



TOWN OF PORTOLA VALLEY

7:00 PM – Special Joint Meeting of the Town Council
and Emergency Preparedness Committee
Wednesday, September 29, 2010
Emergency Operations Center “EOC” at Town Hall
765 Portola Road, Portola Valley, CA 94028

SPECIAL MEETING AGENDA

7:00 PM – CALL TO ORDER, PLEDGE OF ALLEGIANCE AND ROLL CALL

Councilmember Derwin, Vice Mayor Driscoll, Councilmember Richards, Mayor Toben, Councilmember Wengert
Committee members Boice, Howes, Kabcenell, Kopf-Sill, Plunder, Chair Raanes, Rothrock and Taylor

ORAL COMMUNICATIONS

Persons wishing to address the Town Council on any subject may do so now. Please note however, that the Council is not able to undertake extended discussion or action tonight on items not on the agenda.

REGULAR AGENDA

- (1) Overview of Radio Communications
- (2) Discussion of Quick Start Cards
- (3) Discussion and Distribution of “Go Bags”
- (4) Discussion of Emergency Preparedness/Emergency Response

ADJOURNMENT

ASSISTANCE FOR PEOPLE WITH DISABILITIES

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Town Clerk at (650) 851-1700. Notification 48 hours prior to the meeting will enable the Town to make reasonable arrangements to ensure accessibility to this meeting.

AVAILABILITY OF INFORMATION

Copies of all agenda reports and supporting data are available for viewing and inspection at Town Hall and at the Portola Valley Library located adjacent to Town Hall. In accordance with SB343, Town Council agenda materials, released less than 72 hours prior to the meeting, are available to the public at Town Hall, 765 Portola Road, Portola Valley, CA 94028.

SUBMITTAL OF AGENDA ITEMS

The deadline for submittal of agenda items is 12:00 Noon WEDNESDAY of the week prior to the meeting. By law no action can be taken on matters not listed on the printed agenda unless the Town Council determines that emergency action is required. Non-emergency matters brought up by the public under Communications may be referred to the administrative staff for appropriate action.

PUBLIC HEARINGS

Public Hearings provide the general public and interested parties an opportunity to provide testimony on these items. If you challenge any proposed action(s) in court, you may be limited to raising only issues you or someone else raised at the Public Hearing(s) described in this agenda, or in written correspondence delivered to the Town Council at, or prior to, the Public Hearing(s)

***Note – Special meeting start time and location
7:00 PM / Emergency Operations Center at Town Hall**

TOWN OF PORTOLA VALLEY

MEMORANDUM

To: Town Council and Emergency Preparedness Committee
From: Steve Toben
Re: Thoughts
Date: September 23, 2010

I look forward to our discussion on September 29. Since this is my last “fifth Wednesday” meeting as mayor, I’d like to offer a few thoughts.

First, the Town’s vulnerability to wildfire and earthquake increases with each passing year. We know it’s only a matter of time before the San Andreas Fault breaks again through the center of town. As for wildfire, Prof. Scott Stephens from UC Berkeley noted at a recent event in the Community Hall that in the 19th century fires rolled through Portola Valley every ten years or so, cleaning out the undergrowth. Today, after 100 years of fire suppression, we have a “fire-starved landscape” with many decades of unchecked vegetative growth.

The good news is that the response in town to these conditions has picked up dramatically in the past decade. The Fire District’s chipper program has made a dent in our fire fuel loads, and the District does a good job of advising homeowners on ways to improve survivability of their properties. The Town’s adoption in 2009 of Chapter 7a of the Uniform Building Code will over time improve the resistance of homes to ignition from wildfires. Through CERPP, some neighborhoods have made strides to prepare for disaster, and the emergency communication and response infrastructure at Town Hall is vastly improved from the time when the EOC literally sat on top of the fault. We’re in the process of beefing up the ham radio capability for contacting family members outside of the Bay Area following an earthquake.

Unfortunately, we still have a long way to go. The general level of emergency readiness of households in town is questionable. CERPP’s performance is very uneven, with some divisions barely staffed and largely dormant. I firmly believe that CERPP needs stronger governance from its board and a paid, perhaps part-time CEO. In concert with Woodside and the Fire District, I would support some allocation of funds from the Town to CERPP in our FY 12 budget to get a paid staffer on board, whose job in part would be fundraising so that the organization could become self-sustaining. In the meantime, we have charged Angie (who serves on the CERPP board) with the responsibility to strengthen the lagging CERPP divisions in Portola Valley. This will be one of her performance measures this year.

The June 30 simulation revealed other rough spots in our emergency response capability. There was confusion regarding the availability of emergency supplies at

Town Center for residents who may descend on Town Center for help in the aftermath of a disaster. We need to be very clear about who gets access to the provisions in the maintenance shed, and whether this will be managed according to a pre-established quota system.

Another soft spot revealed in the June exercise concerns the extent to which the personnel manning the EOC, including the Town Council, can “bar the door” to the public. I was uncomfortable to learn that one response to the group of citizen-actors who showed up at the EOC was to paper over the windows. As we have since learned from Sandy, the Council has no authority to exclude citizens from emergency meetings without a formal declaration, which wasn’t done. More important to me, however, is the necessity to work with citizens who arrive in need, rather than create an “us versus them” bunker mentality situation. I designed the exercise to include a medical doctor among the citizen-actors. She could have been tasked along with those only mildly “injured” to set up a MASH-like field station to handle incoming patients. A laminated sign-up sheet could have been posted on the EOC requesting information on skill sets (e.g., structural engineering) and creating a channel for around-the-clock volunteering. We need to practice aikido-like approaches for converting agitated citizens into constructive allies, not blocking them out.

The roles of the Council and the staff in the aftermath of disaster are also still murky. Angie would understandably like for the Council to get out of the way of the professionals, herself included, and I agree with her, provided an adequate complement of our staff will be able to respond on scene. However, the odds are high that a significant number of critical staff, including Angie, will not be able to respond, at least not right away. Our current chain of command obligates the mayor, vice-mayor, etc., to serve as the Emergency Operations Director in the event Angie is not here, so we simply must learn our parts, unless we want to change the structure to put the Assistant Town Manager, Town Engineer, etc., in the fallback positions. I would be open to this discussion.

Angie’s desire for separation of personnel causes me to think that physical separation may be desirable, with the politicians in the Schoolhouse (assuming it’s still standing) and the staff (plus EPC members) in the EOC. This may seem like a minor detail, but the clearer we are about roles and “stations”, the better.

I have also initiated informal inquiries at the Sequoias and with health professionals in Town (including retired doctors) about their capacity to be on call in the event of disaster, when severe lacerations and broken bones, among other conditions, will necessitate early response.

Another concern is supplies. I personally think we need to consider the acquisition of cots to temporarily house people in the Community Hall, and I would cite the recent fire in San Bruno as an example. Cots might be stored at our back-up EOC at the Priory. A store of antibiotics might also be advisable. We’ve not fully thought through the protocol for emergency shelter, and a visit with the Red Cross could be useful.

I look forward to our discussion.

Emergency Response – START HERE. Quick Task Card #1

Purpose: These Quick Task Cards are intended for use by Town Staff, Town Council, and the Emergency Preparedness and Public Works Committees in the first few hours after a large-scale disaster such as an earthquake when the usual emergency response services and communication means may not be available. (For other types of emergencies, the order of tasks will be different – but, there will likely be more time to figure it out.)

