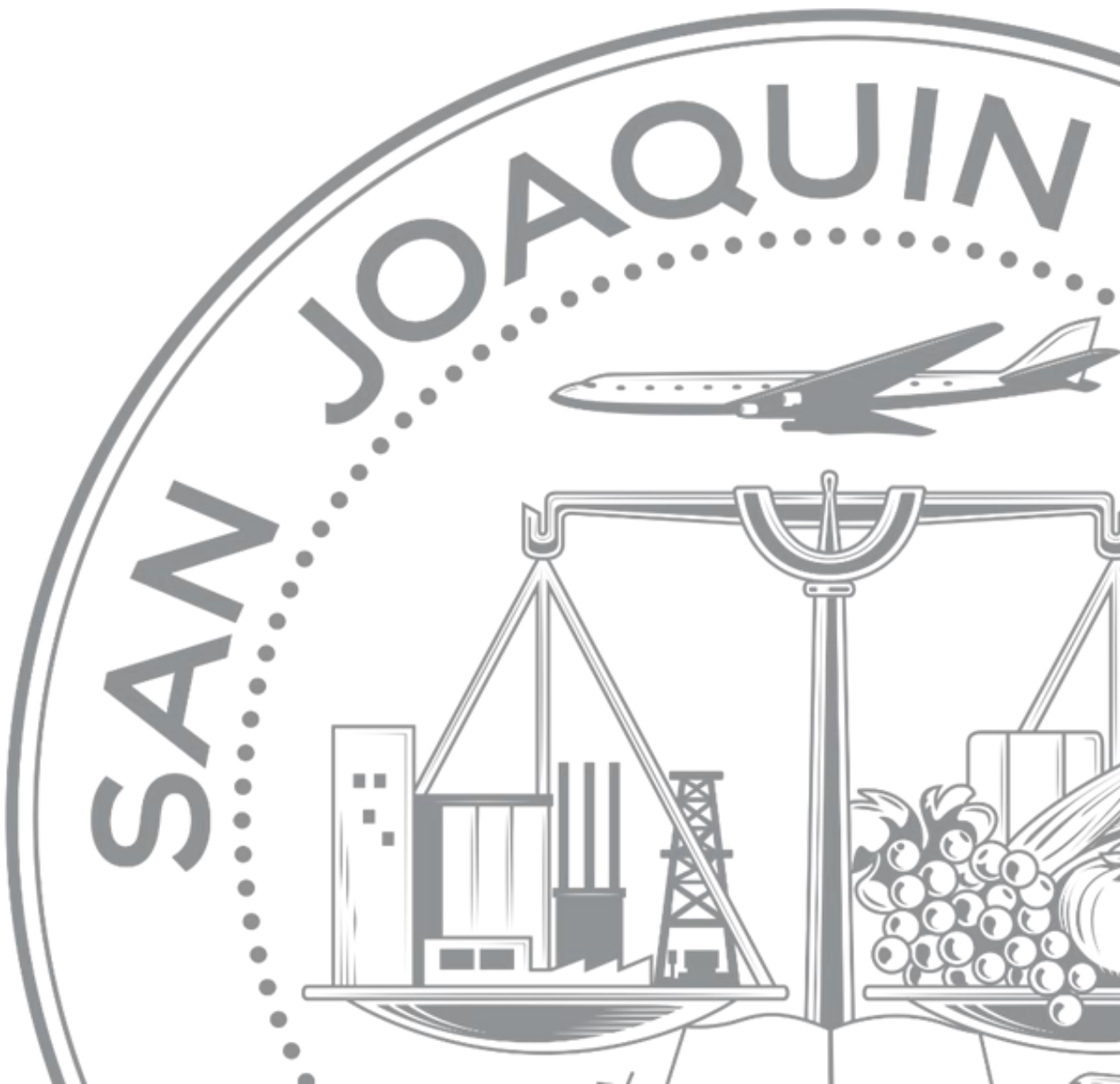




Emergency Support Function-02 Communications

October 2023



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Letter of Promulgation

This Emergency Support Function Annex to the County of San Joaquin Emergency Operations Plan describes how San Joaquin County will manage an emergency incident or disaster mitigation, preparedness, response, and restoration related to this Emergency Support Function. All Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function shall perform the emergency tasks as described, including preparing and maintaining Standard Operating Guidelines and Procedures by carrying out the training, exercises, and plan maintenance needed to support the plan.


