which may include, but are not limited to, people with disabilities and access and functional needs, those with limited English proficiency, and those who may not have access to traditional means of communication. Outreach

includes the use of as many trusted community-based and cultural organizations as possible to ensure cultural competency and social equity in messaging. Emergency public information can include:

- Instructions on safety and health protection/preservation actions to take.
- Status information on the emergency or disaster situation.
- Other useful information pertinent to the response and recovery.

Joint Information System/Joint Information Center

During all incidents, disasters, or planned events, it is important that public information be coordinated to help ensure a consistent message. In complex incidents, a Joint Information System (JIS) may be activated to support this coordination. The Joint Information System (JIS) is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple jurisdictions and with private sector and community-based and cultural response partners. It includes the plans, protocols, procedures, and structures used to provide public information. Federal, state, local, and special district response partners at each level of the Standardized Emergency Management System (SEMS) are critical elements of the JIS.

The Joint Information Center (JIC) is a central location that facilitates operation of the JIS. The JIC provides a physical (or virtual) space where personnel with public information responsibilities from multiple agencies, departments, and organizations perform critical emergency information functions, crisis communications, and public affairs functions.

The Public Information Officer (PIO) serves as the point of contact for inquiries from the news media and the public seeking information about the emergency response. If a JIC is not activated, the PIO will be assigned directly to the City of Novato and Novato Fire District Joint EOC Management Section to coordinate public information and messaging. PIO activities include:

- Provides information to residents and visitors through the media using broadcast, print, radio, social media, flyers, handbills, printed situation updates, and other platforms.
- Serves as point of contact for media requests.
- Monitors media platforms for accuracy, and corrects misinformation, including rumor management.
- Develops an inclusive, culturally competent outreach strategy and messaging that incorporates considerations for populations with access and functional needs, those who do not speak English as a first language, and other diverse communities.
- Establishes a system for receiving and addressing public inquiries.

Messages intended to be disseminated to news media and the public may be developed by subject matter experts working in support of response efforts. These messages are reviewed by the PIOs at the EOC or JIC to correct inaccuracies and to maintain consistency in messaging. Messaging approval processes are determined by the City of Novato and Novato Fire District Joint EOC Management Section. Some information may be able to be released at the discretion of the PIO, while other information may require approval from a higher authority before dissemination.

Alert and Warning

Marin County Office of Emergency Services and the Novato Police Department manage alert and warning for the City of Novato and Novato Fire District and maintain responsibility for alert and warning procedures. Novato Police Department and Novato Fire District are responsible for alerting and notifying appropriate partner agencies and the public once aware of any threat to the City of Novato and Novato Fire District.

The City of Novato and Novato Fire District public alert and warning system consists of multiple communications systems and methods, including the following alert and notification systems, also depicted in the following figure.

- **Public Emergency Portal:** A web-based resource that serves as a clearinghouse for incident-specific information and recommended actions. The Public Emergency Portal can be used as a single information for the most current, authoritative information provided on behalf of the County of Marin, local jurisdictions, utility providers, and Caltrans, and incorporates geographic/map-based displays to ensure information is always up to date. The Public Emergency Portal can be accessed at <https://emergency.marincounty.org/>.⁶¹
- **Alert Marin:** An opt-in alerting system used to deliver emergency alerts via call, text, email, or smartphone application. Alert Marin also automatically registers landline telephones, some VoIP numbers, and contact information from some utility companies' customer data. Marin County OES typically uses Alert Marin to publish life safety information on imminent flooding, wildfires, and evacuations to the specific area or neighborhood affected.⁶² The City of Novato and Novato Fire District coordinates with the Marin County OES to release messages via Alert Marin, including Zonehaven activations.
- **Integrated Public Alert Warning System (IPAWS):** A federally maintained alert system in which federal, state, tribal, and local authorities can use to issue critical public alerts and warnings. Once verified, alerts are sent through the Emergency Alert and Wireless Emergency Alerts systems.
 - **Emergency Alert System (EAS):** A national public warning system commonly used by state and local authorities to deliver important emergency information, such as weather alerts, to affected communities.
 - **Wireless Emergency Alerts (WEA):** Short emergency messages from authorized federal, state, local, tribal, and territorial public alerting authorities that can be broadcast from cell towers to any WEA-enabled mobile device in a broad geographic area such as the entire Marin OA to enhance public safety and provide critical updates during an emergency. WEA alerts can also be disseminated using broadcast radio and television.
 - **National Oceanic and Atmospheric Administration (NOAA)/National Weather Service (NWS) Alerts:** Federal, state, local, tribal, and territorial public safety officials can send Non-Weather Emergency Messages (NWEMs) through IPAWS for broadcast over NOAA Weather Radio All Hazards (NWR). Releasing NWEMs via NWR is a critical tool for the City of Novato and Novato Fire District when trying to disseminate life-safety information in a degraded communications environment.
- **Nixle:** Alerting system that allows authenticated agencies to securely publish public safety information in four categories; messages, advisories, community information, and traffic. The City of Novato and Novato Fire District typically uses Nixle to release emergency alerts relevant to an entire zip code, on topics such as road closures and general post-disaster updates about shelter, transportation, and supplies.⁶³

⁶¹ <https://emergency.marincounty.org/>

⁶² <https://emergency.marincounty.org/pages/alerts>

⁶³ Ibid

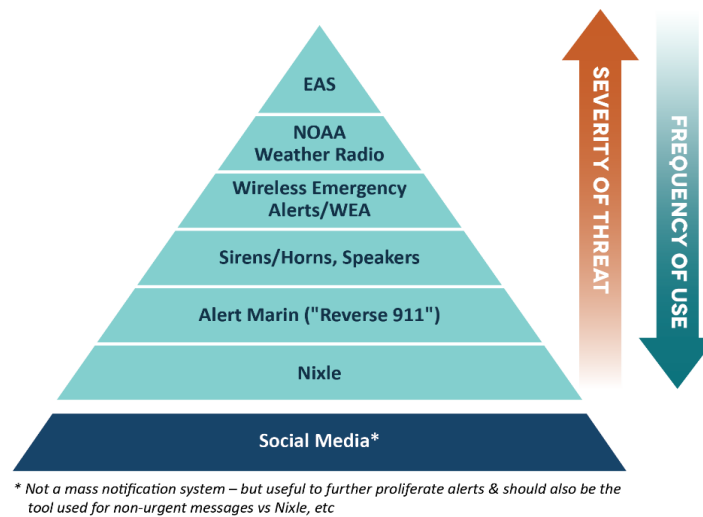


Figure 6: Alert and Warning Pyramid

Equitable Dissemination

Equity and cultural competency is a priority for the City of Novato and Novato Fire District, especially with respect to emergency communications and public information, including pre-incident preparedness information. The City of Novato and Novato Fire District Public Information Officer (PIO) and JIC (if activated) are dedicated to utilizing multiple methods of information dissemination to help ensure messaging reaches the Whole Community, including disproportionately impacted and at-risk populations. Utilizing multiple methods of inclusive communications helps to ensure that critical and time sensitive information reaches intended audiences within actionable periods. Inclusive communications considerations can include the use of:

- Traditional news media on culturally relevant programming (radio, television).
- Print media (flyers, bulletins) in at-risk and diverse communities.
- In-person communications at community town halls and other outreach activities.
- Multiple languages, including translators and American Sign Language interpreters.
- Alternative formats such as closed caption, large print, audio, and Braille.
- Additional notification methods such as:
 - Electronic media (County of Marin, City of Novato and Novato Fire District websites, listservs, email, social media, public emergency portal)

All electronic media content developed by the City of Novato and Novato Fire District Joint EOC for public information and alert and warning purposes meets the Web Content Accessibility Guidelines (WCAG) standards.

