

EMERGENCY OPERATIONS PLAN – BASIC PLAN



**City of Santa Fe, New Mexico
April 2010**

APPROVAL & IMPLEMENTATION

The City of Santa Fe

EMERGENCY OPERATIONS PLAN – BASIC PLAN

This Emergency Operations Plan is hereby approved and is effective immediately. This plan supersedes any previous Emergency Operations Plan promulgated for this purpose. It provides a framework in which the City of Santa Fe may plan and perform emergency operations during a large-scale disaster.

This plan is in accordance with existing federal, state, and local statutes and understandings of the various departments and agencies involved. The Basic Plan, Annexes, and Appendices are public information. Attachments are For Official Use Only. All recipients are requested to advise the City of Santa Fe Office of Emergency Management of any changes which might result in its improvement or increase in its usefulness.

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I. AUTHORITY

A. Federal

1. Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121
2. Emergency Planning and Community Right-to-Know Act, 42 U.S.C. Chapter 116
3. Emergency Management and Assistance, 44 CFR
4. Hazardous Waste Operations & Emergency Response, 29 CFR 1910.120
5. Homeland Security Act of 2002
6. Homeland Security Presidential Directive-5.
7. National Response Framework
8. National Incident Management System
9. National Oil and Hazardous Substances Pollution Contingency Plan
10. Superfund Amendments and Reauthorization Act of 1986, Title III, 42 U.S.C. Chapter 103

B. State

1. Emergency Powers Code, NMSA 1978 12-10, 10A, 11, 12 (inclusive of the All Hazard Emergency Management Act, Emergency Management Assistance Compact, and Riot Control Act)
2. Public Health Emergency Response Act

C. Local

1. Article 2-16 Santa Fe City Code 1987 (Ord.#1974-30).

II. PURPOSE

This Basic Plan outlines the City of Santa Fe, New Mexico's, approach to emergency operations during a disaster. It provides general guidance for emergency management activities and an overview of our methods of mitigation, preparedness, response, and recovery. The plan describes our emergency response organization and assigns responsibilities for various emergency tasks. This plan is intended to provide a framework for the more detailed functional annexes and hazard-specific appendices. This plan applies to all local officials, departments, and agencies. The primary audience for the document includes our chief elected official and other elected officials, the emergency management staff, department and agency heads and their senior staff members, leaders of local volunteer organizations that support emergency operations, and others who may participate in our mitigation, preparedness, response, and recovery efforts.

III. EXPLANATION OF TERMS

A. Acronyms

ARES/RACES	Amateur Radio Emergency Services/ Radio Amateur Civil Emergency Services
CAD	Computer-Aided Dispatch
CFR	Code of Federal Regulations
EOC	Emergency Operations Center
EOD	Explosive Ordinance Disposal
EPC	Emergency Preparedness Coordinator
EMAC	Emergency Management Assistance Compact
FBI	Federal Bureau of Investigations
FEMA	Federal Emergency Management Agency
ICP	Incident Command Post
ICS	Incident Command System
ITT	Information Technology & Telecommunications
IMAS	Intrastate Mutual Aid System
JIC	Joint Information Center
MAC	Multi-Agency Coordination Center
NIMS	National Incident Management System
NMDHSEM	New Mexico Department of Homeland Security and Emergency Management
NMDPS	New Mexico Department of Public Safety
NMSA	New Mexico Statutes Annotated
NMSP	New Mexico State Police
NRF	National Response Framework
OEM	Office of Emergency Management
OEM AWG	Office of Emergency Management Advisory Workgroup
OSHA	Occupational Safety and Health Administration
PIO	Public Information Officer
RECC	Regional Emergency Communications Center (911 Dispatch)
SOGs	Standard Operating Guidelines
SWAT	Special Weapons and Tactics Team
U.S.C.	United States Code
VOAD-NNM	Volunteer Organizations Active in Disasters – Northern New Mexico Chapter

B. Definitions

1. Emergency Operations Center (EOC). Specially equipped facility from which government officials exercise policy direction and resource coordination in an emergency situation.
2. Emergency Public Information. Information that is disseminated primarily in anticipation of, during, or after an emergency that provides public safety or other information for the general welfare of the public.
3. Emergency Situation. As used in this plan, this term is intended to describe a range of situations, from an incident to a disaster. It includes the following:
 - a. Incident. Under the ICS concept, an incident is an occurrence, either human-caused or by natural phenomena, that requires action by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.