- Establish a leader** from among the people that have come to the EOC. That person should be easily identifiable by wearing the “Director” vest or hat found inside the EOC. By ordinance, the Director of Emergency Services is the Town Manager. If the Town Manager is unavailable, the order of succession is: Mayor, Vice Mayor, most recent Past Mayor, Town Council Members, in order of seniority. If one of these people is available, they should appoint the EOC leader. First two tasks:
 - **Open the EOC** – see Quick Task Card #2
 - **Assess the resources and the situation** (take 5 minutes)

- Designate a communications leader.** First task:
 - **Initiate Radio** - see Radio Quick Task Card #3

- Designate an operations leader.** First task:
 - **Assemble volunteers** – see Quick Task Card #8

Emergency Response – Checklist. Quick Task Card #2

1. Safety & Emergency Operations Center (EOC)

- Make sure you and those around you are safe.
- Determine if the Town Hall is safe to enter
 - Look for major misalignment of the structure, smell for gas
 - If you smell gas, do not enter. Turn off gas at rear center of building – see Quick Task Card #5 for map
 - Listen for generator motor near parking lot (indicates electrical status of surrounding area)
- If Town Hall is not safe, go to Alternate EOC at Priory – instructions and map on Quick Task Card #9
- Enter Town Hall and EOC with key and input alarm code
- Sign in the EOC Staff (Town Council and Staff, Emergency Preparedness and Public Works Committee Members, CERPP and Ham Radio Operators) – see Quick Task Card #4

2. Communication. Establish communication links in this order (communications equipment is in the side room off the EOC):

- Microwave phone link to the County, Fire, local hospitals and other emergency facilities. Microwave phone number list is next to the microwave radio. County Fire Dispatch: **228**; County Ambulance Dispatch: **226**; Sheriff Dispatch: **224**; Woodside Fire Station #7 (in PV): **236**.
- CERPP radio to communicate with CERPP Division leaders. See Quick Task Card #3.
- HAM radio for County and Fire communication. See Quick Task Card #3, side 2.
- There are additional radios for special circumstances: CERPP Neighborhood Radio and Simplex Radios. These will be set up by radio experts, if needed.

3. Volunteers. Set up a system at the front desk to organize resident volunteers that come to Town Hall.

- Record volunteer information, including special skills. See Quick Task Card #8
- Encourage volunteers to report to their neighborhood CERPP Division. Again, see Quick Task Card #8 for CERPP Division addresses.

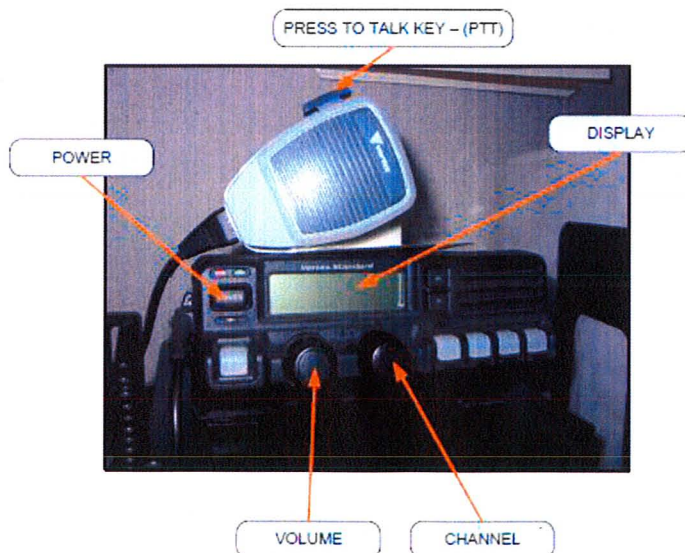
4. **Organization and Resource Deployment.** If you do not have experience running an Emergency Operations or Incident Command Center, see Quick Task Card #6 for suggested roles, organizational chart, and priorities.
- See 5-sheet booklet with single sheet descriptions of the five main roles: Director, Planning, Operations, Logistics, and Finance – **yellow paper**
 - See 3-sheet booklet entitled EOC Operation Overview for description of workflow and organization – **green paper**
 - See single page Guide to EOC Reference Binders and “Where Do I Find” for directories to more information – **blue sheets**
5. **“Activate” the EOC, if appropriate.** This is a legal designation that allows for official requests for resources to be made to the County.
- Decide *whether* to “activate” the EOC. See pages 6-9 of Section 7 in the Emergency Disaster/Response Handbook (black 3-ring 3” binder)
 - The Director of Emergency Services (see 2nd paragraph on first side) calls county dispatch at (650)363-4911 or microwave telephone 228, and asks the dispatcher to forward to the Office of Emergency Services on-call staff person the message that the Portola Valley EOC has been activated.
6. **EOC Workspace**
- Set up the EOC for better efficiency – See Quick Start Task #7 for suggested floor plan.
 - If power is on and the phone system is operating: Unplug Town Office telephones from the offices of Sharon Hanlon (ext 210) and Janet McDougall (ext 218), and plug them into the telephone jacks on each side of the EOC (under white board and above cupboard #1) using the long extension cords located in the cabinet. Place these telephones on the conference table for use by Planning and Operations, and use duct tape to secure the cord to the carpet.

Quick Task Card #3 – Communication, Radios

CERPP Division Radio

Description: The Town is served by the Citizens Emergency Response Preparedness Program – CERPP, a citizen self-help group. There are nine Division Leaders; they will be expecting to communicate with the Town EOC in the event of an emergency.

1. Turn the power on by pressing POWER button.
2. CERPP for Portola Valley operates on channel 2 with 3 as a backup. Select the frequency with the CHANNEL knob. The display will show CERPP 2 or 3.
3. Transmit on the radio by pressing the PRESS TO TALK (PTT) key and speaking into the face of the mike. Your call sign is “PV EOC.”
4. You are Net Control for CERPP Portola Valley. As such you direct the Net and acknowledge people who want to say something to you, or to each other. If too many people want to talk, you decide which conversations go first. The Radio Book has full instructions for what to say and how to run the Net if you are unfamiliar. Remember, life threatening situations are priority for all radio traffic.
 - a. Protocol is to say “over” when you complete a transmission.
 - b. Identify your station every 10 minutes. “This is PV EOC.”
 - c. Good idea to run a roll call through the nine CERPP Divisions every so often if there is not much traffic. This keeps everyone up to date and aware you are on the air.
 - i. 1- Vista Verde, 2- Los Trancos, 3- Blue Oaks, 4– PV Ranch, 5- Sequoias, 6- Brookside, 7- Alpine Hills, 9- Westridge, 10- Ladera
 - d. Once on the air, never leave the radio unattended. Ask someone else to take over if you have to step away. When finished, announce that you are closing down the Net and station.

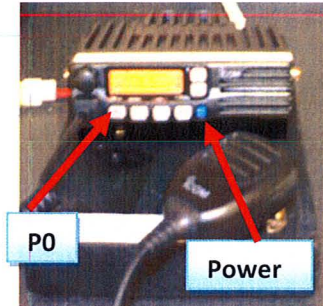


t updated: September, 2010

Quick Task Card #3, side 2

HAM Radio

Description: The HAM radio is a back-up to the microwave phone link to other Emergency Services, namely San Mateo County. HAM-radio personnel will come to the EOC in the event of an emergency and operate the equipment. Non-HAM-licensed personnel should only use this radio when other means of communicating with the County do not work.



1. Turn the power on by pressing blue button.
2. Press P0 to get priority channel which is the San Mateo Office of Emergency Services repeater. In an emergency, there will be a lot going on. Wait for an opportunity to talk, and break in. Use your call sign, not the CERPP call sign.
3. Other radio channel information is located on the card nearby. Other channels can be selected with the up/down arrow keys.

CERPP Neighborhood Radio

Description: This radio is a general purpose UHF radio and can communicate with the various CERPP divisions. It could be useful if the CERPP Division Radio is out of service. You can talk to most of the neighborhoods of the CERPP Divisions directly. It also has HAM UHF access to local repeaters and hailing frequencies, a local GMRS repeater, and broadly simplex GMRS and Family Radio Services.