This helps to ensure that individuals with accessibility devices, such as screen readers, are able to access important safety information.

- Fire district and law enforcement apparatus providing warnings along specific routes using public address systems and hi-low evacuation sirens.
- Door-to-door alerts.
- Activating a call response center.
- NOAA Weather Radio All Hazards (NWR).

When possible, the City of Novato and Novato Fire District partners with trusted messengers to support the delivery of emergency communications to underserved populations. These partners include the Novato Unified School District, North Marin Water District, Novato Sanitary District and the Novato Community Response Team.

Often, culturally diverse communities will seek information from their peers rather than from the government. The City of Novato and Novato Fire District is dedicated to building relationships with trusted community partners before disaster strikes. These partners can serve as trusted messengers during an incident to relay important public safety and disaster-related information to their communities. This includes the Novato Unified School District, North Marin Water District, Novato Sanitary District, and the Novato Community Response Team.

Recovery

The City of Novato and Novato Fire District are involved in recovery operations following an incident or disaster as the City of Novato and Novato Fire District returns to normalcy. The City of Novato and Novato Fire District aim to help individuals and families recover by ensuring that services to maintain and restore health, safety, independence, and livelihoods are equitably available to the Whole Community. If additional resources are necessary, as defined by community needs, the City of Novato and Novato Fire District aim to provide those programs. These services include helping meet specific needs of residents as follows:

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

Recovery Organization

The City of Novato and Novato Fire District recovery organization is a Standardized Emergency Management System (SEMS) based organization convened under the direction of the City of Novato and Novato Fire District. The City of Novato and Novato Fire District recovery organization is tasked to facilitate and coordinate recovery operations among the City of Novato and Novato Fire District with a focus on cultural competency and inclusion of special populations. The City of Novato and Novato Fire District recovery organization includes members that represent the Whole Community, including those with access and functional needs (AFN) and those from culturally diverse backgrounds.

Primary responsibilities of the City of Novato and Novato Fire District recovery organization include:

- Determination of recovery priorities.
- Development of a strategic plan for recovery based on priorities.
- Management resource prioritization.

- Coordination with external partners, including community-based organizations (CBOs) and Voluntary Organizations Active in Disasters (VOAD program).
- Provision of public information and updates on recovery activities in equitable and inclusive ways.
- Planning for the Whole Community in recovery.

The City of Novato and Novato Fire District recovery organization may continue to operate throughout the long-term recovery process until requirements for City of Novato and Novato Fire District coordination are no longer evident.

Voluntary Organizations Active in Disasters (VOAD)

Volunteer organizations, such as the American Red Cross and the Salvation Army, and local CBOs are critical partners in the recovery organization and may be able to provide monetary or in-kind assistance to help survivors with immediate needs. These organizations may be able to assist with sheltering or hotel vouchers, food, or clothing. During a disaster, information about voluntary agency services may be available from Marin 2-1-1 and the online Public Emergency Portal. VOADs may help support a Local Assistance Center (LAC), which provides assistance to affected individuals by offering a centralized location for services and resource referrals for unmet needs following an emergency or disaster. In coordination with the Marin Operational Area (Marin OA) EOC, the City of Novato and Novato Fire District recovery organization will assess the need for a LAC and recommend operations are established, if necessary.

The Marin VOAD is an umbrella organization that consists of over 70 members across Marin County in non-profit, faith-based, disaster services organizations, county and local government agencies, community and Neighborhood Response Group leaders, and disaster councils.⁶⁴ These members include voluntary organizations such as the American Red Cross, Marin Humane, and other non-profit and faith-based groups. The Marin VOAD has a key role in coordinating assistance from local voluntary agencies and community organizations after a disaster and is a key part of both the City of Novato and Novato Fire District Joint EOC and the Marin OA EOC recovery organizations.

Novato is also served by the Novato Community Response Team (NCRT) that provides a link between the Marin VOA and organizations operating in Novato.

Short-Term Recovery

Recovery is often defined in two phases: short-term recovery and long-term recovery. However, recovery occurs on a continuum and these phases may overlap.

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

operations are transitioned to the City of Novato and Novato Fire District recovery organization. The City of Novato and Novato Fire District recovery organization may function long after the incident has ended to provide essential services to the City of Novato and Novato Fire District. Both the Recovery function and the Marin OA recovery organization consider the needs of culturally diverse populations and those with access and functional needs in recovery planning.

⁶⁴ https://www.flipcause.com/secure/cause_pdetails/MTAxOTc5

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

- Damage assessment.
- Rapid debris removal and cleanup.
- Systematic and coordinated restoration of community lifelines.
- Delivery and distribution of necessary commodities.

Damage/Safety Assessment

Information on the level of damages or status of safety hazards supports situational awareness and identifies gaps in survivor needs following an incident. Assessments may take one of the following forms:

- **Rapid Damage Assessment:** Conducted to locate and identify casualties and hazards, and to aid the direction of response efforts. These windshield surveys general situational awareness of damages and may come from a variety of sources including first responders, such as Public Works. These reports may be varying in detail and quality due to circumstances of the situation.
 - **Generated by:** Information developed by field response partners and collected at the City of Novato and Novato Fire District Joint EOC.
 - **Timeframe:** Within 12 hours post-incident
- **Initial Damage Estimate (IDE):** Conducted to identify and document damage and initial cost estimates to support requests for state and federal assistance. These examinations provide an in-depth look at infrastructure and may be to prepare for emergency repairs and may include information collected during the Rapid Damage Assessment. Information collected during this phase is submitted to Cal OES on an Initial Damage Assessment Summary Report through the Marin OA EOC.
 - **Generated by:** City of Novato and Novato Fire District recovery organization in conjunction with external partners.
 - **Timeframe:** 24 hours to one week post incident but may extend much longer in certain circumstances
- **Safety Assessment:** Conducted to evaluate facilities following a disaster to determine the condition of buildings and infrastructure for safety of use and occupancy.
 - **Generated by:** Applied Technology Council certified inspectors
 - **Time Frame:** 24 hours to one week post incident but may extend much longer in certain circumstances
- **Joint Preliminary Damage Assessment (PDA):** Conducted to determine the impact and magnitude of damage and the resulting unmet needs of the community and ultimately provide financial assistance for recovery. Safety and damage assessment information inform the PDA and support a Governor’s request for a Presidential emergency or major disaster declaration.
 - **Generated by:** Cal OES in conjunction with FEMA Region IX and the entire Marin OA. The Marin OA EOC will coordinate with state and federal partners but may request assistance from local jurisdictions with damages in their municipalities. PDAs may also include the Small Business Administration (SBA).
 - **Timeframe:** Varies, up to several months post-incident depending on the scope

Long-Term Recovery

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

The major objectives of long-term recovery include:

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

Disaster Assistance

Disaster-related expenditures may be reimbursed under several state and federal programs. Reimbursements may be authorized for approved costs for work performed in the protection or restoration of public facilities or functions. Funding may be also available for individuals or businesses to assist with the recovery process. The City of Novato and Novato Fire District will seek cost recovery for disaster-related expenses whenever possible.

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

Assistance for Governments

Public Assistance Program

FEMA's Public Assistance (PA) grant program provides federal assistance to government organizations and certain private nonprofit organizations following a presidential disaster declaration. Eligible projects include debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process.⁶⁵ The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs.⁶⁶

California Disaster Assistance Act

The California Disaster Assistance Act (CDAA) authorizes Cal OES to administer a disaster assistance program that provides state funding for costs incurred by local governments due to a disaster event. Funding for the

⁶⁵ <https://www.fema.gov/assistance/public/program-overview>

⁶⁶ <https://www.fema.gov/press-release/20210203/fema-statement-100-cost-share>

repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. Generally, the state share reimbursed to an applicant agency is no more than 75% of the eligible project costs.