The Emergency Support Function plan was developed using the Comprehensive Planning Guide 101 version 3 from the Federal Emergency Management Agency and California's emergency planning guidance documents. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption under the direction of the Director of Emergency Operations. The modified plan will be relayed digitally to all Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function. In addition, the plan will be available on the San Joaquin County Office of Emergency Services webpage and within the Advanced File Library of WebEOC. The Primary assigned agency will coordinate the review and update of the plan with the Support agencies as needed at least every three years. This Emergency Support Function plan supersedes any previous versions.

This Emergency Support Function Annex applies to Primary and Support agencies within San Joaquin County who are assigned responsibilities in *Section 4.5 Responsibilities by Emergency Support Function* of the All-Hazard EOP and/or identified within the Emergency Support Function Annex.

This plan/annex will be formally promulgated by the chairperson of the Disaster Council of San Joaquin County at the next regularly scheduled meeting. The Disaster Council is empowered by County Ordinance to review and approve emergency and mutual aid plans.



Robert Rickman
Chair, San Joaquin County Disaster Council
Director of Emergency Services


Date

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Plan Administration

San Joaquin County Office of Emergency Services Director of Emergency Operations will coordinate review, revise, and re-promulgate this annex at least once every two years or when key changes occur, such as lessons learned from exercises or real events. Changes may be made by the San Joaquin County Director of Emergency Operations without formal Disaster Council’s approval. This document supersedes all previous communications annexes for the Operational Area.

Record of Changes

All updates and revisions to this annex will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Change made by (name/title)	Summary of Changes

Plan Distribution

San Joaquin County Office of Emergency Services maintains the San Joaquin County Emergency Operations Plan in the San Joaquin County Emergency Operations Center Library. This document upon signature will become an annex to the Emergency Operations Plan. The primary method of distribution is electronic, with a copy available in the Advanced File Library of the Web based information-sharing database WebEOC and on the San Joaquin County Web page.

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- Primary Agency:** San Joaquin County Information Systems Division
- Supporting Agencies:** San Joaquin County Office of Emergency Services
San Joaquin County Sheriff’s Office (Communications)
Operational Area Fire Districts/Departments
City Police Departments
San Joaquin County Emergency Medical Services Agency
Valley Regional Emergency Communications Center (VRECC)
Port of Stockton Police
College/University/School Police Departments
San Joaquin County Joint Radio Users Group
Amateur Radio Emergency Services (ARES)

1 EXECUTIVE SUMMARY

Emergency Communications is defined as a required public safety communications system that enables one or more users to pass to one or more other users, information of any nature delivered in any usable form, by wire, radio, visual, or other electrical, electromagnetic, or optical means. Communications in San Joaquin County (County) serves a wide range of support including law enforcement, fire protection, emergency management, emergency response, health and medical services, transportation management, flood control, criminal detention and rehabilitation, search and rescue operations, and other services to over 750,000 residents and visitors. To effectively provide these services, the public safety and public services agencies must be able to communicate effectively as they prepare for, respond to, and recover from routine and emergency operations, natural disasters and acts of terrorism.

2 INTRODUCTION

2.1 PURPOSE

Emergency Support Function - 02 Communications (ESF-02) describes how the County will provide for, support, and enhance the requisite technology (hardware and software) for emergency communications systems, alert, warning and notification systems, and redundant communications systems during all phases of emergency management cycle, including response and recovery operations. ESF-02 will identify and establish methods to maintain a common operating picture of an incident.