1. Turn on radio. Card with all the frequencies and uses is nearby.
2. Set the band you want by pressing D and depressing the up or down arrow. Each band is labeled.
3. Press D again. You are now in Channel mode. See the channel chart for detailed info about what channel is for which service.

Town Radios

Description: The EOC has 5 town radios that work like walkie-talkies. Depending on topography of the area they have about 1/2 mile range. These are useful for volunteers/staff with whom you want to communicate while they are *near* but not *in* the EOC (e.g. equipment shed, Fire Station).

1. Two dials. One is on/off/volume. The other is channel. Turn on radio.
2. Confirm it is set to Channel 1. Channel 1 is simplex, walkie talkie.
3. The Neighborhood Radio can communicate to the Simplex Radios on Town Band, Channel 1.
4. Channel 2 of the Town Radios is a local San Mateo general services repeater. It hears everything on Channel 1, 3, 4 but transmit on the repeater.
5. Channel 3 and 4 are the same as Channel 1.



Unless instructed, you should always use these radios on Channel 1, simplex for local communications.

Emergency Response – Quick Task #4

EOC Workers (Town Staff, Town Council, Emergency Preparedness & Public Works Committees)

Sign-In Log

Date: _____

Name	Arrival Time	Departure Time	Where Sent or Deployed?	Contact Info: Phone (Land line) Phone (Cell)	Special Training / Knowledge / Equipment

Quick Task Card #5: Map of Town Center

Town Office Facilities for EOC Use
Revised 7/15/2009

Front Door

Alarm Code Pad

EOC

Radio Room

Generator (not to scale)

Water Pump (not to scale)

in Janitor's Closet
- tool kit
- first aid kit
- stool
- key cabinet
- fire panel and instructions

Fire Alarm Pull

Fire Extinguisher

Fire Extinguisher

Copier/Scanner

Fax

Printers

Office Supplies

CERPP Pack (Trauma Kit)

Fire Extinguisher

Fire Alarm Pull

• Fire
• Department
• Connections

Gas. Outside wall, no tool needed.

Water. Tool (6 ft red pole – in radio room)

Electrical. Outside wall. (Circuit breaker to turn off regular & generator power.)

Gas Shutoff (in wall)

Water Shutoff (in pavement, tool needed)

Site Electrical Shutoff

Fire Phone Network Panel Switch Switch
Security Generator Circuit Panel Transfer Breakers

Quick Task Card #6

Director of Emergency Services Role and Overview

Role and Appointment

The Director of Emergency Services has overall responsibility for the Town's response to the emergency. Within the Incident Command System structure, the Director of Emergency Services generally fills the role of Incident Commander for the EOC ("EOC Director"). All EOC Section Chiefs report to this person.

By municipal code, the Town Manager is the Director of Emergency Services. If the Town Manager is not available or is unable to serve, the Mayor, Vice-Mayor, most recent past Mayor, or other Council members by seniority (in that order) steps in to serve as Acting Director of Emergency Services. If the Director (or Acting Director) of Emergency Services is not experienced with the procedures of the EOC, an Emergency Management Coordinator may be appointed to assist, as staffing levels permit.

Among other duties, the Director of Emergency Services "activates" the EOC when required by the situation. Activation notifies the next higher level in the state's emergency structure, which is the Operational Area EOC, that an emergency condition exists and resources may be required. Portola Valley is in the San Mateo County Operational Area. Activation is done by a simple notification to the county, by someone with the proper authority.

Normal ICS procedures are used to select an EOC Director until the Director of Emergency Services takes over. This means that the first person on scene is the first EOC Director, and another staff member with more training, more experience or at a more senior level may step in on arrival. This person may set up the EOC, organize the staff and begin the response, but has no special powers to officially activate the EOC, to compel service by staff or volunteers, or to request mutual aid resources.

References

A more detailed checklist and checklists for ongoing operation are in the EOC Handbook and Checklist, page 9, and the EOC Emergency/Disaster Response Handbook, section 8.

Director of Emergency Services Quick Task Card #6, cont'd.

- Set up your workstation and review position responsibilities. Verify that you have what you need, for example phone, computer, reference documents and forms. Supplies for your section are in cabinet #2 under the counter.
- Open and maintain a log (ICS Form 214), including messages received, actions taken, decisions with justification and documentation, requests filed and personnel assigned with time on duty.
- Determine which sections are needed (see below), assign Section Chiefs as appropriate, and ensure they are staffing their sections as required. Refer to "EOC Operation Overview" for more information. You may need to appoint yourself to some positions in the short term. Keep a current organization chart posted (ICS Form 207).
- Determine which Management Section positions are required and ensure that they are filled as soon as possible. A Safety Officer is needed when occupying new facilities. If there is significant media or public interest, a Public Information Officer should be appointed to limit distractions.
- Determine with General Staff what representation is needed from other organizations, such as the Sheriff's Office, Woodside Fire, CERPP and the Red Cross. If necessary, assign a Liaison Officer to coordinate outside agency response.

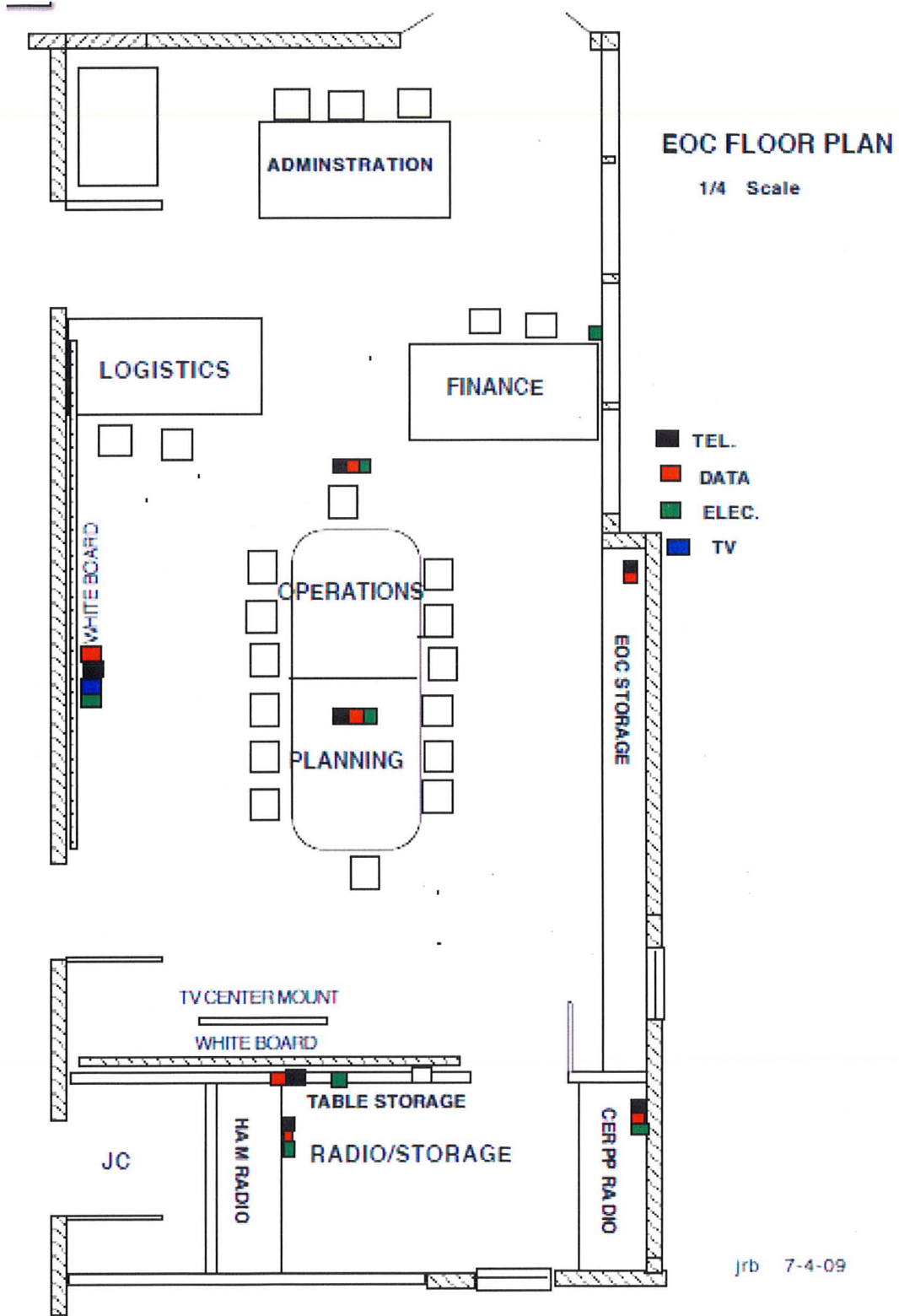
Initial Organization Considerations

These are considerations for the initial organization of Portola Valley's EOC:

- The Planning Section Chief is one of the first to be staffed, and the earliest responsibility is to obtain an assessment of the situation and begin to create an EOC Action Plan (Situation Unit). Usually a separate individual should triage field incident reports, to avoid distractions. A Message Coordinator manages the flow of messages and field incident reports.
- The Operations Section Chief should be appointed early, to ensure that the needed operational units are available to take response requests. Fire and Law units may simply be communications links to Woodside Fire and the Sheriff's Office.
- In the Logistics Section, the Communications Unit Leader should be appointed immediately, to set up and operate communication facilities. Someone should answer the Town's main telephone, if operating. The Personnel Unit Leader is needed if there is a large inflow of workers and volunteers. Eventually the Supply Unit will probably be needed.

A second person should be added to the radio room as soon as possible, to allow one person to operate the radio and another to log messages and complete message forms. Ideal staffing is four, so that this coverage can be provided for both the CERPP and ham radios.

Quick Task Card #7 Suggested EOC Layout



Last updated: September, 2010

Jrb 7-4-09

Quick Task Card #8

Emergency Response – Volunteer Assignment & Registration.

Purpose: This Quick Task Card has instructions for registering resident volunteers in the event of an emergency.

1. Encourage volunteer helpers to report to their CERPP Division. Here are neighborhoods and addresses of CERPP Leaders:
 - Blue Oaks – 30 Shoshone Place
 - PV Ranch – 2 Coalmine View
 - Brookside – 18 Portola Green Circle
 - Alpine Hills – 440 Golden Oak
 - Westridge – 20 Sioux Way
 - Los Trancos – 144 Carmel Way
 - Vista Verde – 450 Old Spanish Trail
 - Woodside Highlands – 20 Tynan
 - Ladera – 381 La Cuesta Dr
 - Sequoias -

- Have volunteers sign in. Record their name, contact information and special talents and equipment (medical, radio, chain saw, portable water pump/hose, emergency response training, building inspection...) Use form “Emergency Operations Center Log,” copies of which are located in the EOC cupboards and reproduced on the back of this form.

Quick Task Card #8, side 2. Emergency Operations Center Log

Volunteer Information

Date: _____

Name	Arrival Time	Departure Time	Where Sent or Deployed?	Contact Info: Phone (Land line) Phone (Cell)	Special Training / Knowledge / Equipment

Quick Task Card #9 – Alternate EOC at Priory (if PV Town Center is unsafe)

Purpose: In the event that the Town Center is unsafe, we have an alternate location to set up the Emergency Operations Center at the Priory. There is an additional Ham Radio, a generator, fuel, and supplies nearby. The Alternate EOC and radio are in the Maintenance Barn at the end of Gambetta Rd. The supplies are in a storage shed behind the Maintenance Barn. Importantly, the key to the Maintenance Barn is in the storage shed.

Location: Radios are located in Plastic Storage container inside maintenance barn (Image # 1 & 2)

Division CERPP (Vertex)

Turn on Power supply (Astron RS –20A) (Image #3 & 4 below)

Turn on Vertex by turning power/volume knob on upper left hand front of unit clockwise (Image #3 below)

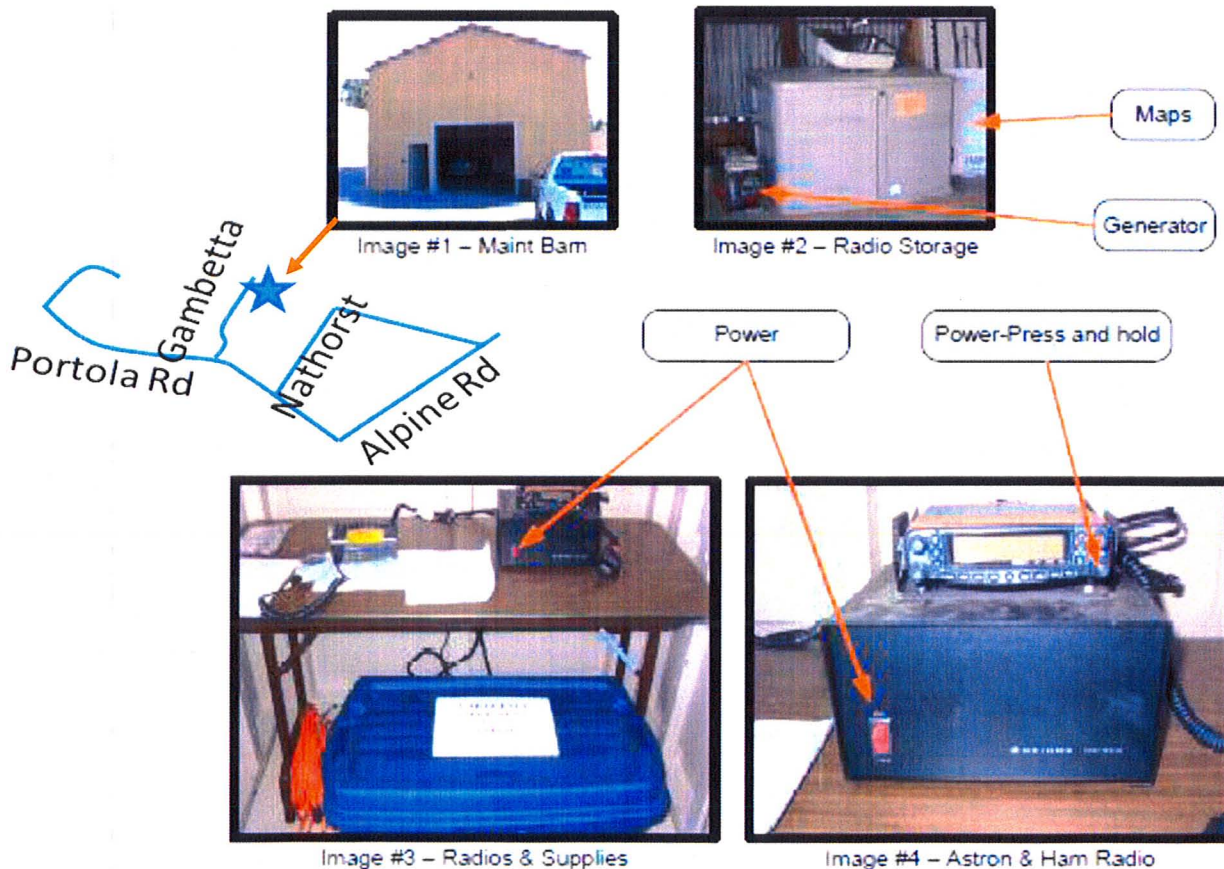
Ham (FT-8900R)

Turn on Power supply (Astron RS –20A) (Image #3 & 4 below)