The CDAA also allows certain eligible private nonprofit organizations to receive state assistance for extraordinary costs incurred while providing assistance at the request of local government agencies during a disaster that falls under a Governor's state of emergency proclamation.

Fire Management Assistance Grant

The Fire Management Assistance Grant (FMAG) program provides supplemental federal assistance to states and affected local governments for the mitigation, management and control of fires burning on publicly or privately owned forests or grassland. A local fire agency must request an FMAG through the Marin OA EOC to the Cal OES Fire and Rescue Branch or the California State Warning Center (CSWC) while the fire is burning uncontrolled. Cal OES coordinates with FEMA on an expedited basis and a funding decision is rendered in a matter of hours.^{67,68}

Community Disaster Loans

FEMA's Community Disaster Loan program provides forgivable loans capped at \$5 million to units of local government based on real revenue shortfalls due to a presidentially declared disaster. Typically, the loan may not exceed 25% of the local government's annual operating budget for the fiscal year of the disaster.⁶⁹

Hazard Mitigation Grant Program

FEMA's Hazard Mitigation Grant Program (HMGP) provides funding to eligible units of local government to support their efforts to rebuild following a disaster in a way that reduces future losses in their communities. Hazard mitigation includes long-term efforts to reduce risk and the potential impact of future disasters.⁷⁰

Other Direct Federal Assistance

At the request of Cal OES, FEMA coordinates direct federal assistance to state and local governments through designated federal Emergency Support Functions. FEMA coordinates recovery activities with Cal OES to help affected communities identify recovery needs and potential sources of recovery funding and provide technical assistance in the form of recovery planning support, as appropriate.

Assistance for Individuals and Businesses

Individual Assistance Program

FEMA provides assistance to individuals and households through the Individual Assistance (IA) Program, which includes the following programs:⁷¹

- Mass Care and Emergency Assistance
- Individuals and Households Program
 - Housing Assistance
 - Other Needs Assistance
- Disaster Case Management

⁶⁷ <https://www.fema.gov/assistance/public/fire-management-assistance>

⁶⁸ <https://www.caloes.ca.gov/cal-oes-divisions/recovery/public-assistance/fire-management-assistance-grant>

⁶⁹ <https://crsreports.congress.gov/product/pdf/IF/IF11600>

⁷⁰ <https://www.fema.gov/grants/mitigation/hazard-mitigation>

⁷¹ https://www.fema.gov/sites/default/files/2020-09/fema_individual-assistance-program-policy-guide_11-29-2018.pdf

- Crisis Counseling Assistance and Training Program
- Disaster Legal Services
- Disaster Unemployment Assistance
- Voluntary Agency Coordination

Small Business Administration Disaster Loans

The Small Business Administration (SBA) provides low- or no-interest disaster loans to help businesses and homeowners recover from declared disasters. The SBA declaration process has a lower threshold than FEMA and will only assist those who do not meet FEMA requirements.⁷²

After-Action Review Process

Following a significant City of Novato and Novato Fire District Joint Emergency Operations Center (EOC) activation, the City Emergency Manager or designee may conduct an after-action review. Typically, an After-Action Report and Improvement Plan (AAR/IP) is drafted, and the City Emergency Manager or designee invites stakeholders to participate in an after-action review meeting (AAM) to validate AAR/IP findings. The City of Novato and Novato Fire District are dedicated to ensuring equity assessment in communicating with and meeting the response needs of the disproportionately impacted populations and inviting appropriate stakeholders to the AAM to represent these groups.

In addition to a formal AAM, other methods used to solicit feedback in the after-action review process may include:

- Hot wash or debrief
- Responder/participant surveys
- Responder/participant interviews
- Open solicitation of written feedback
- Webinars
- Workshops
- Public surveys or solicitation for feedback

After-Action Report/Improvement Plan

For after-action reviews, the City Emergency Manager or designee may develop an AAR/IP. The AAR/IP summarizes key evaluation information, including an overview and analysis of the incident. The AAR/IP is an opportunity to capture what happened during the incident or exercise, what went well and should be reinforced or repeated, and gaps that should be addressed in the future. The AAR/IP should include a review of response actions, suggested modifications to plans and procedures, identified training needs, and equipment needs to improve future responses. If necessary, impromptu after-action reporting may be conducted during an extended, ongoing operation to improve processes during a response.

To comply with Standardized Emergency Management System (SEMS) requirements, the City Emergency Manager or designee must submit all after-action reporting documentation to Cal OES within 90 days of the close of the incident period.⁷³ When describing the City of Novato and Novato Fire District Joint EOC activation in response to an incident, the AAR/IP will typically include response actions taken, application of SEMS,

⁷² <https://www.sba.gov/funding-programs/disaster-assistance>

⁷³ [https://govt.westlaw.com/calregs/Document/I07B47B2D099F48059BF909650462FE66?viewType=FullText&originationContext=documenttoc&transitionType=CategoryPageItem&contextData=\(sc.Default\)](https://govt.westlaw.com/calregs/Document/I07B47B2D099F48059BF909650462FE66?viewType=FullText&originationContext=documenttoc&transitionType=CategoryPageItem&contextData=(sc.Default))

necessary modifications to plans and procedures, training needs, recovery activities to date, and assignment of responsibilities in the Improvement Plan.

Corrective Action Program

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

ROLES AND RESPONSIBILITIES

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

City of Novato and Novato Fire District Government

Departments within the City of Novato and Novato Fire District that may play a significant role in response and recovery operations are outlined below. Any departments that are identified as “lead” or “support” are those that may take on a designated role in a City of Novato and Novato Fire District Joint Emergency Operations Center (EOC) activation based on their day-to-day functions for normal operations within the City of Novato and Novato Fire District. Some “lead” or “support” roles are identified based on positions that individuals from specific departments have held during previous incidents, disasters, or planned events.

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

Any departments that are identified with a “lead” or support” role can also be seen in the corresponding crosswalk following individual departments’ roles and responsibilities.

City of Novato – City Council

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> None 	Routine Operations	<ul style="list-style-type: none"> Ensure planning and provision of equitable services for the Whole Community. Review and upon concurrence, adopt emergency plans, policies, and procedures including the Novato EOP. Coordinate with Novato City and Fire District Emergency Services on planning, training, and exercise programs to increase the overall resiliency of the Novato community.