2.2 SCOPE

The following activities are within the scope of ESF-02:

2.2.1 Alert and Warning

- Maintain reliable alert, warning, and notification system.
- Disseminate emergency alerts by the Incident Commander (IC), Emergency Operations Command (EOC) Manager, EOC Unified Command, or Public Information Officer (PIO)

2.2.2 Communications Systems

- Establish and maintain an effective communications system, including County-owned and commercially leased systems for use in a disaster.
- Coordinate the provision of redundant and temporary communications as required.
- Monitor and report on the overall status of the County's communications infrastructure during a disaster.
- Maintain the County's critical information technology infrastructure including, but not limited to, the provision of cybersecurity measures.
- Coordinate County support of local communications systems as required and/or requested.
- Managing and coordinating all emergency communication systems and networks within the EOC.

3 GUIDELINES

The designated primary and support agencies are responsible for and committed to staffing and implementing this ESF at the time of its activation by San Joaquin County Office of Emergency Services (OES). This annex will be implemented in a manner consistent with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), the emergency operations plan (EOP), applicable agency procedures and policies, and all applicable regulations and statutes.

The priorities for emergency operations implemented by this ESF will be consistent with and supportive of the objectives set forth in the Emergency Action Plan by the EOC. When the resources and capabilities available are limited, resource allocation will be in accordance with the priorities established by the San Joaquin Multi-Agency Coordination Group (SJ MAC Group).

4 ASSUMPTIONS

4.1 SITUATION

The County is faced with several hazards that may require communications support. Certain considerations should be considered when planning for and implementing ESF-02 activities, including the following:

- For the purposes of this document “communication” is defined as the transference of information and may involve the representation, transfer, interpretation, and processing of data among persons, places, and machines. The term may also refer to the transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic systems.
- The distribution of accurate and timely information is a critical component of any effective emergency response effort.
- A large-scale incident may result in a surge of user requests for utilization access to the local telecommunications infrastructure (e.g., jammed cell and landline phone switches, high-speed internet bandwidth degradation, etc.).
- Depending on hazard conditions, access to communications equipment and infrastructure may be limited and prevent the timely restoration of services.

4.2 PLANNING ASSUMPTIONS

The following planning assumptions have been used to develop this ESF. If these assumptions are not valid for a specific event or circumstance, it will be necessary to modify the operational concepts and assigned responsibilities defined herein:

- The primary and support agencies will have adequate personnel and equipment available at the time of ESF activation to support emergency operations.
- To the extent possible, operational local telecommunication capabilities will be utilized to support response operations, even in a diminished capacity.
- The equipment, systems, and supplies normally available to the primary and support agencies needed for emergency operations will remain functional to support the ESF’s operations. Local first responders have identified frequencies to be utilized for operational coordination, direction and control communications.
- The loss of some or all telephone service may reduce or eliminate the effectiveness of the EOC and/or other County offices, including Departmental Operations Centers (DOC).
- All resource requests from mutual aid organizations will be made through the Operational Area (OA) EOC and will be provided on a timely basis where needed in support of emergency operations.
- Large-scale incidents may require extensive coordination or inter-and intra-community communications.
- If electronic emergency information systems are not available (i.e. WebEOC), redundant incident management documentation protocols may be required (e.g., paper logs may be used to record events, communications, and messages; damage assessments; situation reports; resources utilized; staff hours expended, etc.).
- Response to events or incidents which cross over political jurisdictions may have

competing demands and priorities for interoperable communications assets. Owning agencies have authority to designate use of owned assets. During an emergency situation, the San Joaquin Multi-Agency Coordination Group will designate priorities for mutual aid resources. See also the San Joaquin Multi-Agency Coordination Group Annex of the EOP.