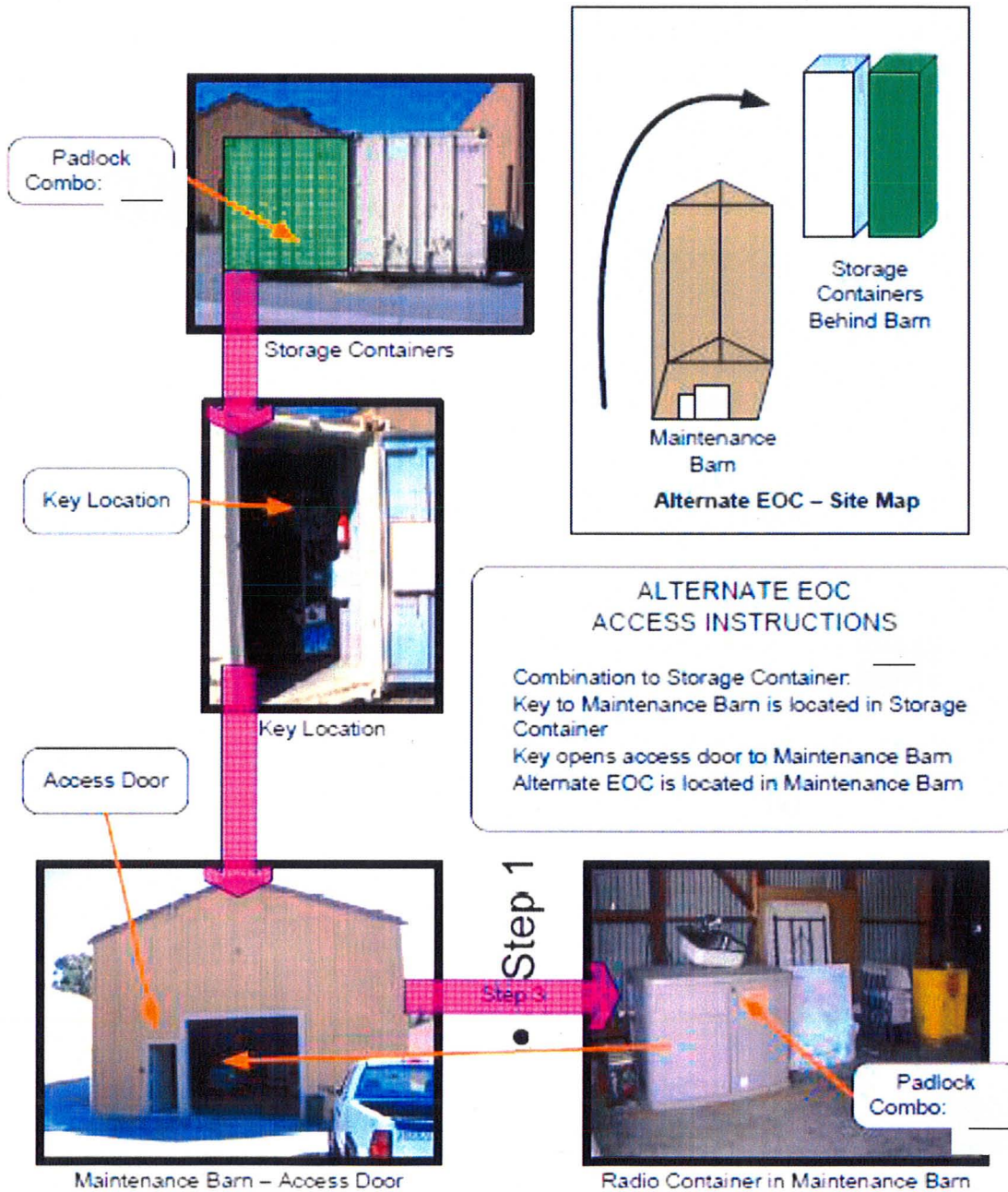
● Turn on FT-8900R by pressing and holding power button on lower right hand front of unit (Image #4 below)

Get out supplies (located in container below radios), get maps (located to the right of plastic storage container), get detailed radio instructions (located on table in plastic storage container)

Assign one person to operate radio, assign one person to take messages/notes



Quick Task Card #9: Alternate EOC – Priory (if PV Town Center is unsafe)



Emergency Services Role Descriptions

Director of Emergency Services Role and Overview

Role and Appointment

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By municipal code, the Town Manager is the Director of Emergency Services. If the Town Manager is not available or is unable to serve, the Mayor, Vice-Mayor, most recent past Mayor, or other Council members by seniority (in that order) steps in to serve as Acting Director of Emergency Services. If the Director (or Acting Director) of Emergency Services is not experienced with the procedures of the EOC, an Emergency Management Coordinator may be appointed to assist, as staffing levels permit.

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Director of Emergency Services Startup Checklist

- Set up your workstation and review position responsibilities. Verify that you have what you need, for example phone, computer, reference documents and forms. Supplies for your section are in cabinet #2 under the counter.
- Open and maintain a log (ICS Form 214), including messages received, actions taken, decisions with justification and documentation, requests filed and personnel assigned with time on duty.
- Determine which sections are needed (see below), assign Section Chiefs as appropriate, and ensure they are staffing their sections as required. Refer to "EOC Operation Overview" for more information. You may need to appoint yourself to some positions in the short term. Keep a current organization chart posted (ICS Form 207).
- Determine which Management Section positions are required and ensure that they are filled as soon as possible. A Safety Officer is needed when occupying new facilities. If there is significant media or public interest, a Public Information Officer should be appointed to limit distractions.
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A second person should be added to the radio room as soon as possible, to allow one person to operate the radio and another to log messages and complete message forms. Ideal staffing is four, so that this coverage can be provided for both the CERPP and ham radios.

Planning Role and Overview

Introduction

This section is responsible for collecting, analyzing and displaying situation information; preparing Situation Status Reports; facilitating the planning process and preparing and distributing the EOC Action Plan; providing certain services to other sections and units; and documenting and maintaining files on EOC activities. One important unit is the Message Coordinator Unit, which receives and logs reports of field incidents such as house fires, moves messages within the EOC (for example, from radio operators to relevant addressees), and distributes various reports to sections. In Portola Valley's EOC, the Planning Section is also responsible for the tactical function of triaging reports of field incidents, determining an appropriate response, and if appropriate forwarding to the Operations Section for action.

References

A more detailed checklist and checklists for ongoing operation are in the EOC Handbook and Checklist, page 31, and the EOC Emergency/Disaster Response Handbook, section 10.

Planning Startup Checklist

- Sign the check in sheet (ICS Form 211B); put one out if there isn't one already.
- Report to the Director of Emergency Services or designee.
- Set up your workstation and review position responsibilities. Verify that you have what you need, for example phone, computer, reference documents and forms. Supplies for your section are in cabinet #2 under the counter.
- Determine staffing requirements and assign personnel as necessary.
- Open and maintain a log (ICS Form 214), including messages received, actions taken, decisions with justification and documentation, requests filed and personnel assigned with time on duty.
- Ensure that the Planning Section is set up properly and that appropriate personnel, equipment and supplies are in place, including maps and status boards.
- Assign a message handler (Message Coordination Unit). This person moves message around the EOC, particularly between EOC staff and the radio and telephone operators. This person also logs (in a log and on the display) field incident reports. Refer to Field Incident Reports for more information.
- Assign a person to maintain status (Situation Status Unit). This person assembles information about the incident to create the first Situation Status Report (ICS Form 209*) and also manages status display boards. (ICS 209 is focused on fires, so omit sections that are not relevant.)
- Assign a person to triage and determine response for incoming field incident reports (Triage Unit). See "Field Incident Reports" in the EOC Operation Overview for more information.*
- Activate other units as required. The Damage Assessment unit may be required if a need exists to determine the level and location of damage.
- Begin work on the first EOC Action Plan. This is a set of short-term (next operational period) and intermediate term priorities defined by the Director of Emergency Services, in consultation with staff, and captured in writing by the Planning Section (ICS Form 202), based on the current situation status as briefed by the Planning and Operations Section Chiefs. A plan contains (a) what do we want to do, (b) who is responsible for doing it and what resources are required, (c) how do we communicate, and (d) what do we do if someone is injured. A summary of the action planning process is in the EOC Handbook and Checklist, starting on page 6, and in the EOC Emergency/Disaster Response Handbook, Chapter 3/Tab 1.