Support	<ul style="list-style-type: none"> • None 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Proclaim, ratify, renew, and terminate local emergency proclamations and declarations. • Be available to constituents to address non-routine problems during disaster response and recovery operations.
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Table 8: City of Novato – City Council: Roles and Responsibilities

City of Novato – Central Administration

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> • EOC Director • Public information Officer • Legal Officer 	Routine Operations	<ul style="list-style-type: none"> • Ensure planning and provision of equitable services for the Whole Community. • Develop necessary plans, procedures, and attachments for emergency operations that support the implementation of the duties assigned to the department in the Novato EOP. • Develop and maintain a current Continuity of Operations Plan (COOP) and coordinate with the City and District Emergency Managers for periodic review and updates. • Work with the City and District Emergency managers to develop a program for review of departmental plans, policies, and procedures as they relate to emergency management and operations. • Work with the Novato Emergency Assessment Team to assess foreseeable events and initiate response needs as appropriate. • Support emergency management and EOC training and exercises. • Advise city government officials on legal matters relating to emergency management authority and responsibility. • Review emergency agreements, contracts, and disaster-related documents for statutory and regulatory compliance. • Represent city government in all civil proceedings in which it may be a party, as a result of emergency planning and operations. • Provide legal consultation on AFN and inclusivity planning, including ensuring response and recovery plans are compliant with the Americans with Disabilities Act of 1990 and other state and federal legislation.
Support	<ul style="list-style-type: none"> • Finance Section Staff 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Appoint an EOC Director • Appoint a Public Information Officer • Coordinate with the AFN Officer and EOC Staff to ensure planning and provision of equitable

		<p>services for the Whole Community throughout response and recovery operations.</p> <ul style="list-style-type: none"> • Support submission requests for state and federal emergency proclamations or declarations. • Request the City Council to proclaim a local emergency if recommended by the Emergency Services Director or EOC Director. • Proclaim local emergencies, if warranted, if the City Council is not in session. (Emergency Services Director or EOC Director) • Provide legal opinion on requests from management on actions that may have impacts on jurisdictional policy and authority, such as evacuations or quarantines. • Support with facilitation of requests for local emergency proclamations and requests for a state of emergency to the Governor through Cal OES.
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Table 9: City of Novato – Central Administration: Roles and Responsibilities

City of Novato – Administrative Services

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> • Finance Section Chief • IT Support Unit Leader 	Routine Operations	<ul style="list-style-type: none"> • Ensure access to funds and documentation needed during an emergency. • Establish cost tracking codes for emergency and disaster operations. • Maintain EOC technologies in conjunction with NFD IT staff.
Support	<ul style="list-style-type: none"> • None 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Manage all financial, administrative, and cost analysis aspects of the incident, disaster, or planned event. • Ensure that all financial records are maintained throughout the incident, including that all on-duty time is recorded and that all on-duty time sheets are collected. • Manage the cost-recovery process in coordination with other departments following response and recovery operations. • Coordinate with Novato emergency managers on cost-recovery submission processes and procedures. • Collect and process compensation and claims information. • Manage emergency purchases to support the fulfillment of resource requests as ordered by other Novato EOC sections or field responders. • Provide IT support to Novato EOC sections, branches, and units as needed throughout response and recovery operations.

Table 10: City of Novato – Administrative Services: Roles and Responsibilities

City of Novato – Community Development

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> Plans Section Chief 	Routine Operations	<ul style="list-style-type: none"> Ensure planning and provision of equitable services for the Whole Community. Promote, protect, and advance healthy, safe, and equitable communities throughout the disaster cycle through preparedness and mitigation projects.
Support	<ul style="list-style-type: none"> Plans Section Staff 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> Lead and staff the EOC Plans Section. Manage recovery planning during response operations. Support transition of recovery planning and operations from the Novato EOC to the Novato recovery operation. Manage the California Safety Assessment Program (SAP) during response operations and the transition to recovery.

Table 11: City of Novato – Community Development: Roles and Responsibilities

City of Novato – Parks, Recreation and Community Services

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> Logistics Section Chief 	Routine Operations	<ul style="list-style-type: none"> Ensure planning and provision of equitable services for the Whole Community.
Support	<ul style="list-style-type: none"> Logistics Section Staff 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none">

Table 192: City of Novato – Parks, Recreation and Community Services: Roles and Responsibilities

City of Novato – Public Works

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> Public Works Branch Director 	Routine Operations	<ul style="list-style-type: none"> Ensure planning and provision of equitable services for the Whole Community. Promote, protect, and advance healthy, safe, and equitable communities throughout the disaster cycle through the development and execution of operational area-wide mitigation projects. Coordinate with Novato emergency managers on the development and execution of the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan.

Support	<ul style="list-style-type: none"> • Operations Section Chief • Plans Section Staff • Logistics Section Staff 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Activate integrated DOC to manage information, resources, and actions in response to an incident. • Support maintenance on and manage the debris clearing process of Novato roads following an incident, disaster, or planned event. • Provide information to the Novato EOC on the status of City of Novato buildings and facilities following an incident.
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Table 13: City of Novato – Public Works: Roles and Responsibilities

City of Novato – Police Department

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> • Operations Section Chief • Law Branch Director • Communication Unit Leader 	Routine Operations	<ul style="list-style-type: none"> • Ensure planning and provision of equitable services for the Whole Community. • Provide law enforcement services to Novato.
Support	<ul style="list-style-type: none"> • EOC Director • Public information Officer • Liaison Officer • Plans Section Staff • Finance Section Staff • Logistics Section Staff 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Order and manage evacuations and reentry planning and operations across the Marin OA. • Coordinate with the Marin County Sheriff’s Office on mass fatality issues. • Coordinate law enforcement resources.

Table 104: City of Novato – Police Department: Roles and Responsibilities

Novato Fire District – Board of Directors

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> • None 	Routine Operations	<ul style="list-style-type: none"> • Ensure planning and provision of equitable services for the Whole Community. • Review and upon concurrence, adopt emergency plans, policies, and procedures including the Novato EOP. • Coordinate with Novato City and Fire District Emergency Services on planning, training, and exercise programs to increase the overall resiliency of the Novato community.
Support	<ul style="list-style-type: none"> • None 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Be available to constituents to address non-routine problems during disaster response and recovery operations.

Table 15: Novato Fire District – Board of Directors: Roles and Responsibilities

Novato Fire District

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> • Fire Branch Director • EMS Branch Director 	Routine Operations	<ul style="list-style-type: none"> • Ensure planning and provision of equitable services for the Whole Community.

			<ul style="list-style-type: none"> • Conduct fire prevention and mitigation activities under the Novato Fire Department Prevention Bureau supervised by the Fire Marshal. • Provide fire suppression services and emergency medical services to Novato.
Support	<ul style="list-style-type: none"> • EOC Director • Public Information Officer • Plans Section Chief • Operations Section Chief • Finance Section Chief • Finance Section Staff • Logistics Section Chief • Logistics Section Staff • IT Support Unit 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Manage operations as needed for HazMat and USAR incidents or disasters in the Marin OA EOC. • Serve as the Fire Branch Director in the EOC.

Table 16: Novato Fire District: Roles and Responsibilities

Novato City/District Joint Emergency Management Program

City of Novato and Novato Fire District EOC Position(s)		Essential Responsibilities	
Lead	<ul style="list-style-type: none"> • EOC Coordinator 	Routine Operations	<ul style="list-style-type: none"> • Ensure planning and provision of equitable services for the Whole Community. • Maintain an ongoing and targeted effort to build out, refine, and enhance collaborative cultural competency planning and organizational efforts. • Develop and maintain the Novato Emergency Operations Plan (EOP), accompanying appendices, and a record of changes. • Represent Novato on the preparation and publication of the Multi-Jurisdictional Local Hazard Mitigation Plan in coordination with the Marin County Department of Public Works, municipalities, and special district partners. • Coordinate training and exercises in SEMS, NIMS, ICS, EOC functions. • Research, apply for, and manage emergency services and homeland security related grants. • Build and maintain the Novato EOC capacity to prepare the Novato to respond to incidents, disasters, and planned events and best support residents and visitors.
Support	<ul style="list-style-type: none"> • 	During/After an Incident, Disaster, or Planned Event	<ul style="list-style-type: none"> • Maintain information on the status of resources, services, and operations, including providing ongoing situational awareness to response partners throughout response operations. • Provide subject matter expertise to EOC management and sections. • Following Novato EOC activations, conduct after-action review, draft, and submit after-action report and improvement plan to Cal OES.