4.3 CAPABILITIES

The Tactical Interoperability Communications Plan (TICP)^[CT1] dated May 2018, developed for the OA, further details radio and communications equipment, frequencies, channels, talk groups, ownership, policies, and procedures. The following briefly lists primary capabilities taken into consideration in the development of this annex.

- There are eight (8) 9-1-1 Communications Centers, known as primary Public Safety Answering Points (PSAP) within the County. Primary PSAPs screen 9-1-1 calls in their jurisdiction to determine the nature of the emergency. The Sheriff's Communications Center, is the primary PSAP for the County, primarily servicing the unincorporated area of the County. Seven cities, Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, and Tracy, each operate independent PSAPs servicing the boundaries of their incorporated city limits.
- The Valley Regional Emergency Communications Center (VRECC) is a secondary PSAP and is approved to receive direct transfer of 9-1-1 calls as the designated EMS dispatch center for the County.
- San Joaquin County Med Net radio channels are the primary method of communications between ambulances and receiving hospitals within the county. Med channel 6 is used for prehospital to Disaster Control Facility communications during multi-casualty incidents, to coordinate patient destinations. See EMS Policy No. 3400: Med Net Communications Plan for details.
- There are six (6) Mobile Command Centers (MCC) within the Operational Area operated by the Sheriff's office, Stockton Police Department, Lodi City, Tracy City, Ripon Police and Joint Radio Users Group (JRUG). These MCUs contain mobile radio equipment capable of receiving and transmitting on most county frequencies. These are typically deployed to supplement communications capabilities in incident areas. Detailed information is contained in the Tactical Interoperable Communications Plan (TICP).
- There are numerous public safety/service radios operated by County and City personnel. In the event of telephone failure, daily operations radios will be used as the primary means of communication. Several agencies have a cache of radios for back-up use. These are covered in the TICP.
- The Emergency Alert System (EAS) may be activated to disseminate emergency information via radio, television, and the County website. More information can be found in the Alert and Warning Support Annex.
- OES and Emergency Medical Services Agency have amateur radio stations in their offices and each department has licensed radio operators. County Behavioral Health and Public Health has licensed radio operators as well. All hospitals within the County have amateur radios and several Community Centers are equipped. Amateur radio operator volunteers are available through the Disaster Healthcare Volunteers program for medical/health missions. More information can be found in ESF-17, Volunteer and Donations Management for more information.

- Emergency vehicles equipped with sirens may be a viable means of getting the attention of the public in localized emergencies, but emergency instructions must be provided via public address systems.^[AL2]
- A Delta Interoperable Radio System (DIRS) covers the areas of the Delta Region, reaching five counties (San Joaquin, Contra Costa, Sacramento, Solano and Yolo). More information about the capabilities are covered in the TICP.

5 CONCEPT OF OPERATIONS

5.1 GENERAL

All communication related activities will be consistent with SEMS/NIMS.

- In accordance with the County EOP, and this ESF Annex, the County assigns authority as follows:
 - Information Systems Department is the lead County agency charged with developing and maintaining the County's communication technical equipment and software.
 - Sheriff's Department Communications and OES are responsible for the development and maintenance of the jurisdictions alert, warning, and notification technical systems.
- Requests for assistance will first be issued in accordance with established procedures outlined in ESF-07 Resources.

5.2 DIRECTION AND CONTROL

The primary agency of ESF-02 is County Information Systems Division (ISD) however; emergency communications are primarily the responsibility of the Sheriff's Office and OES. ISD are responsible for maintaining and coordinating the communication networks and systems. When an incident occurs or is threatening, warning issuance and announcements are primarily the responsibility of the Incident Commander, with key support from OES, and the County Sheriff's Office. Other agencies may support the alert and warning issuances as determined by needs and capabilities.

ESF-02 Communications functions under the Logistics Branch.

