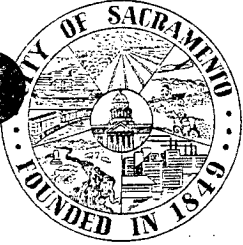


CITY OF SACRAMENTO CALIFORNIA



OFFICE OF THE
CITY MANAGER

May 14, 1986

CITY HALL
915 I STREET - 95814
(916) 449-5704

Transportation & Community Development Committee
Sacramento, California

Honorable Members In Session:

**SUBJECT: CITY DISASTER PLAN UPDATE AND REPORT ON EMERGENCY RESPONSE
TO THE FEBRUARY 1986 FLOODING**

CITY DISASTER PLAN UPDATE

The existing City Emergency Plan was written and readopted in September of 1983 utilizing the format which is the standard for that required by the State Office of Emergency Services. That format was developed on the Federal level with a heavy emphasis on civil defense. The standards for the format are now being revised throughout the United States to develop a stronger emphasis on disaster planning and to establish a text that remains the same on a national basis with modifications and changes to "annexes" or operational sections based on changes in organizational structures, areas of responsibility, etc.

The City Fire Department is the responsible organization within the City structure for the development and maintenance of the overall City Emergency Plan. A brief description of the history of the City's Emergency Planning is contained on pages one through three of the attached memorandum from Fire Chief William R. Powell dated April 17, 1986. The Fire Department has already initiated the process to accomplish City-wide rewriting of the Multi Hazard Plan targeted for completion by September 15, 1986. The project for Sacramento City and County is under the direction of a private consultant hired through the State Office of Emergency Services. The City, with the assistance of the consultant and State OES, will review and evaluate all internal and external emergency services required for the establishment of a comprehensive Multi Hazard Plan for the City.

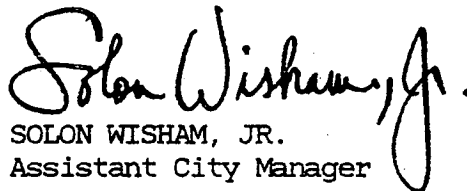
Upon completion of the rewrite, the Plan will be utilized in exercises for training and evaluation purposes, i.e. a dry runs using a hypothetical major emergency. The City and County staff are engaged in discussions which will lead to some level of joint emergency planning for the deployment of emergency services during a major disaster within the urbanized areas of Sacramento County.

EMERGENCY RESPONSE TO THE FEBRUARY, 1986 FLOODING

During the period of February 17th through February 20th, various departments of the City organization were placed on emergency alert when it became apparent that the series of storms which began on February 11, 1986, were placing the City and urbanized areas of Sacramento County in considerable jeopardy due to excessive stream flows in the lower Sacramento and American Rivers. City administrators and emergency personnel joined hundreds of County, State and Federal officials in an effort to develop an adequate response when flooding occurred in the urbanized area.

A detailed, day by day description of activities that occurred at the City Emergency Operation Center are reported in the memorandum produced by Fire Chief William R. Powell dated April 17, 1986. Chief Powell and his staff will be available to answer questions and to provide some additional guidance to the Council on the actual plan update activity based on new standards and the experience gained from the 1986 floods.

Respectfully Submitted


SOLON WISHAM, JR.
Assistant City Manager

Attachment

May 20, 1986
All Districts



CITY OF SACRAMENTO

DEPARTMENT OF FIRE

FIRE ADMINISTRATION

William R. Powell
Fire Chief

April 17, 1986

M E M O R A N D U M

TO : WALTER J. SLIPE, City Manager
FROM : WILLIAM R. POWELL, Fire Chief
SUBJECT: STORM AND FLOODING ACTIVITIES - FEBRUARY 1986

BACKGROUND ON EMERGENCY PLANNING

Prior to 1972, the City and County Emergency Planning was administered by a specific unit assigned to the City and referred to as Civil Defense. In the beginning this unit was staffed with 6 employees. This was later reduced to four and in 1972 the unit was disbanded, with one clerk being moved to the Fire Department and the responsibility for City Emergency Planning being assigned to the Fire Department Administration.

In 1981 a Fire Department Career Development Captain was assigned the responsibility of the City Emergency Plan and one-half of his salary was reimbursed from the Federal Government through the State Office of Emergency Services.

In 1983 the City Emergency Plan was rewritten as per the federal requirements (every 4 years). The City Emergency Plan as it is currently written consists of the Basic Plan with identified authorities and references and thirteen annexes which are listed below:

1. Fire Service (Mutual Aid and Automatic Aid Plans)
2. Sacramento Area Warning Plan
3. Radiological Defense Part I and II
4. Transportation
5. Law Enforcement
6. Welfare/Shelter Service (Red Cross)

7. Utility Service (Gas and Electric)
8. Purchase and Supply Service
9. Petroleum Supply
10. Communications Service
 - A. RACES Section
11. Engineering
12. Utility Service (Water and Sewer)
13. Medical and Health Service

The Captain's position, assigned to the City Emergency Plan is responsible for coordinating our plan with the County Emergency Plan and then to the State Plan through the Office of Emergency Services. The statement "coordinate our plan" covers a multitude of responsibilities; from the conversion of our Warning Sirens, the development of required reports, the training related to the plan, to rewriting of the actual plan itself, along with other related activities.