Table 17: Novato City/District Joint Emergency Management Program: Roles and Responsibilities

Department Crosswalk

The crosswalk below outlines departments, agencies, and organizations with a lead or support role in the City of Novato and Novato Fire District Joint EOC. This may include City of Novato and Novato Fire District departments as well as external agencies, such as businesses, community-based organizations, and nonprofit groups. These external partners are described in the following sections of the document.

An “L” indicates that department may be the lead agency for that role/position. An “S” indicates that agency may be support for that role/position.

L = Lead S = Support * = Agency external to City of Novato	City Administration	Police Department	Fire District *	Public Works Dept.	PRCS	Community Devel.	Marin VOAD *	MCSO Comms *	MCSO RACES *
Policy Group									
Management Section									
EOC Director	L	S	S						
EOC Coordinator		L	S						
PIO	L	S	S						
Liaison Officer		L	S						
Safety and Security		L	S						
AFN Officer	L				S		S		
Legal Advisor	L		S						
Operations Section									
Ops Section Chief		L	S	S					
Law Branch		L							
Fire Branch			L						
EMS Branch			L						
Public Works Branch				L					
Communications		L						S	S
Logistics Section									
Logs Section Chief			S		L				
Care and Shelter					L				
Resource/Personnel	L								
IT Support	L		S						
Transportation				L					
Facilities				L					
Planning Section									
Plans Section Chief			S	S		L			
Situation Status		S	S	S		L			

L = Lead S = Support * = Agency external to City of Novato	City Administration	Police Department	Fire District *	Public Works Dept.	PRCS	Community Devel.	Marin VOAD *	MCSO Comms *	MCSO RACES *
Documentation		S	S	S		L			
Damage Assessment				S		L			
Advanced Planning		S	S	S		L			
Demobilization		S	S	S		L			
Finance/Admin Section									
Finance Sect. Chief	L		S						
Payables Unit	L	S	S						
Time-Keeping	L	S	S						
Procurement	L	S	S						

Table 118: Department Crosswalk

County of Marin

The Marin County Office of Emergency Services (Marin County OES) serves as a coordinating body for multijurisdictional or complex responses within the Marin Operational Area (Marin OA). It is the role of the City of Novato and Novato Fire District, and all local jurisdictions to support emergency operations to the extent defined in each of their local EOPs. Local jurisdictions are trained to first manage the emergency at their local level following their standard operating procedures. The Marin County OES supports local jurisdictions when requested by providing communications support, managing Region II mutual aid requests, and supporting coordination with the California Governor's Office of Emergency Services (Cal OES) and the Federal Emergency Management Agency (FEMA), when necessary.

Special Districts

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

Fire Protection Districts

The Novato Fire District within the City of Novato is a primary partner with the City of Novato and is responsible for providing public safety services in response to an incident, disaster, or planned event in their jurisdiction. These services may include:

- Fire protection
- Advanced Life Support Ambulance service
- Rescue and first aid
- Clearing of land
- Adaption of fire prevention ordinances
- Property inspections
- Issuance of burning permits
- Dissemination of public information

Members of the Novato Fire District also serve in Incident Command (IC)/Unified Command (UC) and participate in the City of Novato and Novato Fire District Joint EOC in the Operations Section and other EOC roles.

Public Health and Safety Authorities

Public health and safety authorities and joint powers authorities in which a consolidated public service agency serves multiple communities. These types of agencies can be police, public health (i.e., emergency medical services or EMS), or fire services. Members of these authorities may serve in IC/UC at the Incident Command Post (ICP) and participate in the City of Novato and Novato Fire District Joint EOC in the Operations Section. The following public health and safety joint powers authorities operate in the City of Novato and Novato Fire District (fire suppression and management agencies discussed in the Fire Protection Districts section).

- Emergency Medical Services - Operated by the Novato Fire District

- Public Health – Operated by the County of Marin
- Hospital – Novato Community Hospital – Operated by Sutter

Public Utility and Water Districts

Public utility and water districts provide facilities and services for light, water, power, heat, waste, and wastewater services. Public utility districts may only consist of unincorporated territory while water districts may consist of incorporated and unincorporated territory.⁷⁴ Public utility and water district representatives may serve in EOCs for their own organizations or in the City of Novato and Novato Fire District Joint EOC.

The following public sanitary districts operate in the City of Novato and Novato Fire District:

- Novato Sanitary District

The following water districts operate in the City of Novato and Novato Fire District:

- North Marin Water District

Businesses, Nongovernmental Volunteer, and Community-Based Organizations

Nongovernmental organizations and community groups include voluntary, racial and ethnic, faith-based, veteran-based, and community and nonprofit organizations that provide sheltering, emergency food supplies, and other essential support services. Volunteer agencies and private agencies may participate in the mutual aid system along with governmental agencies. Volunteer agencies, community-based organizations, and private businesses are an essential element of the statewide emergency response to meet the needs of disaster victims.

Private Sector

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

Private sector organizations with a role in the City of Novato and Novato Fire District response and recovery operations include:

- **Novato Chamber of Commerce:** Founded in 1915, the Novato Chamber of Commerce is committed to creating a sustainable local community, building strong business relationships, advocating for the interests of business and for future economic opportunities of the region, and fostering a competitive edge through innovative education. In Novato, the Novato Chamber of Commerce supports businesses and serves as a point of contact between the business community and the City of Novato and Novato Fire District.
- **Downtown Novato Business Association:** The Downtown Novato Business Association is a non-profit organization dedicated to creating a beautiful, vibrant, safe and economically sound Downtown Center. In Novato, the Downtown Novato Business Association supports Downtown Novato businesses and

⁷⁴ <https://marinlafco.specialdistrict.org/special-districts-list>

serves as a point of contact between the business community and the City of Novato and Novato Fire District.

Volunteer and Community-Based Organizations

- **American Red Cross (Red Cross):** The American Red Cross is chartered by Congress to provide relief to survivors of disasters and help people prevent, prepare for, and respond to emergencies. In Novato, the American Red Cross of the North Bay supports sheltering and feeding operations during times of crisis.⁷⁵
- **Marin Center for Independent Living (CIL):** The Marin CIL is a community-based nonprofit organization that provides advocacy and services for older adults and persons with all disabilities. Representatives from Marin CIL advocate for the needs of their communities throughout response and recovery operations.
- **Marin Humane:** Marin Humane is an independent nonprofit that supports animal sheltering and animal care services.
- **Marin Volunteer Organizations Active in Disaster (VOAD):** Marin VOAD is a collaboration of non-profit and faith-based organizations, government, and private businesses that mitigate and alleviate the impact of disasters. Marin VOAD fosters stronger communities to increase overall resiliency and promote a more effective disaster recovery.⁷⁶
- **Salvation Army:** One of the largest disaster-relief organizations in the country, the Salvation Army can assist in providing feeding and basic comforts.
- **Novato Community Response Team (NCRT):** The Novato Community Response Team is coordinated by North Marin Community Services and fosters connections with Food Pantries, Faith Organizations, Community Health Hubs, Schools, Community Stakeholders, Senior Housing Sites, and Non-Profit Organizations operating in the Novato area. During a disaster they serve as a communications link between the Marin VOAD and the local partners, gathering situational updates, and identifying resource and information needs.

Support Organizations

Tribal

One (1) federally recognized tribe, the Federated Indians of Graton Rancheria, identifies lands within the Marin OA as culturally significant. Tribal governments are not typically tasked with emergency management activities with the Marin OA, but tribes may seek resource support from the Marin OA, region, state, or federal government. Tribes may interact with the Marin OA EOC, in a government-to-government role (if the disaster is on tribal trust land), or as a liaison (if the disaster is on identified Native American territory, or Native American cultural site).

No federally recognized tribes identify lands within the City of Novato and Novato Fire District as culturally significant.