- b. Emergency. An unexpected event which places life and/or property in danger and requires an immediate response through the use of routine community resources and procedures. Examples would be a multi-automobile wreck, especially involving injury or death, and a fire caused by lightning strike which spreads to other buildings. Emergencies can be handled with local resources.
- c. Disaster. An event that causes, or threatens to cause, loss of life, human suffering, public and private property damage, economic and social disruption, and environmental impacts. Disasters require resources that are beyond the scope of local agencies in routine responses to day-to-day incidents and emergencies, and may be of such magnitude or unusual circumstances as to require response by several or all levels of government – Federal, State and local. Characteristics may include:
 - 1) Involves a large area, a sizable population, and/or important facilities.
 - 2) May require implementation of large-scale evacuation or shelter-in-place and implementation of temporary shelter and mass care operations.
 - 3) Requires community-wide warning and public instructions.
 - 4) Requires a response by all local response agencies operating under one or more Incident Commanders.
 - 5) Requires significant external assistance from other local response agencies, contractors, and extensive state or federal assistance.
 - 6) The EOC may be activated to provide general guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.
- 4. Hazard Analysis. A document published separately from this plan that identifies the local hazards that have caused or possess the potential to adversely affect public health and safety, public or private property, or the environment.
- 5. Hazardous Material (Hazmat). A substance in a quantity or form posing an unreasonable risk to health, safety, and/or property when manufactured, stored, or transported. The substance, by its nature, containment, and reactivity, has the capability for inflicting harm during an accidental occurrence. Its toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer, and poses a threat to health and the environment when managed improperly. Includes certain infectious agents, radiological materials, and other related materials such as oil, petroleum products, and industrial solid waste substances.
- 6. Memorandums of Agreements. Arrangements between governments or organizations, either public or private, for reciprocal aid and assistance during emergency situations where the resources of a single jurisdiction or organization are insufficient or inappropriate for the tasks that must be performed to control the situation. Commonly referred to as a mutual aid agreement.
- 7. Local Disaster Declaration. Declared by the Mayor for any public disorder, disaster, or emergency which affects life or property in the City. This proclamation of emergency must be effective prior to requesting the Governor issue a State declaration. The State declaration must be in place before the Governor requests a Presidential Disaster Declaration.
- 8. Presidential Disaster Declaration. Used for only the largest national disasters. A

Local Disaster Declaration must precede the State Declaration and the State Declaration must precede a Presidential Disaster Declaration. Issuance of this declaration releases access to federal resources including FEMA resources.

9. Standard Operating Guidelines. Approved methods for accomplishing a task or set of tasks. SOGs are typically prepared at the department or agency level.

IV. SITUATION AND ASSUMPTIONS

A. Situation

The City of Santa Fe is exposed to many hazards, all of which have the potential for disrupting the community, causing casualties, and damaging or destroying public or private property. A summary of our major hazards is provided in Figure 1. More detailed information is provided in the 2008 Hazard Analysis, available through the Office of Emergency Management. Maps showing critical infrastructure and key resources are available through GIS and a contingent of these maps are in the Office of Emergency Management.

**Figure 1
HAZARD SUMMARY**

Hazard Ranking	Hazard	Severity of Impact	Speed of Onset (Warning Time)	Duration of Incident	Probability of Event	Overall Vulnerability
1	Lightning	Major	Minimal or no	1-12 hours	Highly likely	Very high
2	High winds	Major	Moderate	24 hours	Highly likely	Very high
3	Flood/ flash flood	Major	Minimal or no	24 hours	Highly likely	Very high
4	Transport incident – rail/air	Substantial	Minimal or no	24-72 hours	Likely	Very high
5	Wildfire	Major	Minimal or no	>72 hours	Likely	High
6	Dam failure	Substantial	Moderate	>72 hours	Likely	High
7	Severe winter storm	Minor	Maximum	>72 hours	Likely	Low
8	Power failure	Minor	Minimal or no	24 hours	Likely	Low
9	Hazardous materials accident	Minor	Minimal or no	24 hours	Likely	Low
10	Drought	Limited	Maximum	>72 hours	Highly likely	Low
11	Extreme heat	Minor	Maximum	>72 hours	Likely	Very Low
12	Tornado	Substantial	Moderate	0-1 hour	Unlikely	Very low
13	Civil disorder	Minor	Moderate	24 hours	Unlikely	Very low
14	Radiological accident – transportation	Major	Minimal or no	24 hours	Unlikely	Very low

B. Assumptions

1. The City of Santa Fe will continue to be exposed to and subject to the impact of those hazards described above and as well as lesser hazards and others that may develop in the future.
2. It is possible for a major disaster to occur at any time, and at any place. In many cases, dissemination of warning to the public and implementation of increased readiness measures may be possible. However, some emergency situations occur with little or no warning.
3. Outside assistance may be available in most emergency situations affecting our community. Since it takes time to summon external assistance, it is essential for us to be prepared to carry out the initial emergency response on an independent basis. In some cases we will be required to be self-sufficient for 3-5 days.
4. Proper mitigation actions, such as floodplain management and fire inspections, can prevent or reduce disaster-related losses. Detailed emergency planning, training of emergency responders and other personnel, and conducting periodic emergency drills and exercises can improve our readiness to deal with emergency situations.

V. CONCEPT OF OPERATIONS

A. Objectives

The objectives of the City of Santa Fe's Office of Emergency Management are to protect life, property, and the environment.

B. General

1. It is our responsibility to protect public health and safety and preserve property from the effects of hazardous events. We have the primary role in identifying and mitigating hazards, preparing for and responding to, and managing the recovery from emergency situations that affect our community.
2. It is impossible for government to do everything that is required to protect the lives and property of our population. Our residents have the responsibility to prepare themselves and their families to cope with emergency situations. We may assist our residents in carrying out these responsibilities by providing public information and instructions prior to, during, and after emergency situations.
3. Local government is responsible for organizing, training, and equipping local emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and contracting for emergency services. The state and federal governments offer programs that provide some assistance with portions of these responsibilities.
4. To achieve our objectives, we have organized an emergency management program that is both integrated (employs the resources of government, organized

volunteer groups, and businesses) and comprehensive (addresses mitigation, preparedness, response, and recovery). This plan is one element of our preparedness activities.

5. This Basic Plan is based on an all-hazards approach to emergency planning. It addresses general functions that may need to be performed during any emergency situation.
6. Departments and agencies tasked in this plan are expected to develop and keep current standard operating guidelines that describe how emergency tasks may be performed. Departments and agencies are charged with insuring the training and equipment necessary for an appropriate response are in place.
7. This plan is based upon the concept that the emergency functions that must be performed by many departments or agencies generally parallel some of their normal day-to-day functions. To the extent possible, the same personnel and material resources used for day-to-day activities will be employed during emergency situations. Because personnel and equipment resources are limited, some routine functions that do not contribute directly to the emergency may be suspended for the duration of an emergency. The personnel, equipment, and supplies that would normally be required for those functions may be redirected to accomplish emergency tasks.