(* tentative)

Operations Role and Overview

Introduction

This section is responsible for managing all tactical operations directly applicable to the emergency response. It participates in creating and modifying the EOC Action Plan, activates operational units as needed, and requests resources from the Logistics Section. The units of the Operations Section in Portola Valley may include Fire (interacting with Woodside Fire), Law Enforcement (supervising the deputies assigned by the Sheriff's Office), Public Works (supervising staff and volunteers, such as the Public Works Committee, and including structural inspections), and Medical (responsible for the Medical Response Corps, when established, and medical supplies and facilities). The Portola Valley EOC contains an additional Unit not defined by ICS: Neighborhoods (CERPP, providing resources for neighborhood information collection, firefighting and rescue). ICS specifies another Unit, Coroner, whose duties are handled by the Medical Unit if required.

References

A more detailed checklist and checklists for ongoing operation are in the EOC Handbook and Checklist, page 21, and the EOC Emergency/Disaster Response Handbook, section 9.

Operations Startup Checklist

- Sign the check in sheet (ICS Form 211B); put one out if there isn't one already.
- Report to the Director of Emergency Services or designee.
- Set up your workstation and review position responsibilities. Verify that you have what you need, for example phone, computer, reference documents and forms. Supplies for your section are in cabinet #2 under the counter.
- Determine staffing requirements and assign personnel as necessary.
- Open and maintain a log (ICS Form 214), including messages received, actions taken, decisions with justification and documentation, requests filed and personnel assigned with time on duty.
- Ensure that the Operations Section is set up properly and that appropriate personnel, equipment and supplies are in place, including maps and status boards.
- Meet with Planning Section Chief to obtain or provide a preliminary situation briefing.
- Based on the situation, activate the Units that will be required to respond to the emergency. These will probably include Fire, Law Enforcement, Public Works, Medical and Neighborhoods. "Activate the Units" means to start the function, which may or may not involve assigning a separate person.
- Ensure that a Medical Plan (ICS Form 206) is available.
- Obtain a current communications status briefing from the Communications Unit Leader in Logistics. Ensure that there are adequate phones, radio equipment and frequencies available for the Operations Section.
- Establish radio or cell-phone communications with incident commanders in field positions, and coordinate accordingly. Each active unit should establish or verify communication with its resources.
- Prepare to handle incoming field incident reports from Triage in Planning. See "Field Incident Reports" in the EOC Operation Overview for more information.*
- Provide situation and resources information to the Planning Section regularly, when significant event occur, and when significant new information is available.

(* tentative)

Logistics Role and Overview

Introduction

This section is responsible for supplying the materials, facilities and personnel needed for the emergency operations. Portola Valley's EOC typically needs a Communications Unit, which sets up and operates radio, data and telephone facilities; a Personnel Unit, which obtains, coordinates and allocates paid and volunteer personnel other than for Fire and Law Enforcement; and a Supply Unit, which obtains and arranges for delivery of materials, equipment and supplies needed for emergency response. Other possibilities include the Care and Shelter Unit, which coordinates with the American Red Cross and other agencies for mass care and sheltering of disaster victims, and also coordinates care and shelter for responders and dependents; the Facilities Unit, which obtains facilities and related staff, furniture, supplies and materials to configure them; and the Transportation Unit, which is responsible for transportation of personnel, equipment and supplies. There may also be a Base Area Manager, who manages check-in, staging, support and check-out of Town and mutual aid resources, and a Facilities Unit, to manage the EOC facility and other facilities.

Resource Types

The Logistics Section obtains and manages resources, which may come from several sources.

Town-Owned Resources. These include facilities and equipment the Town uses regularly or for emergencies; Town-cached supplies and materials; and personnel, including volunteers and staff. Generally, Operations Units know where these are located; a directory of some of these is in the EOC Emergency/Disaster Response Handbook, section 1-d. Town staff and volunteers can access these.

Affiliated-Agency-Owned Resources. These include fire suppression, law enforcement, emergency medical (ambulance) and mass care/shelter. They may or may not be contracted to the Town. These may be accessed by contacting the relevant agency.

Mutual Aid Resources. These may include additional fire and law resources, public works, EOC workers and others. They are resources that are obtained from the county and from other jurisdictions, which may be nearby, elsewhere in the state, or even national. They are accessed by contacting the county ("Operational Area") EOC Logistics Section, if activated; if not, contact the county Office of Emergency Services. Note: Fire and law mutual aid are requested only by Woodside Fire or the Sheriff.

Private Resources. These are typically goods or services from private business, and may range from barricades to heavy equipment teams. The Emergency Resource Directory lists many of these businesses.

References

A more detailed checklist and checklists for ongoing operation are in the EOC Handbook and Checklist, page 39, and the EOC Emergency/Disaster Response Handbook, section 11.

Logistics Startup Checklist

- Sign the check in sheet (ICS Form 211B); put one out if there isn't one already.
- Report to the Director of Emergency Services or designee.
- If not already done, assign a radio operator (Communications Unit) to turn on the CERPP and ham radios, and establish contact with CERPP divisions. One dedicated radio operator is a minimum; when another is available, use for logging and transcribing messages. Ensure that a Communications Plan (ICS Form 205) is available.
- If staffing levels permit, assign a personnel staffer (Personnel Unit) to ensure that all EOC workers sign in and out and to direct other volunteers. Make sure that all EOC workers have signed the check in sheet (ICS Form 211B).
- Set up your workstation and review position responsibilities. Verify that you have what you need, for example phone, computer, reference documents and forms. Supplies for your section are in cabinet #2 under the counter.
- Locate resource information. See the "Guide to EOC Reference Binders"
- Determine staffing requirements and assign additional personnel as necessary.
- Open and maintain a log (ICS Form 214), including messages received, actions taken, decisions with justification and documentation, requests filed and personnel assigned with time on duty.
- Ensure that the Logistics Section is set up properly and that appropriate personnel, equipment and supplies are in place, including maps and status boards.
- If the county ("Operational Area") EOC has been activated, establish communications with its Logistics Branch.
- Meet with the Director of Emergency Services and Section Chiefs to identify immediate resource needs.
- Based on the situation and staffing levels, assign individuals to other functions as required. Someone to obtain materials, equipment and supplies (Supplies Unit) is likely to be needed. Note that Branch Leaders are required only if the number of direct reports exceeds five.
- In consultation with other sections, plan the staffing and supplies that will be needed for 24-hour operation of the EOC, if required. These may include replacement personnel, food, water, sleeping and hygiene facilities, medical care and fuel for the generator.
- Ensure that records are kept of personnel time and costs for later analysis and reimbursement. This is particularly important for the Supplies Unit.

Finance Role and Overview

Introduction

This section ensures that all financial records are maintained throughout the emergency for analysis and reimbursement, and that a current financial status is kept up to date. Typically records are maintained that are related to personnel time spent, costs incurred, and claims made. In the early stages of a Portola Valley emergency this section is likely not staffed, but staff members in other sections are directed to keep written records of these items for later forwarding to the Finance Section.

References

A more detailed checklist and checklists for ongoing operation are in the EOC Handbook and Checklist, page 59, and the EOC Emergency/Disaster Response Handbook, section 12.