5.3 EOC OPERATIONS

When Communications related activities are staffed in the EOC, the communications representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to communications.
- Share situation status updates related to communication to inform the development of a situation report by OES.
- Participate in and provide communication-specific reports for EOC briefings.
- Assist in development and communication of communication-related actions to tasked agencies.
- Monitor ongoing communication-related actions.
- Share communication-related information with the Public Information Officer (PIO) to ensure consistent public messaging.
- Coordinate communication-related staffing to ensure the function can be staffed across operational periods.

5.4 ALERT AND WARNING

The warning function for the County requires a coordinated effort between the various levels of government and numerous politically independent agencies as outlined below. Overall coordination of the emergency information and warning process will be handled from the EOC when activated. However, in emergency situations posing an immediate threat to life, any public safety official in the County serving as an Incident Commander, or any other authorized public official, may issue emergency information or warning by the most effective means. Such officials shall notify the OES Duty Officer, through the Sheriff's Dispatch (209-468-4421) as soon as possible to facilitate further notifications and actions as appropriate.

When a potential or actual incident arises, an action process will be implemented through the County OES and/or Incident Commander to notify various agencies, partners, support staff, and public officials during an emergency. Warning dissemination will be under the supervision of the Emergency Manager, with support from the Sheriff's Office. Upon receiving warning information, OES, the private sector, cities, and the public will be instructed to immediately initiate appropriate protective actions based on the nature of the potential hazard and the time available prior to impact.

State officials may issue warning information as a result of severe weather warnings or watches, or any major incident that may affect a large area. Such information may be transmitted over the National Warning System (NAWAS) or the Law Enforcement Data System to local communications centers and police departments and may be broadcast over the EAS to the public. See also the Alert and Warning Support Annex.

Warning information may be initiated by Federal officials and disseminated over National Warning System and the National Oceanic and Atmospheric Administration Weather Radio system. This information may include attack warnings, severe weather warnings, or other incidents which threaten a large area. The receipt and dissemination of warning information may use any or all of the following warning methods:

- NAWAS is a nationwide private telephone communications system funded by the Federal Emergency Management Association (FEMA), which originates at the National Warning Center at Colorado Springs, Colorado. The system has "drops" (telephone instruments with loudspeakers) located at strategic locations within each state. Each state, in turn, controls a system connecting the State with warning points in each county. San Joaquin County's NAWAS line is located at the County Sheriff Communications Center and is monitored on a 24-hour basis. OES has a back-up system available.
- The Emergency Alert System (EAS) is used to send warning via broadcast, cable, satellite and wireless communications pathways. The EAS can be activated by any level of government. These are primarily sent via OES staff.
- Wireless Emergency Alert (WEA) are alerts sent by authorized government alerting agencies that can be received on a mobile device through Mobile Carriers. These include National Weather Service for severe weather alerts, law enforcement for AMBER alerts, and presidential alerts during a national emergency. WEA alerts appear on mobile devices as a text message and are typically accompanied by a special tone and vibration both repeated twice. WEA messages are very short in length and typically must be accompanied by other notification services to provide more detailed instructions.
- Print and social media can provide an effective method of disseminating emergency information. Social media can be helpful in issuing bulletins to inform the public of emergency conditions with or without formal activation of the EAS. Community

newspapers are effective in providing detailed self-help information in slow developing emergency situations (i.e., inclement weather, drought, etc.).

- Most police and fire vehicles are equipped with public address systems that may be used for warning the public in localized emergencies. These would be effective as an alternative to door-to-door notification in small areas with limited populations. In most cases, the public should be instructed to tune in to local television or radio for emergency information.
- In some emergencies, the most effective method of warning may be door-to-door contact. If time and emergency conditions allow, emergency services workers and volunteers can go door to door advising people of emergency instructions. This system would be effective only in emergencies affecting limited areas and populations. Care must be taken to keep unprotected workers from entering hazardous areas to disseminate warning.

Groups that routinely work with special populations (e.g., the hearing impaired, non-English-speaking, physically handicapped, and homebound, etc.) may assist in the dissemination of emergency information to such groups.