C. Emergency Authorities

1. New Mexico statutes provide local government, principally the chief elected official, with a number of powers to control emergency situations. If necessary, we shall use these powers during emergency situations. These powers include:
 - a. Emergency Declaration. In the event of a public disorder, disaster, or emergency which affects life or property in the City, the Mayor may issue a local proclamation of emergency, activating the response and recovery aspects of this plan. The proclamation is effective upon the Mayor and City Clerk's signatures and may be extended by Resolution of the Governing Body.

A local proclamation of emergency is required to obtain state and federal disaster recovery assistance. The Mayor or City Manager acting on the Mayor's direction, must request the Governor to issue an emergency declaration for the City and take State action to control the situation.

- b. Authority for Evacuations. State law does not authorize the Governor or local officials to issue mandatory evacuation orders. State and local officials may recommend evacuation of threatened or stricken areas. In extreme circumstances, the Governor may enact the Riot Control Act to issue mandatory evacuation orders.

D. Operational Guidance

1. Initial Response. Our emergency responders are likely to be the first professional responders on the scene of an emergency situation. They will normally take charge and remain in charge of the incident until it is resolved or

others who have legal authority to do so assume responsibility. They may seek guidance and direction from our local officials and seek technical assistance from state and federal agencies and industry.

2. Implementation of the National Incident Management System (NIMS)
 - a. NIMS is both a strategy and a set of organizational arrangements for directing and controlling field operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand. A summary of NIMS is provided in Attachment 8.
 - b. The first local emergency responder to arrive at the scene of an emergency situation will implement the incident command system and serve as the Incident Commander until relieved by a more senior or more qualified individual. The Incident Commander will establish and direct the on-scene response from the Incident Command Post (ICP), provide an assessment of the situation to local officials, and identify any additional response resources required.
 - c. For some types of emergency situations, a specific incident scene may not exist in the initial response phase and the Emergency Operations Center (EOC) may accomplish initial response actions, such as mobilizing personnel and equipment and issuing precautionary warning to the public. As the potential threat becomes clearer and a specific impact site or sites are identified, an Incident Command Post may be established with command and control of the incident transitioned to the Incident Commander.
 - d. The EOC serves as the multi-agency coordination center (MAC) from where executive decisions and resource coordination may be accomplished.
3. Source and Use of Resources.
 - a. The City's resources will be used to respond to emergency situations. Supplies and equipment may be purchased if necessary. Resource requests will be made if our resources are insufficient or inappropriate. The City of Santa Fe may choose to request additional assistance through the county or the state, whichever is the appropriate channel for the disaster type. If additional resources are required, we may:
 - 1) Summon those resources available to us pursuant to inter-local agreements.
 - 2) Request assistance from the Volunteer Organizations Active in Disaster – Northern New Mexico chapter (VOAD-NNM).
 - 3) Request assistance from the private sector or individuals who have resources needed to deal with the emergency situation.
 - 4) Summon statewide resources available through the Intrastate Mutual Aid System (IMAS).
 - 5) Request resources from surrounding states through the Emergency Management Assistance Compact (EMAC).

- b. When external agencies respond to an emergency situation within our jurisdiction, we expect them to conform to the guidance and direction provided by our Incident Commander.

E. ICS - EOC Interface

1. For major emergencies and disasters, the EOC may be activated. When the EOC is activated, it is essential to establish a division of responsibilities between the ICP and the EOC. A general division of responsibilities is outlined below.
2. The Incident Command Post is generally responsible for:
 - a. Isolating the scene.
 - b. Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.
 - c. Warning and providing emergency instructions to the population in the area of the incident.
 - d. Determining and implementing protective measures (evacuation or shelter-in-place) for the population in the immediate area of the incident and for emergency responders at the scene.
 - e. Implementing traffic control arrangements in and around the incident scene.
 - f. Requesting additional resources from the EOC.
3. The EOC is generally responsible for:
 - a. Monitoring the incident.
 - b. Providing resource support for incident operations.
 - c. Issuing community-wide warning: instructions on the threat of the emergency situation and actions the public needs to take.
 - d. Coordinating with local nonprofits and private sector agencies for resource support.
 - e. Organizing and implementing large-scale evacuation to include coordinating traffic control.
 - f. Organizing and implementing shelter and mass care arrangements for evacuees.
 - g. Requesting assistance from the State and other external sources.
4. In some large-scale disasters, emergency operations with different objectives may be conducted at geographically separated scenes. In such situations, more than one incident command operation may be established. At this point, Area Command or Unified Area Command is desirable. If this situation occurs, it is particularly important that the allocation of resources to specific field operations be coordinated through the EOC.

F. State, Federal, & Other Assistance

1. State & Federal Assistance
 - a. If local resources are inadequate to deal with an emergency situation, we will request assistance from the State. State assistance furnished to local governments is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or

leases, or resources covered by emergency service contracts.

- b. Requests for state assistance should be made to the NM Department of Homeland Security and Emergency Management. In essence, state emergency assistance to local governments begins at the EOC level and the key person to validate a request for, obtain, and provide that state assistance and support is the State EOC Director or Duty Officer. A request for state assistance must be made by the City Manager or Emergency Preparedness Coordinator and may be made by telephone with documentation faxed shortly after. The EOC Director or Duty Officer has the authority to utilize all state resources within the district to respond to a request for assistance, with the exception of the National Guard. Use of National Guard resources requires approval of the Governor.