State

The Marin OA EOC coordinates directly with the Cal OES Coastal Region Emergency Operations Center (REOC) throughout response and recovery operations. State government departments are responsible for providing

⁷⁵ <https://www.redcross.org/local/california/northern-california-coastal/about-us/locations/north-bay.html>

⁷⁶ https://www.catchafire.org/organizations/marin-voad_19668/

various services such as specialized skills, technical assistance and training, equipment, and resources in support of state and local government emergency operations. State government will also work with other states, the FEMA Region IX Office, and other federal agencies for interstate mutual aid, federal resources, and public and private assistance as necessary. In addition to Cal OES, the following state agencies may provide support to the City of Novato and Novato Fire District through the Marin OA EOC during the response or recovery to an incident, disaster, or planned event.

- **California Department of Fish and Wildlife (DFW):** DFW is the primary agency for the State of California’s response to oil spills in inland and marine waters. The Marin OA maintains an ongoing relationship with DFW for support with incident response as necessary. Support from DFW is requested through the Cal OES Coastal Regional EOC (REOC).
- **California Department of Forestry and Fire Protection (CAL FIRE):** CAL FIRE provides fire protection across California in both wildland and urban areas and can supplement local fire department capabilities. CAL FIRE can also provide overhead personnel for relief as well as incident command teams for wildland fires and other incidents as necessary. Support from CAL FIRE is requested through the Marin OA Fire and Rescue Mutual Aid Coordinator.
- **California Department of Parks and Recreation (CA State Parks):** CA State Parks is a key partner in response to incidents on state parkland. Requests for support outside of a state park are made through the REOC.
- **California Department of Transportation (Caltrans):** Caltrans supports local governments with coordination and resource support during incidents involving state highways. The Caltrans local assistance office coordinates federal and state disaster assistance programs designed to assist the transportation needs of local agencies.⁷⁷
- **California Department of Water Resources (DWR):** DWR supports local agencies during incidents including flood and levee failure. DWR also manages the California Data exchange center, which disseminates real-time hydrologic and hydrometeorological data that helps inform our local, state, and federal partners for emergency preparedness and response. DWR support is requested through the REOC.
- **California National Guard (CNG):** The CNG may be used to complement response operations when necessary but may not be a substitute for local participation in disaster operations. CNG forces will always remain under military command but will support and assist response efforts when able. CNG support is requested through the REOC.

Support from other state government departments and agencies may be made available by request through the REOC, Cal OES State Operations Center, or mutual aid coordinators, in accordance with the State of California Emergency Plan.⁷⁸

Federal

The National Response Framework (NRF) facilitates the delivery of federal response assistance to states to help them respond to and recover from the consequences of significant emergencies and disasters.⁷⁹ There are some instances in which a federal or state agency will have a field response role, due to the jurisdictional responsibility of the event. Some federal agencies are mission tasked with actions that can directly support the county response efforts prior to a federal declaration. Once a federal declaration is issued, all federal agency response efforts will be coordinated through FEMA and a Joint Field Office. The event type will determine their location

⁷⁷ <https://dot.ca.gov/programs/local-assistance>

⁷⁸ <https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/state-of-california-emergency-plan-emergency-support-functions>

⁷⁹ https://www.fema.gov/sites/default/files/2020-04/NRF_FINALApproved_2011028.pdf

and scope of involvement. In addition to FEMA, the City of Novato and Novato Fire District coordinates the with following federal agencies through the Marin OA EOC:

- **National Park Service (NPS):** NPS is a key partner in response to incidents on federal National Park land. Requests for support outside of the National Park are made through mutual aid.
- **National Oceanic and Atmospheric Administration (NOAA)/National Weather Service (NWS):** The NWS provides alert and warning support in addition to weather forecasting, spot forecasting, and fire weather forecasting. For more information on NWS alerts, see the Alert and Warning Section.
- **United States Coast Guard (USCG):** The USCG may provide support to the City of Novato and Novato Fire District and the Marin OA for significant incidents, including air support and operations. USCG support is requested through the REOC.
- **United States Department of Transportation (USDOT):** When requested, the USDOT provides assistance to the City of Novato and Novato Fire District and the entire Marin OA for incidents involving federal transportation assets via a Regional Transportation Representative (RETREP) for the region. During an incident, disaster, or planned event, RETREPs support coordinator of planning efforts between USDOT and federal, state, and local emergency planners via a FEMA operations center. RETREP support is requested via the REOC.
- **United States Environmental Protection Agency (EPA):** The EPA responds to oil spills, chemical, biological, and radiological releases. EPA also provides additional response assistance when state and local first responder capabilities have been exhausted or when additional support is requested by the Marin OA via the REOC.

PLAN DEVELOPMENT AND MAINTENANCE

Plan Development and Updates

The City of Novato and Novato Fire District Emergency Operations Plan (EOP) is developed by City and Fire District Emergency Managers.

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

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

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

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

The review and update process for the EOP and any operational appendices is led by City Emergency Manager or designee using a whole community approach with a focus on cultural competency. This approach includes soliciting feedback from key stakeholders from across the City of Novato and Novato Fire District. A whole community review process ensures the City of Novato and Novato Fire District EOP meets the needs of all individuals, particularly those with AFN and other diverse populations. Selecting partners that represent the whole community, including response partners, community leaders, and non-governmental representatives confirms the plan is not only straightforward for response personnel but is also accessible to the entire population. To a greater extent, this cultural competency review guarantees the procedures outlined in the EOP serve diverse communities. These partners participated in focused planning meetings as well as both overall and targeted document review and feedback collection.

Plans should evolve as lessons are learned, new information and insights are obtained, and priorities are updated. Evaluating the effectiveness of plans involves a combination of training events, exercises, and real-world incidents to determine whether the goals, objectives, decisions, actions, and timing outlined in the plan led to a successful response. Planning teams should establish a process for reviewing and revising the plan as a recurring activity. In no case should any part of the plan go for more than two (2) years without being reviewed and revised, if necessary.

General Review Process

Commonly used criteria can help decision-makers determine the effectiveness and efficiency of plans. These measures include adequacy, feasibility, and acceptability. Decision-makers directly involved in planning can employ these criteria, along with their understanding of plan requirements, not only to determine a plan's effectiveness and efficiency but also to assess risks and define costs. The following criteria will help guide to review of the EOP:

- **Adequacy:** A plan is adequate if the scope and concept of planned operations identify and address critical tasks effectively; the plan can accomplish the assigned mission while complying with guidance; and the plan's assumptions are valid, reasonable, and comply with guidance.
- **Feasibility:** A plan is feasible if the organization can accomplish the assigned mission and critical tasks by using available resources within the time contemplated by the plan. The organization allocates available resources to tasks and tracks the resources by status (e.g., assigned, out of service). Available resources include internal assets and those available through mutual aid or through existing state, regional, or federal assistance agreements.
- **Acceptability:** A plan is acceptable if it meets the requirements driven by a threat or incident, meets decision-maker and public cost and time limitations, and is consistent with the law. The plan can be justified in terms of the cost of resources and if its scale is proportional to mission requirements. Planners use both acceptability and feasibility tests to ensure that the mission can be accomplished with available resources, without incurring excessive risk regarding personnel, equipment, material, or time. They also verify that risk management procedures have identified, assessed, and applied control measures to mitigate operational risk (i.e., the risk associated with achieving operational objectives).
- **Completeness:** A plan is complete if it:
 - Incorporates all tasks to be accomplished.
 - Includes all required capabilities.
 - Integrates the needs of the general population, children of all ages, individuals with disabilities and others with access and functional needs, immigrants, individuals with limited English proficiency, and diverse racial and ethnic populations.
 - Provides a complete picture of the sequence and scope of the planned response operation.
 - Makes time estimates for achieving objectives.
 - Identifies success criteria and a desired end-state.
- **Compliance:** The plan should comply with guidance and doctrine to the maximum extent possible because these provide a baseline that facilitates both planning and execution.