5.5 EVACUATION WARNINGS

During slow-moving events, pre-evacuation notice will be given to affected residents if it appears that hazardous conditions warrant such action. Residents should be advised that they may have to evacuate within 30 minutes of notice or less. Those that require additional time to evacuate and those with pets and livestock should leave during evacuation warnings.

Door-to-door notification will also be considered depending on availability of resources, particularly in rural areas. Residential and health care institutions will be notified directly by the County EOC or on-scene authorities. Law enforcement personnel will sweep the evacuated area to ensure that all persons have been advised of the situation and also provide security to affected areas. If time and resources allow additional attention to those who remain, efforts will be made to persuade them to evacuate.

5.6 COMMUNICATIONS SYSTEMS

The Sheriff's Office Dispatch Center is equipped with radio equipment capable of receiving and transmitting on all frequencies used by County public safety agencies. The Sheriff's Mobile Law Enforcement Center also contains radio equipment capable of receiving and transmitting on all frequencies used by County public safety agencies, as well as neighboring jurisdictions.

Additional backup dispatch capabilities exist at the EOC, offers a functional back-up dispatch center capable of communicating with all public safety and fire agencies.

The following communications systems and priorities will be implemented for the County in order to maintain emergency communications:

- Telephones, including cell phones and satellite phones, are considered the primary communication media for administrative support.
- Teletype and two-way radio systems will be used in the coordination and control of operations.
- Two-way radio communication bands available for use in an emergency in the County can be obtained through the EOC.
- Telephones are available in the EOC to support Command Staff, sections, and overall emergency operations.

- A message center will be activated during an emergency and staffed at the EOC to coordinate incoming and outgoing communications.
- The Emergency Manager or designee will activate the Amateur Radio Services to provide personnel for coordinating and managing emergency radio traffic in the field and at the EOC, as needed.
- The Emergency Manager or designee will develop and maintain a County-wide communications resource inventory that will be made available during emergencies through the EOC.

5.7 INTEROPERABLE COMMUNICATIONS

The San Joaquin Operational Area TICP documents the interoperable communications resources available within the designated area, who controls each resource, and what policies or operational procedures exist for the deployment and demobilization of each resource.

5.8 ACCESS AND FUNCTIONAL NEEDS POPULATIONS

Provision of communication-related activities will take into account populations with access and functional needs. The needs of children, older adults or those who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for according to state and federal regulations and guidance.

6 ROLES AND RESPONSIBILITIES (ORGANIZATIONAL RESPONSIBILITIES)

This section outlines the roles and responsibilities assigned to County agencies and community partners to ensure that communications-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

6.1 PRIMARY AGENCY

The identified lead agency for ESF-02 is ISD based upon the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. ISD may not be responsible for all elements of a function, and will coordinate with appropriate supporting agencies. Some tasks include:

- Fill role of ESF-02 Communications Group Supervisor, under the Logistics section.
- Ensure continued access to public warning systems
- Coordinate assessment and restoration of communications infrastructure

6.2 SUPPORTING AGENCIES

Identified County agencies with substantial support roles during major incidents, such as OES, Sheriff's Department Communications, and JRUG.

6.3 COMMUNITY PARTNERS

Identified within this plan as "tasked agencies" based on one or more of the following criteria: the organization's self-defined mission (e.g., disaster relief nonprofit organizations, ARES, RACES); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority.