2. Other Assistance

- a. If resources required to control an emergency situation are not available within the State, the Governor may request assistance from other states through the Emergency Management Assistance Compacts (EMAC) or from the federal government through the Federal Emergency Management Agency (FEMA).
- b. For major emergencies and disasters for which a Presidential declaration has been issued, federal agencies may be mobilized to provide assistance to states and local governments. The National Response Framework (NRF) describes the policies, planning assumptions, concept of operations, and responsibilities of designated federal agencies for various response and recovery functions.
- c. FEMA has the primary responsibility for coordinating federal disaster assistance. No direct federal assistance is authorized prior to a Presidential disaster declaration, but FEMA has limited authority to stage initial response resources near the disaster site and activate command and control structures prior to a declaration; and the Department of Defense has the authority to commit its resources to save lives prior to an emergency or disaster declaration. See Annex 11 Recovery for additional information on the assistance that may be available during disaster recovery.

G. Activities by Phase of Emergency Management

1. This plan addresses emergency actions that are conducted during all four phases of emergency management.

a. Mitigation

We will conduct mitigation activities as an integral part of our emergency management program. Mitigation is intended to eliminate hazards and lessen the consequences of unavoidable hazards. Mitigation is primarily a pre-disaster activity, but may occur in the aftermath of a disaster situation with the intent of avoiding repetition of the situation. The City's Office of Emergency Management (OEM) currently maintains the Hazard Mitigation Plan (available at the City Clerk's office).

b. Preparedness

We will conduct preparedness activities to develop the response capabilities needed in the event of a disaster. Among the preparedness activities included in our emergency management program are providing emergency equipment and facilities; planning for disasters including maintaining this plan, its annexes, and appendices; conducting or arranging appropriate training for emergency responders, emergency management personnel, local officials, and volunteer groups who assist us during emergencies; conducting periodic drills and exercises to test our plans and trainings; and maintaining visibility to the public.

The City of Santa Fe Office of Emergency Management conducts exercise program management and exercise project management according to the Homeland Security Exercise and Evaluation Program (HSEEP) methodology. After Action Reports are developed including improvement plans, for all exercises and incidents within the City of Santa Fe. The OEM participates in the NMDHSEM annual Training and Exercise Planning Workshop to refine the 3-year training and exercise plan.

A major planning tool is the City of Santa Fe Office of Emergency Management Advisory Workgroup (OEM AWG), established by Resolution 2009-36. Community stakeholders involved in the emergency management process participate in the OEM AWG to provide input to the OEM. The group meets every other month to discuss a range of planning considerations.

c. Response

Response operations are intended to resolve an emergency situation while minimizing casualties and property damage. Response activities include warning and emergency public information, emergency medical services, firefighting, law enforcement operations, evacuation, shelter and mass care, search and rescue, as well as other associated functions.

d. Recovery

If a disaster occurs, we will carry out a recovery program that involves both short-term and long-term efforts. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, pre-disaster state or better. The federal government, pursuant to the Stafford Act, provides the vast majority of disaster recovery assistance. The recovery process includes assistance to individuals, businesses, and government and other public institutions. Examples of recovery programs include temporary housing, restoration of government services, debris removal, restoration of utilities, disaster mental health services, and reconstruction of damaged roads and bridges. Our recovery program is outlined in Annex 11 Recovery.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. General

Most local government departments and agencies have emergency functions in addition to their normal day-to-day duties. During emergency situations, our normal organizational arrangements are modified to facilitate emergency operations. Our governmental organization for emergencies includes an Executive Group, emergency services, and support services.

2. Executive Group

The Executive Group provides policy guidance and direction for emergency response and recovery operations. While not making direct operational decisions, they will be kept abreast of the situation and may execute bigger-picture decisions and policies. The Executive Group includes:

- a. City Manager
- b. Mayor
- c. Emergency Preparedness Coordinator
- d. Public Information Officer (if not at the Joint Information Center (JIC))
- e. Attorney
- f. Finance Director
- g. City Clerk
- h. Fire Chief
- i. Police Chief
- j. Public Works Director (if necessary)
- k. Any City Councilors present
- l. Any other department director involved in the particular disaster

3. Emergency Services

Emergency Services include the Incident Commander and those departments, agencies, and groups with primary emergency response actions. The Incident Commander is the person in charge at the incident site.

The Santa Fe Police Department serves a local law enforcement role that includes but is not limited to patrol, traffic control, investigations, gang task force activities. They maintain SWAT and EOD capabilities. Contact numbers are found in Attachment 6 to this Basic Plan.

The Santa Fe Fire Department serves a local fire and emergency medical services (EMS) role that includes but is not limited to fire suppression, Basic Life Support, and Advanced Life Support. They maintain a Hazardous Materials Team and limited technical rescue capabilities. Contact numbers are found in Attachment 6 to this Basic Plan.

4. Support Services

This group includes departments and agencies that support and sustain

emergency responders and also coordinate emergency assistance provided by organized volunteer organizations, business and industry, and other sources. Volunteer Organizations Active in Disaster – Northern New Mexico (VOAD-NNM) is a group comprised of local volunteer groups that have agreed to provide certain support for emergency operations including but not limited to donations management, volunteer management, shelter and mass care, animal care, counseling, and recovery assistance.