Finance Startup Checklist

- Sign the check in sheet (ICS Form 211B); put one out if there isn't one already.
- Report to the Director of Emergency Services or designee.
- Set up your workstation and review position responsibilities. Verify that you have what you need, for example phone, computer, reference documents and forms. Supplies for your section are in cabinet #2 under the counter.
- Determine staffing requirements and assign personnel as necessary.
- Open and maintain a log (ICS Form 214), including messages received, actions taken, decisions with justification and documentation, requests filed and personnel assigned with time on duty.
- Ensure that the Finance Section is set up properly and that appropriate personnel, equipment and supplies are in place, including maps and status boards.
- Collect all cost, time and claim records created before the Finance Section was staffed.
- Ensure that all EOC staff time, as well as time sheets from the field, are tracked.
- Work with Logistics to make sure that all purchases of goods and services are accounted for, and within authorization limits.
- Keep the Director of Emergency Services, General Staff, and elected officials informed about the current fiscal situation.

EOC Operation Overview

1 Description and Purpose of the EOC

The Emergency Operations Center (EOC) is the location from which centralized management of Portola Valley's emergency response is performed. The EOC helps to ensure a coordinated response by the Director of Emergency Services, the emergency management staff, and outside organizations. The EOC provides a centralized focus of authority and allows face-to-face coordination among personnel who must make decisions regarding priorities in the use of resources. The following are among the functions performed by the EOC:

- Receive and disseminate warnings
- Coordinate emergency operations among the agencies and organizations involved.
- Develop policies and determine the state of emergency for elected officials.
- Collect intelligence from and disseminate information to the various EOC representatives, other jurisdictions, state and federal agencies.
- Maintain current maps and information display boards.
- Prioritize response and the allocation of resources.
- Control and coordinate the operations and logistical support resources.
- Coordinate mutual aid for resources other than fire and law.
- Receive field incident reports (injuries, fires, and others) and dispatch appropriate resources.
- Maintain accurate records of personnel time, funds expended, and claims, for later analysis and reimbursement.

2 ICS and SEMS Principles

The Incident Command System (ICS) is a standard way of naming, organizing and utilizing resources – facilities, equipment, personnel, procedures and communications – within a common organizational structure to facilitate achievement of stated response objectives pertinent to an emergency. It has a number of features designed to work well in a complex, evolving situation, particularly when multiple agencies are involved.

- Standard organization. The organization for a response is always consistent with a standard pattern, though positions in the organization are not filled if they are not needed. The roles of the various organizational units are also standardized, as are the names of many positions and objects. This means that mutual aid personnel can quickly understand and work in a new EOC.

- Fluid organization. As needs for different activities come and go, the organization may be expanded or contracted as needed. Generally, there should be no less than three nor more than seven direct reports for any position (called “span of control”).
- Incident commander. The person in overall charge of the EOC, and who fills the role of “incident commander”, is the Director of Emergency Services, who is or is designated by the Town Manager. All EOC sections report to this person, who may also be called the EOC Director.

“Incident” in this case is a generic term because ICS is used to manage all kinds of activities. We use the term “emergency” for the overall response to avoid confusion with field incidents such as house fires.

The Standardized Emergency Management System (SEMS) describes how different jurisdictional units organize for emergency response. Its use is required by state law for multi-jurisdictional or multi-agency responses, which would be the case for most Portola Valley emergencies. Among other things, it mandates the use of ICS.

3 EOC Leadership and Activation

The Director of Emergency Services has overall responsibility for the Town’s response to the emergency. Within the Incident Command System structure, the Director of Emergency Services generally fills the role of Incident Commander for the EOC (“EOC Director”). All EOC Section Chiefs report to this person.

By municipal code, the Town Manager is the Director of Emergency Services. If the Town Manager is not available or is unable to serve, the Mayor, Vice-Mayor, most recent past Mayor, or other Council members by seniority (in that order) steps in to serve as Acting Director of Emergency Services. If the Director (or Acting Director) of Emergency Services is not experienced with the procedures of the EOC, an Emergency Management Coordinator may be appointed to assist, as staffing levels permit.

Among other duties, the Director of Emergency Services “activates” the EOC when required by the situation. Activation notifies the next higher level in the state’s emergency structure, which is the Operational Area EOC, that an emergency condition exists and resources may be required. Portola Valley is in the San Mateo County Operational Area. Activation is done by a simple notification to the county, by someone with the proper authority.

Normal ICS procedures are used to select an EOC Director until the Director of Emergency Services takes over. This means that the first person on scene is the first EOC Director, and another staff member with more training, more experience or at a more senior level may step in on arrival. This person may set up the EOC, organize the staff and begin the response, but has no special powers to officially activate the EOC, to compel service by staff or volunteers, or to request mutual aid resources.

4 EOC Organization Overview

EOC organization conforms to the ICS template. This template identifies more than thirty leaders of organizational units. However, at any given time only the positions that currently play a role in the response are staffed, and it is possible that a single individual may staff more than one position; the

Portola Valley organization would be much smaller. At the start, the organization consists of a single person – the Director of Emergency Services – and then changes as needs and staff availability change.

There are five sections in the EOC. In this description terms like “Section” and “Unit” may actually refer to functions that are performed by just a few people; what is important is that someone is assigned to perform the functions.

Management Section. The management section consists of the Director of Emergency Services, to whom all other sections report, and the Command Staff. The staff positions are:

- Public Information Officer, who provides appropriate and accurate information to media and to the public. In Portola Valley, this position is likely to be staffed if there is media interest in the emergency or response, or if there is important information to release to the public.
- Legal Officer, who provides legal advice to Director of Emergency Services and the Town Council and manages legal affairs related to the emergency. In the early stages of an emergency in Portola Valley, this position will be unstaffed, except as needed for declarations and proclamations. Later on, the Town Attorney serves as the Legal Officer.
- Safety Officer, who maintains a safe working environment for EOC staff. In Portola Valley, this is an active and important function when the EOC is starting up or occupying a new facility, and otherwise it can usually be handled by another staff person.
- Liaison Officer, who is a point of contact with other agencies involved in the response, which could include Woodside Fire, the Sheriff’s Office, county Public Works and other county resources, public utilities, hospitals and similar organizations. The Liaison Officer is the supervisor of other agency representatives in the EOC. In Portola Valley, this position is usually staffed by the Director of Emergency Services.
- Security Officer, who is responsible for the security of the EOC and support facilities, including controlling individuals’ access to the EOC. In Portola Valley, this position is usually staffed by the Director of Emergency Services, unless a security situation develops.
- Emergency Management Coordinator, who is a “procedures person” advising the Director of Emergency Services in his or her responsibilities. In Portola Valley, this position would normally be unstaffed unless the Director of Emergency Services is inexperienced with EOC procedures and someone with more expertise is available.

Planning Section. This section is responsible for collecting, analyzing and displaying situation information; preparing Situation Status Reports; facilitating Action Planning and preparing and distributing the EOC Action Plan; providing certain services to other sections and units; and documenting and maintaining files on EOC activities. One important unit is the Message Coordinator Unit, which receives and logs reports of field incidents such as house fires, moves messages within the EOC (for example, from radio operators to relevant addressees), and distributes various reports to

sections. In Portola Valley's EOC, the Planning Section is also responsible for the tactical function of triaging reports of field incidents, determining an appropriate response, and if appropriate forwarding to the Operations Section for action. This process is further described in "Field Incident Reports", below.