Agency/Department	Responsibility
Information Systems Department (ISD)	<ul style="list-style-type: none"> • Participate in communications drills/exercises or other appropriate training that may be conducted by County OES. • Coordinate the use of all public and private communications systems necessary during emergencies. • Manage and coordinate all emergency communications within the EOC, once activated. • Maintain operational capacity of the County EOC to support communications activities. • Provide situational updates to County EOC as required to maintain situational awareness and foster a common operating picture. • Establish comprehensive redundant communications for County OES / EOC to include the following methods: Primary: Diversify Commercial Network Connections Alternate: Terrestrial Communication System Contingency: Mobile / Deployable Cellular Systems Emergency: Network Connectivity at Alternate EOC site
Office of Emergency Services (OES)	<ul style="list-style-type: none"> • Establish and maintain procedures for issuing public warnings via the EAS. • Develop and maintain alert and warning systems for major emergencies/disasters, including EAS access. • Establish and maintain procedures for contacting emergency management representatives of incorporated Cities within County. • Engage in routine intelligence gathering and situational awareness activities. • Participate in annual drills and exercises to test the warning process. • Ensure sufficient training is provided on communications equipment, including amateur radios. • Ensure that EOC radio equipment is functioning properly and report any malfunctions to ISD or Director of Emergency Operations.
Sheriff's Office Communications	<ul style="list-style-type: none"> • Monitor and test the NAWAS on a regular basis. • Develop and maintain standard operating procedures to address emergency response needs, including loss of 9-1-1 and/or radio communications with County and backup communications facilities. • Establish and maintain procedures for contacting emergency management representatives of incorporated Cities within County. • Participate in annual drills and exercises to test the warning process. • Develop and maintain alert and warning systems for major emergencies/disasters, including EAS access. • Provide situational updates to County EOC as required to maintain situational awareness and foster a common operating picture.
Incorporated Cities	<ul style="list-style-type: none"> • Establish and maintain procedures for warning the general public, schools, hospitals, etc. within their respective jurisdiction. • Developing, maintaining, and implementing warning annexes and/or procedures to implement the warning function for their jurisdiction. • Provide situational updates to County EOC as required to maintain situational awareness and foster a common operating picture.

7 COMMUNICATION

The preferred methods of communications during emergency is telephone, both landline and cellular phones. In cases where landlines are not functioning, cellular phones and public safety radios may be used. Amateur radio is an option if there are no phone services available.

The standard methods of communications to the public is radio, television, social media, SJReady.org and print. During an emergency activation, OES will coordinate with the JIS to provide public contact phone numbers where citizens can report damage. This line will be staffed until no longer needed.

8 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

Information is to be shared by all agencies involved in the incident to establish a common operating picture throughout the OA. Establishing a common operating picture and maintaining situational awareness is essential to effective incident management.

Information can be shared via the designated virtual Incident Activity Log, and/or Emergency Action Plans, so that all incident personnel maintain situational awareness. Information is to be used by intended recipients to take appropriate response actions.

9 ADMINISTRATION, FINANCE, LOGISTICS

Local jurisdictions within the OA assume responsibility of all local incidents. ICS forms will be used in accordance with SEMS and NIMS prior, during and after an incident to document events. All resources must track hours, mileage, and provide associated documentation to the Finance and Administration Section prior to demobilization.

An After-Action Review (AAR) will be completed after every incident at every jurisdiction. All county agencies will participate in an AAR to develop best practices and lessons learned.

9.1 RESOURCE REQUESTS

Resource requests are submitted through the appropriate channels according to SEMS and the ICS structure established through the EOC. Resource requests will be addressed locally, regionally, then statewide, if necessary. Requests for all supplies, equipment, personnel, etc. should be routed through ESF-07, Logistics, utilizing either virtual or analog Resource Request and Deployment Module (RRDM) as appropriate.

10 PLAN DEVELOPMENT AND MAINTENANCE

The development and maintenance of this ESF plan will be consistent with the guidelines established in the EOP.

11 AUTHORITIES AND REFERENCES

The authorities and references documented in the basic plan of the San Joaquin County EOP are considered applicable to this ESF, in addition the following are also applicable to this function:

- Tactical Interoperability Communications Plan (TICP) San Joaquin County, Operational Area XSJ, May 2018

- Tactical Interoperability Communications Plan (TICP) San Joaquin County, Operational Area XSJ, Appendices, May 2018
- California State Alert and Warning Guidelines, 2019