There has been a shifting of philosophy by those who administer the Federal Emergency Program from primarily war time program to a program that is geared to handle all types of emergencies from earthquake, flood, hazardous materials, major accidents, etc.. This has brought about the revising of the format for the Emergency Plan. California is the lead State in this program. So far six (6) plans have been rewritten under the direction of a consultant hired through the Office of Emergency Services:

1. San Diego
2. Anaheim
3. Fresno
4. Stanislaus County
5. Watsonville
6. Butte County

April 17, 1986

Sacramento City and Sacramento County have been selected to be the next area to receive the services to rewrite our Emergency Plan into its new context. This will take place between May and September with a target date for completion of September 15th.

The project will require the assistance of all City departments and each annex will be rewritten.

When completed the plan will be exercised.

1986 FLOOD BACKGROUND

2-17-86 During the period of emergency so many activities/actions took place that it would be impossible for the reader to get an overview of the major problems and activities if they were all included in this report. I will touch on the high points recognizing that for clarification it may be necessary to go back to a specific period in time or a specific area in a supplemental report.

The first flooding incident that was reported to the Fire Department was the Cal Expo Horse Barn area. This flooding, although related to the storm, was caused primarily by the failure of the pumps that handle the drainage in this area. Approximately 25 people and 60 horses were evacuated from the area. This evacuation was complicated by the horses not wanting to leave their stalls due to the water.

The first call regarding a possible major flooding situation was received by the Fire Department's on-call Duty Officer from the Office of Emergency Services on Monday, February 17, 1986, (holiday - Washington's Birthday) at approximately 4:00 PM. The message was relayed to me at approximately 4:10 PM at which time I contacted William Medigovich, Director of the Office of Emergency Services, to confirm the information of high water releases in both the Sacramento and American Rivers due to the continual heavy rains being received.

The best information at that time was that the water would continue to rise until it reached maximum capacity sometime tomorrow (2-18-86).

2-17-86 The City Manager was alerted to the potential problem. City Engineer Mel Johnson was contacted and he advised us that City personnel were patrolling the Sacramento River and the American River Flood Control District was patrolling the American River.

At 7:00 PM the City Emergency Operation Center was activated at the Fire Department Administration Office. The City Police Department was notified along with the County Emergency Planning Division. The Captain in charge of Emergency Planning was dispatched to the County Emergency Operations Center as a liaison. (This is a normal operating procedure which gives us constant contact with the County and their action.) A Fire Department Captain was sent to the Communication Center to assist in handling the increased workload.

Personnel from Radio Amateur Civil Emergency Services (RACES) activated their equipment in the Emergency Operation Center with a net composed of 7 vehicles equipped with radio equipment.

The Fire Department Reserve's were activated and reported to the Fire Department training facility with their apparatus. Fifteen personnel responded.

The first priority was to assist the people living in the Riverdale Auto Court, American River and Highway 160. Historically, this is the first residential facilities to be endangered with high water on the American River. Engine companies were dispatched to the facility and with the assistance of Police units all residents with one exception were evacuated.

Red Cross had been contacted and had established the Norte Del Rio School as a shelter for the residents of Riverdale Auto Court.

Through our contact with the Office of Emergency Services and the County Emergency Operation Center we were informed that the anticipated problem area would be the American River from the Watt Avenue Bridge to the Cal Expo Area. There was concern as to what damage the excessive water would cause to the levee along side of

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River Park; (this was based on the previous experience during the high water of 1964 when emergency rocking was required), and the possible flooding to the northeast through Campus Commons area as experienced in previous high water incidents along with Cal Expo.

2-17-86 At 7:15 PM we received a request from the McClellan Air Base Fire Department for use of the State O.E.S. 200 pumping unit housed at our Station Seven. McClellan was experiencing flooding and was concerned that it would get into their industrial waste treatment plant.

Contact was made with State O.E.S. and it was agreed that we should try to keep the Sharps Unit for future problems and O.E.S. would transport two pumps to McClellan for their assistance.

At 7:30 PM contact was made with the American River Flood Patrol. Contact had also been established with the State Flood Control and we were receiving periodic reports on height and volume of water.

By 10:00 PM all staff personnel that could be reached were called back to duty, along with some line personnel.

At about this point in time the Fire Department E.O.C. began handling the move-up of apparatus and special assignment of equipment and personnel due to the heavy load of calls being received by the Local Government Console at the Communications Center. A direct phone line connects the Communication Center with the E.O.C..

The Fire Department training facilities was designated as a staging area for manpower, equipment and apparatus.

In reviewing the maps it was determined that if a break did occur in the areas that the County had identified, that we would set up two evacuation points. For River Park we would use the National Guard Armory; for the Glenbrook area we would consider the U.S. Army Depot, Fruitridge and Florin-Perkins Roads, with a fall back position of Hiram Johnson High School, 65th and 14th Avenue, depending on the direction of the water.