B. Assignment of Responsibilities

For most emergency functions, successful operations require a coordinated effort from a number of departments and agencies. To facilitate a coordinated effort, elected and appointed officials, departments and agency heads, and other personnel are assigned primary responsibility for planning and coordinating specific emergency functions. Generally, primary responsibility for an emergency function will be assigned to an individual from the department or agency that has legal responsibility for that function or possesses the most appropriate knowledge and skills. Other officials, departments, and agencies may be assigned support responsibilities.

The individual having primary responsibility for an emergency function is normally responsible for coordinating preparation of and maintaining that portion of the emergency plan that addresses that function. Basic Plan, annex, and appendix assignments are outlined in Attachment 1.

The Emergency Operations Center will be organized by ESF or Emergency Support Function. Attachment 8 to Annex 1 gives a description of the 15 ESFs and lists the correlation between ESF, responsible agencies, and annexes and appendices.

1. Executive Group Responsibilities

a. The Mayor may:

- 1) Issue a local emergency proclamation.

b. The City Manager may:

- 1) Monitor the emergency response during disaster situations and provide direction where appropriate.
- 2) With the assistance of the Public Information Officer, keep the public informed during emergency situations.
- 3) Request assistance from other local governments or the State when necessary, through the Emergency Preparedness Coordinator.
- 4) Coordinate activation of the EOC and supervise its operation.
- 5) Ensure that departments and agencies participate in emergency planning, training, and exercises.

c. The Emergency Preparedness Coordinator may:

- 1) Serve as the staff advisor to the City Manager on emergency management matters.
- 2) Keep the City Manager and governing body apprised of our preparedness status and emergency management needs.

- 3) Coordinate local planning and preparedness activities and the maintenance of this plan.
 - 4) Prepare and maintain a resource inventory.
 - 5) Arrange appropriate training for local emergency management personnel and emergency responders.
 - 6) Coordinate emergency exercises to test our planning and training.
 - 7) Manage the EOC, develop procedures for its operation, and conduct training for those who staff it.
 - 8) Activate the EOC when required.
 - 9) Perform day-to-day liaison with state and local emergency management personnel.
 - 10) Coordinate with organized volunteer groups and businesses regarding emergency operations.
- d. All other Executive Group members may:
- 1) Provide expertise and assistance to the City Manager and Emergency Preparedness Coordinator in providing direction in the disaster and in resultant policymaking.
2. All emergency services and support services may:
- a. Provide personnel, equipment, and supplies to aid emergency operations upon request.
 - b. Develop and maintain SOGs for emergency tasks.
 - c. Provide trained personnel to staff the incident command post and EOC upon request.
 - d. Provide current information on emergency resources for inclusion in the Resource List in Annex 5 Resource Management.
 - e. Report information regarding emergency situations and damage to facilities and equipment to the Incident Commander or the EOC.
3. Emergency and support service assignments will be discussed in terms of functional annexes and hazard-specific appendices.
- a. Annex 1 – Direction and Coordination.
 - 1) Primary responsibility for this function is assigned to the EPC who will prepare and maintain Annex 1 Direction and Coordination to this plan and supporting SOGs.
 - 2) Emergency tasks to be performed include:
 - a) Maintain coordination with neighboring jurisdictions.
 - b) Convert the designated facility space into an operable EOC rapidly.
 - d) Assign representatives, by title, to report to the EOC and develop procedures for EOC training and operations.
 - e) Develop and identify the duties of the staff, use of displays and message forms, and procedures for EOC activation.
 - f) Coordinate the evacuation and mass care of the population at risk.

b. Annex 2 – Warning and Emergency Public Information

- 1) Primary responsibility for this function is assigned to the PIO/ RECC, who will prepare and maintain Annex 2 Warning and Emergency Public Information to this plan and supporting SOGs.
- 2) Emergency tasks to be performed include:
 - a) Receive information on emergency situations.
 - b) Alert key local officials of emergency situations.
 - c) Disseminate warning information and instructions to the public through available warning systems.
 - d) Disseminate warning and instructions to special facilities such as schools and hospitals.
 - e) Compile and release information and instructions for the public during emergency situations and respond to questions relating to emergency operations.
 - f) Provide information to the media and the public during emergency situations.
 - g) Arrange for media briefings.
 - h) Compile print and photo documentation of emergency situations.

c. Annex 3 – Evacuation

- 1) Primary responsibility for this function is assigned to the Police Chief who will prepare and maintain Annex 3 Evacuation to this plan and supporting SOGs.
- 2) Emergency tasks to be performed include:
 - a) Identify areas where evacuation has been or may be in the future and determine population at risk.
 - b) Perform evacuation planning for known risk areas to include route selection and determination of traffic control requirements.
 - c) Develop simplified planning procedures for ad hoc evacuations.
 - d) Determine emergency public information requirements.
 - e) Perform evacuation planning for special needs facilities: schools, hospitals, nursing homes, and other institutions.

d. Annex 4 – Shelter and Mass Care

- 1) Primary responsibility for this function is assigned to the Emergency Preparedness Coordinator who will prepare and maintain Annex 4 Shelter and Mass Care to this plan and supporting SOGs.
- 2) Emergency tasks to be performed include:
 - a) Perform emergency shelter and mass care planning.
 - b) Coordinate and conduct shelter and mass care operations with City departments, volunteer agencies, and other agencies.