Operations Section. This section is responsible for managing all tactical operations directly applicable to the emergency response. It participates in creating and modifying the EOC Action Plan, activates operational units as needed, and requests resources from the Logistics Section. The units of the Operations Section in Portola Valley may include Fire (interacting with Woodside Fire), Law Enforcement (supervising the deputies assigned by the Sheriff's Office), Public Works (supervising staff and volunteers, such as the Public Works Committee, and including structural inspections), and Medical (responsible for the Medical Response Corps, when established, and medical supplies and facilities). The Portola Valley EOC contains an additional Unit not defined by ICS: Neighborhoods (CERPP, providing resources for neighborhood information collection, firefighting and rescue).

Logistics Section. This section is responsible for supplying the materials, facilities and personnel needed for the emergency operations. It is divided into two branches, Services and Support, and a number of units: The Communications Unit sets up and operates radio, data and telephone facilities; the Personnel Unit obtains, coordinates and allocates paid and volunteer personnel other than for Fire and Law Enforcement; the Care and Shelter Unit coordinates with the American Red Cross and other agencies for mass care and sheltering of disaster victims, and also coordinates care and shelter for responders and dependents; the Supply Unit obtains and arranges for delivery of materials, equipment and supplies needed for emergency response; the Facilities Unit obtains facilities and related staff, furniture, supplies and materials to configure them; and the Transportation Unit is responsible for transportation of personnel, equipment and supplies. Portola Valley's EOC typically has need of a Communications Unit, which is one of the first positions to be established, and also a Personnel Unit and a Supply Unit. There may also be a Base Area Manager, who manages check-in, staging, support and check-out of Town and mutual aid resources.

Finance Section. This section ensures that all financial records are maintained throughout the emergency for analysis and reimbursement, and that a current financial status is kept up to date. Typically records are maintained that are related to personnel time spent, costs incurred, and claims made. In the early stages of an emergency this section is likely not staffed, but other EOC workers are directed to keep written records of these items and keep them for later forwarding to this section.

5 Field Incident Reports

In addition to the strategic and coordination role that EOCs usually have, the Portola Valley EOC acts as a processing point for some incident reports from the field. The incidents may be house fires, blocked roads, overflowing drains, injuries or any other event that requires an emergency response. Not all incidents will be reported through the EOC; for example, if 911 is operational, fires are likely to be reported directly to the fire dispatcher. Those that the EOC receives are triaged, and then an appropriate response is mounted. This section describes the process of handling these reports.

Sources and Distribution of Reports

Field incident reports are received from a variety of source, including:

- Telephone. A report may be submitted by calling the Town office, or the telephones of Town officials if the submitter knows them. This is not particularly likely because if phones are operational the submitter is likely to call 911. Calls will be taken by the Message Coordinator in the Planning Section.
- Walk-in. An individual may make his or her way to the EOC and report a field incident in person. This could happen for a lower-priority event where the submitter has no access to communications. Reports will be taken by the Message Coordinator in the Planning Section.
- Radio. In most cases, radio reports will come from CERPP divisions and will be received in our radio room. However, it is possible that reports will be received using any of our radios. The Radio Operator transcribes the report and it is picked up by the Message Coordinator in the Planning Section.

In any case, the report is made using the "field incident report" form, which includes information about the submitter, the nature of the field incident, and its location. The Message Coordinator keeps the last copy (if it has not already been removed by a radio operator), and gives the remaining two copies to the Planning Section for triage and response.

Before passing it on, however, the Message Coordinator does three things: First, a sequential field incident number is assigned to the incident, which is written on the form. Second, the incident is recorded in a permanent field incident log, containing the time, field incident number, location and type. Third, this information is also written on a public display board with a status of "New".

Analysis and Determination of Response

Considering the nature of the report, its priority relative to other field incidents, and availability of resources, the triage staffer determines whether it should receive a response now, be deferred, or be closed. If a response is required, the triage staffer determines the appropriate type(s) of response. In any case, the determination is written in the "Actions" section of the form, and the status replaces "New" on the status board.

If a response is required, the second copy of the form is forwarded to the Operations Section for action. The first is retained by the Planning Section to allow tracking. If no response is required, or response is deferred, both copies are kept.

The triage staffer may reconsider the priorities at a later date, and for example may request a response for a field incident that had been deferred.

Response Execution

The Operations Section gives the form to the appropriate Unit for action. The Unit will contact its resources, as appropriate, to cause the action to occur. If a Fire or EMS response is required, a phone call (363-4911), microwave call, or ham radio call is made to County Communications to report it, *and* Woodside Fire is notified directly via any available communication means. If more than one Unit needs to respond, a copy of the form should be made, or a separate message created.

Operations or the Unit should write in the "Actions" section of the form any actions or status related to the field incident. This is in addition to any logs that the Section or Unit keep for its own records.

Feedback

The responding Unit(s) should provide feedback to the submitter when there is a significant change in status. This includes providing a responder ETA when it is available, a notification that the response is indefinitely deferred, or other significant information. This is done by writing out a message to the submitter, typically sent via the same communication channel that was used when submitting the report. The message is given to the Message Coordinator.

Closure

When response is complete, the field incident can be closed. The Operations Section marks the closure on the form and returns it to the Planning Section, who combines it with the original Planning copy of the form and files it. Throughout this process, the incident's status is updated on the public display board. When a field incident is closed, the status should be marked "Closed", and the incident may be removed from the board (oldest first) when space is needed for a new incident.

Guide To EOC Reference Binders

The Portola Valley EOC Reference binders are large, but most is needed seldom or never in an emergency.

EOC Emergency/Disaster Response Handbook ("Reference" – black three-ring binder). This binder was prepared by the Town, following a template provided by San Mateo County OES. It contains contacts, resources and references specific to the Town; applicable codes, regulations, resolutions; detailed SEMS/ICS procedures for operating the EOC (generic, not Town specific); and various other information.

Emergency Resource Directory ("Resources" – white three-ring binder). This binder was prepared by a contractor for Woodside Fire. It is a directory of a variety of suppliers of materials, supplies, equipment and services that may be needed in an emergency. It also contains contact lists, near the end.

EOC Handbook and Checklist ("Checklist" – yellow-green 4" x 8" spiral bound book). This quick-reference binder was prepared by the county for use by jurisdictions.

Reference Organization

Chapter 1: General EOC information, plus Town reference information.

1. EOC startup (superseded), activation, field incident handling (superseded), and Town equipment and supplies inventory.
2. Contact information and additional reference information.
3. Streets and Emergency Exit Routes.
4. Relevant codes and regulations.
5. Radio procedures.

Chapter 2: Generic reference to EOC operation (not Portola Valley specific).

6. EOC overview (summarized elsewhere).
7. EOC activation procedures.
- 8 to 12. EOC section references.

Chapter 3: Additional reference information (selected items are listed below).

Tab 1. EOC action planning process.

Tab 3. Emergency proclamations and resolutions (needed by Council).

Tab 10. State law regarding continuity of government.

Where Do I Find...

This page lists the locations of reference information found in the binders.

Telephone numbers (including microwave) of contacts in government and elsewhere?

Reference, section 2; Resources (near back). (Note: Use microwave directory kept under phone.)

Resources owned by the Town, including equipment and cached materials and supplies?

Reference, section 1-d.

Resources not owned by the Town that might be needed in an emergency, including facilities, agencies, businesses?

Resources.

Street names, private streets, emergency exit routes?

Reference, section 3.

EOC activation decision and procedures?

Reference, sections 1-b and 7.

EOC startup and operation procedures?

Reference, sections 6, 8 through 12, and Tab 1. Reference cards are easier to use and more specific to Portola Valley, but do not include as many details.

Codes, regulations, resolutions, proclamations?

Reference, sections 4, Tab 3 and Tab 10.

Work Needed

This is a partial list of additional information required for the Handbook. In addition, it needs some reorganization and updating to be more usable. We also must avoid duplicated information since it will be a maintenance problem.

- Reference for activating SMCAAlert and telephone notification system.
- Additional communication reference information.
- Guide to maintaining the reference information.