Standard Operating Procedures Development

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

ensure operational consistency between the City of Novato and Novato Fire District EOP, local SOPs and the Marin Operational Area (Marin OA) EOP.

Training And Exercises

Annual training on the City of Novato and Novato Fire District EOP should be provided either as a new orientation or refresher training to all City of Novato and Novato Fire District staff that may be expected to participate in an emergency response. The City and Fire District Emergency Managers will bear responsibility for designing, facilitation, executing, and evaluating these exercises. Exercises may be conducted as a tabletop, functional, or full-scale format. It is recommended that other organizations within the City of Novato and Novato Fire District that have a role in response or recovery operations train and exercise on this EOP regularly.

APPENDICES

Appendix A: Acronyms and Abbreviations

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

EPA	United States Environmental Protection Agency
ER	Emergency Relief
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FMAG	Fire Management Assistance Grant
FTA	Federal Transit Administration
HazMat	Hazardous Material
HHS	County of Marin Department of Health and Human Services
HMGP	Hazard Mitigation Grant Program
HSEEP	Homeland Security’s Exercise and Evaluation Program
IC	Incident Command
IA	Individual Assistance
ICP	Incident Command Post
ICS	Incident Command System
IDE	Initial Damage Estimate
IMT	Incident Management Team
IPAWS	Integrated Public Alert Warning System
JIC	Joint Information Center
JIS	Joint Information System
LAC	Local Assistance Center
Marin OA	Marin Operational Area
MCE	Marin Clean Energy
MERA	Marin Emergency Radio Authority
MHOAC	Medical Health Operational Area Coordinator
MHS	Marin Humane Society
MMAA	California Disaster and Civil Defense Master Mutual Aid Agreement
MMWD	Marin Municipal Water District
MWPA	Marin Wildfire Prevention Authority
MYTEP	Multi-Year Training and Exercise Plan
NFD	Novato Fire District
NIMS	National Incident Management System
NMWD	North Marin Municipal Water District
NRF	National Response Framework
NOAA	National Oceanic and Atmospheric Administration
NPD	Novato Police Department
NPS	National Park Service
NSD	Novato Sanitary District

NUSD	Novato Unified School District
NWEM	Non-Weather Emergency Message
NWR	National Weather Radio
NWS	National Weather Service
OA	Operational Area
PA	Public Assistance
PDA	Joint Preliminary Damage Assessment
PIO	Public Information Officer
PSPS	Public Safety Power Shutoff
REOC	Cal OES Coastal Regional Emergency Operations Center
RETREP	Regional Transportation Representative
RRTF	Regional Recovery Task Force
SBA	Small Business Association
SEMS	Standardized Emergency Management System
SOP	Standard Operating Procedure
THIRA	Threat and Hazard Identification and Risk Assessment
UASI	Urban Areas Security Initiative
UC	Unified Command
USAR	Urban Search and Rescue
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USDOT	United States Department of Transportation
VOAD	Voluntary Organizations Active in Disasters
WEA	Wireless Emergency Alerts
WUI	Wildland Urban Interface
RETREP	Regional Transportation Representative

Table 19: Acronyms and Abbreviations

Appendix B: Glossary

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

- **Emergency Public Information:** Information disseminated to the public by official sources during an emergency, using broadcast and print media. This includes: (1) instructions on survival and health preservation actions to take (what to do, what not to do, evacuation procedures, etc.), (2) status information on the disaster situation (number of deaths, injuries, property damage, etc.), and (3) other useful information (state/federal assistance available).
- **Incident:** An occurrence, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources.
- **Incident Command System (ICS):** The nationally used, standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple disasters without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with the responsibility for the management of resources to effectively accomplish stated objectives pertinent to a disaster.
- **Novato Joint Emergency Operations Center (Novato EOC):** The Emergency Operations Center operated jointly by the City of Novato and Novato Fire District.
- **Major Disaster (Federal Definition):** Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosions, or other catastrophe in any part of the United States which, in the determination of the president, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the federal disaster relief act, above and beyond emergency services by the federal government, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.
- **Mutual Aid Agreement:** A written agreement between agencies and/or jurisdictions in which they agree to assist on another upon request, by furnishing personnel and equipment.
- **Mutual Aid Coordinator:** an individual at local government, operational area, region, or state level that is responsible for coordinating the process of requesting, obtaining, processing, and using mutual aid resources. mutual aid coordinator duties will vary depending on the mutual aid system.
- **Mutual Aid Region (State Definition):** A subdivision of the State Office of Emergency Services (OES) established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state consisting of two or more counties (operational areas).
- **Office Of Emergency Services (OES):** A state (California Governor's Office of Emergency Services), operational area (county), city, or other jurisdiction administrative and operational function with the mission of planning for, preparing for, reacting to, and recovering from disasters. The OES may not be staffed on a full-time basis, although the function is necessary. The day-to-day operations may be administered by a coordinator.
- **Operational Area:** An intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area. A political subdivision includes any city, city and county, county, district, or other local governmental agency or public agency authorized by law.
- **Special District:** A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate, or maintain a project (as defined in California code of regulations 2900(s)) for the purposes of natural disaster assistance. This may include a joint powers authority established under Section 6500 et seq. of the code.
- **Standardized Emergency Management System (SEMS):** a system required by California government code for managing response to multi-agency and multi-jurisdiction emergencies in the State of California. SEMS consists of five organizational levels, which are activated as necessary: field response, local government, operational area, region, and state. The state of California designated emergency

management structure for all government agencies, jurisdictions and districts mandated by law. Failure to comply with this law may result in the loss of all state and federal funding for expenses incurred while dealing with a natural or man-made disaster.

- **Whole Community:** A means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.

Appendix C: Authorities

Federal

- [Americans with Disabilities Act of 1990](#)
- [Americans with Disabilities Act of 1990, Title II, Chapter 7, Emergency Management \(2007\)](#)
- [Comprehensive Preparedness Guide \(CPG\) 101 Version 2.0, 2010](#)
- [Emergency Management and Assistance, Title 44, CFR](#)
- [Emergency Planning and Community Right-to-Know Act, 42 USC Chapter 116](#)
- [Federal Civil Defense Act of 1950, Public Law 920, \(Public Law, as amended\)](#)
- [Homeland Security Presidential Directive, HSPD-3, Homeland Security Advisory System](#)
- [Homeland Security Presidential Directive, HSPD-5, Management of Domestic Incidents](#)
- [National Incident Management System \(NIMS\)](#)
- [National Response Framework \(NRF\)](#)
- [Public Assistance Program and Policy Guide, Version 4, June 1, 2020](#)
- [Presidential Policy Directive, PPD-8, National Preparedness](#)
- [Robert T. Stafford Disaster Relief & Emergency Assistance Act, \(as amended\), 42 U.S.C. 5121](#)
- [U.S. Army Corps of Engineers Flood Fighting, Public Law 84-99](#)

State

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

Local

- [2-13 - Emergency Management and Operations. | City of Novato Ordinance](#)
- [2015-4 Novato Fire District Emergency Operations Policy](#)