- e. Annex 5 – Resource Management.
 - 1) Primary responsibility for this function is assigned to the Finance Dept. Purchasing Officer, who will prepare and maintain Annex 5 Resource Management to this plan and supporting SOGs.
 - 2) Emergency tasks to be performed include:
 - a) Locate supplies, equipment, and personnel to meet specific needs.
 - b) Establish and maintain a manpower reserve and coordinate assignment of reserve personnel to departments and agencies that require augmentation.
 - c) Maintain records of emergency-related expenditures for personnel.
- f. Annex 6 – Donations and Volunteer Management.
 - 1) The primary responsibility for this function is assigned to the Emergency Preparedness Coordinator who will prepare and maintain Annex 6 Donations and Volunteer Management to this plan and supporting SOGs.
 - 2) Emergency tasks to be performed include:
 - a) Compile resource directory of known community volunteer resources.
 - b) Solicit donations to meet known needs.
 - c) Establish and implement procedures to receive, accept or turn down offers of donated goods and services, and provide instructions to donors of needed goods or services.
 - d) In coordination with the Resource Management staff, establish a facility to receive, sort, and distribute donated goods.
- g. Annex 7 – Health and Medical Services.
 - 1) Primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain Annex 7 Health and Medical Services to this plan and supporting SOGs.
 - 2) Emergency tasks to be performed include:
 - a) Coordinating the dissemination of public health information.
 - b) Inspection of food and water supplies.
 - c) Coordinate collection, identification, and interment of deceased victims.
 - d) Identify requirements for emergency drinking water and portable toilets to the department or agency responsible for mass care.
- h. Annex 8 – Transportation.
 - 1) The primary responsibility for this function is assigned to the Transit Division Director and Airport Manager who will prepare and maintain Annex 8 Transportation to this plan and supporting SOGs.
 - 2) Emergency tasks to be performed include:

- a) Identify local public and private transportation resources and coordinate their use in emergencies.
 - b) Coordinate deployment of transportation equipment to support emergency operations.
 - c) Establish and maintain a reserve pool of drivers, maintenance personnel, parts, and tools.
 - d) Maintain records on use of transportation equipment and personnel for purpose of possible reimbursement.
- i. Annex 9 – Urban Search & Rescue.
- 1) The primary responsibility for this function is assigned to the Fire Chief, who will prepare and maintain Annex 9 Urban Search and Rescue to this plan and supporting SOGs.
 - 2) Urban search and rescue incidents will be under the authority of the New Mexico Department of Public Safety (NMDPS) per the New Mexico Search and Rescue Plan, Section VI SAR Authorities and SAR Responsibilities.
 - 3) Emergency tasks to be performed include:
 - a) Identify requirements for specialized resources to support rescue operations.
 - b) Coordinate external technical assistance and equipment support for search and rescue operations.
- j. Annex 10 – Damage Assessment and Debris Removal
- 1) Primary responsibility for this function is assigned to the Engineering Division Director/ Building Maintenance Division Director who will prepare and maintain Annex 10 Damage Assessment and Debris Removal and supporting SOGs.
 - 2) Emergency tasks to be performed include:
 - a) Protect government facilities and vital equipment where possible.
 - b) Assess damage to streets, bridges, traffic control devices, and other roadway infrastructure.
 - c) Form Damage Assessment Teams to conduct damage assessments of infrastructure, public property, and private property.
 - d) Direct the temporary repair of vital facilities.
 - e) Restore damaged roads and bridges.
 - f) Restore waste treatment and disposal systems.
 - g) Arrange for debris removal.
 - h) Provide specialized equipment to support emergency operations.
 - i) Support traffic control and search and rescue operations.
- k. Annex 11 – Recovery.
- 1) Primary responsibility for this function is assigned to the Housing and Community Development Department who will prepare and maintain

Annex 11 Recovery and supporting SOGs.

- 2) Emergency tasks to be performed include:
 - a) Coordinate with the Damage Assessment Teams to compile information on damage to public and private property and needs of disaster victims. Formulate and implement programs to fill those needs.
 - b) If damages are beyond our capability to deal with, compile information for use by our elected officials in requesting state or federal disaster assistance.
 - c) If we are determined to be eligible for state or federal disaster assistance, coordinate with state and federal agencies to carry out authorized recovery programs.
 - d) Work with the Volunteer Organizations Active in Disaster – Northern New Mexico Chapter to determine community needs.
 - e) Create an Unmet Needs Committee if social community needs exceed the ability to meet them with local resources.

I. Appendix A – Hazardous Materials Accident

- 1) The primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain Appendix A Hazardous Materials Accident to this plan and supporting SOGs.
- 2) Transportation hazmat incidents will be under the authority of the NMSP Emergency Response Officer (ERO) per the New Mexico Emergency Operations Plan Annex 8: Public Peace and Law Enforcement.
- 3) Emergency tasks to be performed include:
 - a) In accordance with OSHA regulations, establish ICS to manage the response to hazardous materials incidents.
 - b) Establish the hazmat incident functional areas (e.g., Hot Zone, Warm Zone, Cold Zone, etc.)
 - c) Determine and implement requirements for personal protective equipment for emergency responders.
 - d) Initiate appropriate actions to control and eliminate the hazard in accordance with established hazmat response guidance and SOGs.
 - e) Determine areas at risk and which public protective actions, if any, should be implemented.
 - f) Apply appropriate firefighting techniques if the incident has, or may, result in a fire.
 - g) Determine when affected areas may be safely re-entered.
 - h) Ensure clean up mitigation is implemented through the responsible party.

m. Appendix B – Terrorism Incident

- 1) Primary responsibility for this function is assigned to the Police Chief who will prepare and maintain Appendix B Terrorist Incident Response to this plan and supporting SOGs.