On the northeast side of the American River, Mira Loma High School, 4000 Edison Avenue, was designated as a shelter facility.

A schedule had been established with the Flood Control Center and we were given periodic updates on anticipated water flow and weather conditions. These reports continued until the E.O.C. was deactivated.

The City Manager received updates of the activities that were taking place.

2-18-86 Between 4:00 AM and 8:00 AM the school districts in the targeted area were contacted and informed of the potential flooding problem. Care centers in the target areas were also notified.

At 8:00 AM the National Guard Armory at Janey Way was contacted and permission to utilize the facilities for a field command post and shelter facility was received.

At approximately 8:30 AM a team of Police Officers arrived at the E.O.C. and plans were established for anticipated evacuation procedures.

At 9:12 AM the City Manager arrived and was brought up to date on current information and action taken.

Approximately 10:30 AM the Fire Department Field Command Post at the Armory, J Street and Janey Way, became operational.

At 12:57 PM we received a call from the trailer park on El Centro Road that their pumps on their drainage system had burned out and flooding was beginning to occur. O.E.S. 200 with two 1500 gallon per minute pumps and 5 inch hose was dispatched and pumped until 7:42 PM at which time the pumps had been repaired.

At 2:15 PM we were notified by County E.O.C. that the Auburn Coffey Dam had failed but Folsom Dam could handle impact.

Bureau of Reclamation will meet at 4:00 PM to determine release statistics.

At 5:00 PM City Manager and Harry Behrens, Water Department arrived. Report was received from Flood Control on releases. The City Manager remained at the E.O.C. through the evening and the following day. A staff member from Engineering/Water Department was assigned to the E.O.C. through the rest of the emergency by shifts.

At 10:25 PM some flooding starting to occur near Rivera Drive. Battalion 4 dispatched to area.

2-19-86 At 12:34 AM sand bags have let go at Rio Linda and Rivera Drive. Evacuation started down Rivera Street from Rio Linda Boulevard to Marysville Boulevard. Companies dispatched to assist evacuation. Red Cross utilizing Norte Del Rio School and Grant Union School for shelters.

At 5:36 AM fire reported in apartment, 3300 block of Rio Linda Boulevard. Building surrounded with 24 to 30 inches of water. Fire upgraded to second alarm (two apartments lost).

At 5:59 AM call for units to assist evacuation on Fairbanks, Norwood also (Strawberry Manor).

At 12:37 PM Engine 3 (Natomas) was moved to Metropolitan Airport Fire Department quarters because of fire station location below Sacramento River levees and major problem had switched to Sacramento River boils. Engine 3 returned February 20, 1:45 PM.

At 2:46 PM house fire reported 3238 Kinnaird Way (Strawberry Manor). House surrounded by 4 to 6 feet of water. Firefighters had to use rafts to float equipment to fight fire.

At 3:00 PM two teams of Firefighters were sent to north area to do damage assessment reports on structures.

When the flooding began at Rio Linda and Rivera Street, calls were placed for P.G.&E. and S.M.U.D. personnel to assist in shutting off power and gas to flooded structures. Their exact arrival time is not recorded in our notes however it is on our communication tapes. Their personnel assisted and remained on the scene until all units were shut off.

2-20-86 Received Mutual Aid call from State Office of Emergency Services that levee had broken at Marysville. Boat 8 was dispatched at 7:30 PM to assist with rescue and evacuation.

At 2:30 PM, four engines and the O.E.S. 200 Unit with two 1500 gallon per minute pumps were sent to Strawberry Manor to assist in pumping out flood water. Pumped for approximately 24 hours.

At 6:04 PM a fire was reported at 241 Cookingham Way, one room.

City Emergency Operations Center was shut down at 1200 Noon, 2-20-86.

County Emergency Operations Center was shut down 2-23-86

CRITIQUE

The performance of the Emergency Operations Center along with the overall activities of City personnel involved in the emergency operations were critiqued following the actual emergency and the following key areas were identified as needing improvement:

1. Orientation/refresher programs for all personnel who will come in contact with the City Emergency Plan.
2. Timely flow of information regarding department activities and operations to the Emergency Operations Center.
3. Exercise the current plan with all City departments.
4. Rewrite the current City Emergency Plan and exercise it when completed.

The 4 items above are the key areas identified as needing improvement. There were many other smaller items identified, however it is felt that the 4 items above when completed will generally cover all items that were identified.

The Table Top Exercises scheduled for August 1 or 8 and the re-writing of the City Plan, scheduled for May through September 15, will make more strides in improving the City's ability to respond when an emergency happens.

Mr. Walter Slipe

-9-

April 17, 1986

It should be remembered that when a disaster does strike by its' unscheduled timing, the ultimate goal is organized confusion versus pure confusion.

It should be recognized that during this emergency many City departments and personnel responded above and beyond the normal call of duty, working long hours without rest in very uncomfortable surroundings and with considerable risk involved.

William R Powell

WILLIAM R. POWELL
Chief

WRP:nm