Appendix D: List of Disaster Assistance Resources

- **Building Resilient Infrastructure and Communities (BRIC):** The FEMA BRIC grant program aims to shift the federal focus away from reactive disaster spending and toward research-supported, proactive investment in community resilience by funding mitigation projects with an added focus on infrastructure projects and community lifelines.⁸⁰
- **California Disaster Assistance Act (CDAA):** The California Disaster Assistance Act (CDAA) authorizes Cal OES to administer a disaster assistance program that provides state funding for costs incurred by local governments due to a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. Generally, the state share reimbursed to an applicant agency is no more than 75% of the eligible project costs. The CDAA also allows certain eligible private nonprofit organizations to receive state assistance for extraordinary costs incurred while providing assistance at the request of local government agencies during a disaster that falls under a Governor’s state of emergency proclamation.
- **Community Disaster Loan:** The Federal Emergency Management Agency (FEMA) Community Disaster Loan program provides forgivable loans capped at \$5 million to units of local government based on real revenue shortfalls due to a presidentially declared disaster. Typically, the loan may not exceed 25% of the local government’s annual operating budget for the fiscal year of the disaster.⁸¹
- **Federal Highway Administration (FHWA) Emergency Relief (ER):** The FHWA Emergency Relief (ER) program provides for the repair or reconstruction of Federal-aid highways and roads on Federal lands, which have suffered serious damage because of (1) natural disasters or (2) catastrophic failures from an external cause. Emergency repair work to restore essential travel, minimize the extent of damage, or protect the remaining facilities, accomplished in the first 180 days after the disaster occurs, may be reimbursed at 100 percent Federal share. The 180-day time period for 100-percent eligibility of emergency repairs may be extended if a State cannot access a site to evaluate damages and the cost of repair.⁸²
- **Federal Transit Administration (FTA) ER:** The FTA ER program assists public transit operators in the aftermath of an emergency or major disaster. This program helps states and public transportation systems pay for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage because of an emergency, including natural disasters such as floods, hurricanes, and tornadoes. The program can fund capital projects to protect, repair, or replace facilities or equipment that are in danger of suffering serious damage, or have suffered serious damage because of an emergency. The program can also fund the operating costs of evacuation, rescue operations, temporary public transportation service, or reestablishing, expanding, or relocating service before, during or after an emergency and is cost sharable with the CDAA.⁸³

⁸⁰ <https://www.fema.gov/grants/mitigation/building-resilient-infrastructure-communities/about>

⁸¹ <https://crsreports.congress.gov/product/pdf/IF/IF11600>

⁸² <https://www.fhwa.dot.gov/federal-aid/essentials/catmod.cfm?id=96>

⁸³ <https://www.transit.dot.gov/funding/grant-programs/emergency-relief-program>

- **FEMA Individual Assistance (IA):** FEMA provides assistance to individuals and households through the Individual Assistance (IA) Program, which includes the following programs: Mass Care and Emergency Assistance; Individuals and Households Program (separated into Housing Assistance and Other Needs Assistance); Disaster Case Management; Crisis Counseling Assistance and Training Program; Disaster Legal Services; Disaster Unemployment Assistance; and Voluntary Agency Coordination.
- **FEMA Public Assistance:** FEMA’s PA grant program provides federal assistance to government organizations and certain private nonprofit organizations following a presidential disaster declaration. Eligible projects include debris removal, life-saving emergency protective measures, the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process.⁸⁴ The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs.⁸⁵
- **Fire Management Assistance Grant (FMAG):** The FEMA FMAG program provides supplemental federal assistance to states and affected local governments for the mitigation, management, and control of fires burning on publicly or privately owned forests or grassland. A local fire agency must request an FMAG through the Marin OA EOC to the Cal OES Fire and Rescue Branch or the California State Warning Center (CSWC) while the fire is burning uncontrolled. Cal OES coordinates with FEMA on an expedited basis and a funding decision is rendered in a matter of hours.^{86,87}
- **Flood Mitigation Assistance (FMA):** The FEMA FMA grant program provides funding for projects that reduce or eliminate the risk of repetitive flood damage to buildings insured by the National Flood Insurance Program. Eligible applicants include states, local communities, federally recognized tribes, and U.S. territories.⁸⁸
- **Hazard Mitigation Grant Program (HMGP):** The FEMA HMGP provides funding to eligible units of local government to support their efforts to rebuild following a disaster in a way that reduces future losses in their communities. Hazard mitigation includes long-term efforts to reduce risk and the potential impact of future disasters.⁸⁹
- **Small Business Administration (SBA) Disaster Loans:** SBA provides low- or no-interest disaster loans to help businesses and homeowners recover from declared disasters. The SBA declaration process has a lower threshold than FEMA and will only assist those who do not meet FEMA requirements.
- **U.S Department of Agriculture (USDA) Natural Resources Conservation Service (NCRS):** USDA’s Natural Resources Conservation Service provides financial and technical assistance to local governments in response to imminent and ongoing threats to watersheds following an emergency. Upon request of the local government, NRCS provides funds and personnel to assess damages to watersheds and identify needed actions. The program is cost sharable with CDA.⁹⁰

⁸⁴ <https://www.fema.gov/assistance/public/program-overview>

⁸⁵ <https://www.fema.gov/press-release/20210203/fema-statement-100-cost-share>

⁸⁶ <https://www.fema.gov/assistance/public/fire-management-assistance>

⁸⁷ <https://www.caloes.ca.gov/cal-oes-divisions/recovery/public-assistance/fire-management-assistance-grant>

⁸⁸ <https://www.fema.gov/grants/mitigation/floods>

⁸⁹ <https://www.fema.gov/grants/mitigation/hazard-mitigation>

⁹⁰ <https://www.nrcs.usda.gov/wps/portal/nrcs/site/national/home/>

Appendix E: Emergency Support Function Assignments

EMERGENCY SUPPORT FUNCTION	LEAD	SUPPORT
1 – TRANSPORTATION	LOGS – TRANSPORTATION UNIT	LOGS – SECTION COORDINATOR
2 – COMMUNICATIONS	OPS – COMMUNICATIONS UNIT	LOGS – IT SUPPORT UNIT
3 – PUBLIC WORKS AND ENGINEERING	OPS – PUBLIC WORKS UNIT	OPS – SECTION COORDINATOR
4 – FIREFIGHTING	OPS – FIRE BRANCH	OPS – SECTION COORDINATOR
5 – EMERGENCY MANAGEMENT	MAN – EOC COORDINATOR	OPS – SECTION COORDINATOR
6 – MASS CARE, HOUSING, AND HUMAN SERVICES	LOGS – CARE AND SHELTER UNIT	LOGS – SECTION COORDINATOR
7 – LOGISTICS MANAGEMENT	LOGS – RESOURCES UNIT	LOGS – TRANSPORTATION UNIT
8 – PUBLIC HEALTH AND MEDICAL SERVICES	OPS – EMS BRANCH	OPS – FIRE BRANCH
9 – SEARCH AND RESCUE	OPS – FIRE AND LAW BRANCHES	OPS – PUBLIC WORKS BRANCH
10 – OIL AND HAZMAT RESPONSE	OPS – FIRE BRANCH	OPS – PUBLIC WORKS BRANCH
11 – AGRICULTURE AND NATURAL RESOURCES	OPS – PUBLIC WORKS BRANCH	OPS – SECTION COORDINATOR
12 – ENERGY	OPS – PUBLIC WORKS BRANCH	OPS – SECTION COORDINATOR
13 – PUBLIC SAFETY AND SECURITY	OPS – LAW BRANCH	OPS – SECTION COORDINATOR
14 – LONG-TERM COMMUNITY RECOVERY	PLANS – ADVANCED PLANNING	FIN – SECTION COORDINATOR
15 – EXTERNAL AFFAIRS	MAN – PUBLIC INFORMATION	MAN – EOC DIRECTOR

Table 20: Emergency Support Function Assignments