- 2) Terrorism incidents will be under FBI authority per the National Response Framework, Chapter III Response Organization.
- 3) Emergency tasks to be performed include:
 - a) Coordinate and carry out defensive anti-terrorist activities, including criminal intelligence, investigation, protection of facilities, and public awareness activities.
 - b) Coordinate and carry out offensive counter-terrorist operations to neutralize terrorist activities.
 - c) Carry out terrorism consequence operations conducted in the aftermath of a terrorist incident to save lives and protect public and private property.
 - d) Ensure required notification of terrorist incidents is made to state and federal authorities.
- n. Department and agency heads not assigned a specific function in this plan shall be prepared to make their resources available for emergency duty at the direction of our chief elected officials.

VII. DIRECTION AND COORDINATION

A. General

1. The City Manager is responsible for establishing objectives and policies for emergency management and providing general guidance for disaster response and recovery operations. During disasters, he/she may carry out those responsibilities from the EOC.
2. The Emergency Preparedness Coordinator will manage the EOC.
3. The Incident Commander, assisted by a staff sufficient for the tasks to be performed, will manage the emergency response at the ICP.
4. During emergency operations, department heads retain administrative and policy control over their employees and equipment. However, personnel and equipment will carry out mission assignments directed by the Incident Commander. Each department and agency is responsible for having its own operating procedures to be followed during response operations, but interagency procedures, such as common communications protocol, may be adopted to facilitate a coordinated effort.
5. If our own resources are insufficient or inappropriate to deal with an emergency situation, we may request assistance from other jurisdictions, organized volunteer groups, or the State. The process for requesting State or Federal assistance is covered in Section V.F this plan. External agencies are expected to conform to the general guidance and direction provided by our senior decision-makers.

B. Emergency Facilities

1. Incident Command Post. Except when an emergency situation threatens, but has not yet occurred, or those situations for which there is no specific hazard impact site (such as a severe winter storm or area-wide utility outage), an incident command post or command posts will be established in the vicinity of the incident site(s). As noted previously, the Incident Commander will be responsible for command and control at the incident scene.
2. The Farber Mobile Command Unit. Vehicle operated by both City and County emergency response agencies that may be used as an ICP. Its intended use is to promote Unified Command.
3. Emergency Operations Center. When major emergencies and disasters have occurred or appear imminent, we may participate in the County EOC or activate our temporary EOC. See Attachment 4 for a map of EOC locations.
4. The following individuals are authorized to activate the EOC:
 - a. City Manager
 - b. Emergency Preparedness Coordinator
5. The general responsibilities of the EOC are to:
 - a. Monitor the incident.
 - b. Assemble accurate information on the emergency situation and current resource data to allow local officials to make informed decisions on courses of action.
 - c. Make executive decisions to mitigate the overall effects of the disaster.
 - d. Working with representatives of emergency services, determine and prioritize required response actions and coordinate their implementation.
 - e. Coordinate with local nonprofits and private sector agencies to provide resource support for incident operations.
 - f. Provide warning and emergency public information to the public.
 - g. Organize and activate large-scale evacuation and mass care operations, including transportation coordination for those without transportation and traffic control.
 - h. Suspend or curtail government services, recommend the closure of schools and businesses, and cancel public events.
 - i. Request assistance from the State and other external sources.
6. Representatives of those departments and agencies assigned emergency functions in this plan will staff the EOC. EOC operations are addressed in Annex 1 Direction and Coordination. The interface between the EOC and the ICP is described in Section V.E above.
7. Our Alternate EOC is the Fire Station 5 Training Room. This facility may be used if our primary EOC becomes unusable.

C. Line of Succession

1. See Attachment 6 for the lines of succession for all ESF Coordinators.

2. The lines of succession for each of our department and agency heads shall be in accordance with the SOGs established by those departments and agencies.

VIII. READINESS LEVELS

A. Monitoring – No EOC Activation

The Emergency Preparedness Coordinator is constantly monitoring the hazards and their potential impact on the City.

In the event the National Weather Service issues an advisory, statement, watch, or warning that may impact the City, the Emergency Preparedness Coordinator will begin monitoring the weather system until the threat passes or the threat increases and the EOC is activated. Similarly, all threats will be monitored until de-escalated or escalated and the EOC is activated. The EPC will notify and send situation updates to the City Manager, Public Information Officer, and any other affected entity (Public Works for snow forecasts, etc.).

B. Partial EOC Activation

The hazard is significant and close enough to warrant a step above monitoring on the part of the City. EOC staff will promote resource readiness and notify the appropriate individuals in partner agencies with a heads-up that their resources may be needed in the disaster. Minimal staffing includes:

1. Emergency Preparedness Coordinator
2. Regional Emergency Communications Center Director or Manager
3. Regional Emergency Communications Center dispatcher (with CAD, preferably)
4. Representative of primary department (Police for bomb call; Fire for wildfire; Public Works for flash flooding/debris removal, etc.)

C. Full EOC Activation

The hazard will produce a significant impact on the City. All resource coordination efforts will be handled from the EOC. The EOC and ICP will communicate via cell phone or radio on a regular basis. EOC staffing will include the Executive Group and representatives from all involved entities. Supervisors of field crews may also staff the EOC to maintain communications and understand the picture of resource status. EOC staff may look like:

1. City Manager
2. Mayor
3. Emergency Preparedness Coordinator
4. Public Information Officer
5. Attorney
6. Finance Director
7. City Clerk
8. Fire Chief and Representative
9. Police Chief and Representative
10. Public Works Director and Representative

11. Santa Fe Trails Director and Representative
12. Volunteer Organizations Active in Disaster
13. Regional Emergency Communications Center representative and dispatcher (with CAD, preferably)
14. Other personnel as deemed necessary for the disaster situation

IX. ADMINISTRATION AND SUPPORT

A. Agreements and Contracts

1. Should our local resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, other agencies, and the private sector in accordance with existing mutual-aid agreements and contracts and those agreements and contracts formed during the emergency. Such assistance may include equipment, supplies, or personnel. All agreements will be entered into by authorized officials and should be in writing whenever possible. Agreements and contracts should identify the local officials authorized to request assistance pursuant to those documents.
2. The agreements and contracts pertinent to emergency management that we are a party to are listed in Attachment 7.

B. Reports

1. Hazardous Materials Spill Reporting. If the City is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the department or agency responsible for the spill shall make the required report. If the party responsible for a reportable spill cannot be located, the Incident Commander shall ensure that the required report(s) are made.
2. Situation Report. A daily situation report should be prepared and distributed by the EOC during major emergencies or disasters. See Annex 1 Direction and Coordination for the format of and instructions for this report.

C. Records

1. Record Keeping for Emergency Operations

The City is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with the established local fiscal policies and standard cost accounting procedures.

- a. Activity Logs. The Incident Command Post and the EOC shall maintain accurate logs recording key response activities, including:
 - 1) Activation and deactivation of emergency facilities.
 - 2) Emergency notifications to other local governments and to state and federal agencies.
 - 3) Significant changes in the emergency situation.

- 4) Major commitments of resources or requests for additional resources from external sources.
 - 5) Issuance of protective action recommendations to the public.
 - 6) Evacuations.
 - 7) Damages and impacts.
 - 8) Containment or termination of the incident.
- b. Incident Costs. All department and agencies shall maintain records summarizing the use of personnel, equipment, and supplies during the response to day-to-day incidents to obtain an estimate of annual emergency response costs that can be used in preparing future department or agency budgets.
- c. Emergency or Disaster Costs. For major emergencies or disasters, all departments and agencies participating in the emergency response shall maintain detailed of costs for emergency operations to include:
- 1) Personnel costs, especially overtime costs
 - 2) Equipment operations costs
 - 3) Leased or rented equipment
 - 4) Contract services to support emergency operations
 - 5) Specialized supplies expended for emergency operations

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance for certain allowable response and recovery costs from the state and/or federal government.

2. Preservation of Records

- a. In order to continue normal government operations following a disaster, vital records must be protected. These include legal documents as well as property and tax records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly. Each agency responsible for preparation of annexes to this plan will include protection of vital records in its SOGs.
- b. If records are damaged during an emergency situation, we will seek professional assistance to preserve and restore them.
- c. The City's ITT Division has 2 local servers to backup electronic data. Steps have been taken to archive hard copies of important documents in all departments.

D. Consumer Protection

Consumer complaints regarding alleged unfair or illegal business practices often occur in the aftermath of a disaster. Such complaints will be referred to the City Attorney, who will pass such complaints to the Consumer Protection Division of the Attorney General's Office.

E. Post-Incident and Exercise Review

The Emergency Preparedness Coordinator is responsible for organizing and conducting a critique/debrief following the conclusion of a significant emergency

event, incident, or exercise. The critique may entail both written and verbal input from all appropriate participants. Where deficiencies are identified, an appropriate individual, department, or agency will be assigned responsibility and a due date for correcting the deficiency. An After-Action Report will be distributed to debriefing participants.

X. PLAN DEVELOPMENT AND MAINTENANCE

A. Plan Development

The Emergency Preparedness Coordinator is responsible for approving and promulgating this plan to the public sector, private sector, and community residents.

B. Distribution of Planning Documents

1. The Emergency Preparedness Coordinator shall determine the distribution of this plan, its annexes, and appendices. In general, copies of plans will be distributed to those individuals, departments, agencies, and organizations tasked in this document. Copies should also be set aside for the EOC and other emergency facilities.
2. See Attachment 2 for a distribution list that details who receives copies of the Basic Plan and the various annexes and appendices. In general, individuals who receive annexes or appendices to the Basic Plan should also receive a copy of this plan, because the Basic Plan describes our emergency management organization and basic operational concepts.

C. Review

Local officials shall review the Basic Plan and its annexes and appendices annually.

D. Update

1. This plan will be updated based upon deficiencies identified during actual emergency situations and exercises and when changes in threat hazards, resources, capabilities, or government structure occur.
2. The Basic Plan, its annexes, and appendices must be revised or updated by a formal change at least **every five years**. Responsibility for revising or updating the Basic Plan is assigned to the Emergency Preparedness Coordinator. Responsibility for revising or updating the annexes and appendices to this plan will be consistent with the primary agencies listed on Attachment 1.
3. The Basic Plan, annexes, and appendices will be reviewed annually. Confirmation of review with no changes or review with changes will be given to the EPC annually on August 1, starting on August 1, 2010.
4. Revised or updated planning documents will be provided to all departments, agencies, and individuals tasked in those documents.
5. The City of Santa Fe Office of Emergency Management would like to

acknowledge the Texas Department of Public Safety for the use of their Emergency Management Plan template.

XI. REFERENCES

ATTACHMENTS:

Attachment 1.....Annex and Appendix Assignments
Attachment 2.....Distribution List
Attachment 3.....City Proclamation of Emergency
Attachment 4.....Map of the Emergency Operations Center
Attachment 5.....City Organizational Chart
Attachment 6.....Lines of Succession
Attachment 7.....Emergency Agreements and Contracts
Attachment 8.....National Incident Management System (NIMS) Summary
Attachment 9.....Support Plans Within the City of Santa Fe