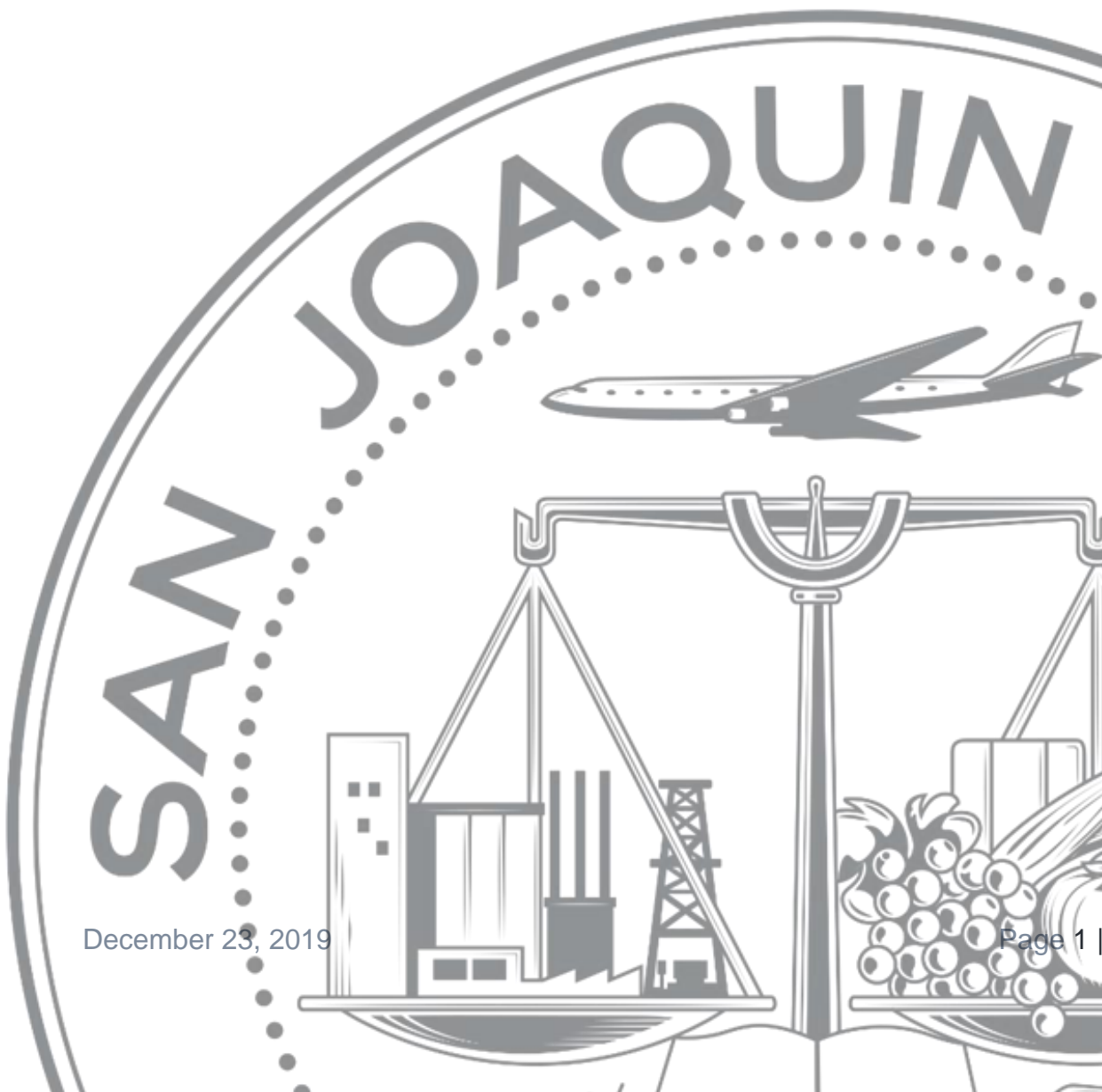# San Joaquin County

Greatness grows here.

Alert and Warning Support Annex

July 22, 2020

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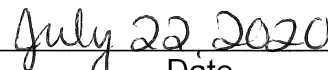
Letter of Promulgation

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

This annex was developed using the Comprehensive Planning Guide 101 version 2 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 annex. 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 two years. This annex supersedes any previous versions.

This Annex applies to Primary and Support agencies within San Joaquin County who are assigned responsibilities in *Section 4.3.1 Responsibilities by Emergency Support Function* of the All-Hazard EOP and/or identified within the ESF Annex.

This plan replaces previous annexes of the same title.

Shellie Lima _____   _July 22, 2020_ _____
Shellie Lima, Director Emergency Operations   Date

This 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.

Marcia Cunningham _____   _August 3, 2020_ _____
Marcia Cunningham   Date
Chair, San Joaquin County Disaster Council
Director of Emergency Services

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. The San Joaquin County Director of Emergency Operations may make changes without formal Disaster Council approval. This document supersedes all previous Alert and Warning hazard 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 County of San Joaquin 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 Emergency Operations Plan distribution is electronic, with a copy available in the Advanced File Library of the San Joaquin County Web based information-sharing database WebEOC and on the San Joaquin County Office of Emergency Services Web page.

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TABLE OF CONTENTS

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Primary Agency: San Joaquin County Office of Emergency Services

Supporting Agencies: San Joaquin County Sheriff

San Joaquin County Information Securities Division

City of Escalon

City of Lathrop

City of Lodi

City of Manteca

City of Ripon

City of Stockton

City of Tracy

1 INTRODUCTION

1.1 PURPOSE

A comprehensive alert and warning program is a critical component of a community's ability to effectively respond to emergencies. The purpose of this annex is to describe the methods by which accurate and timely emergency and disaster-related alerts and warnings will be issued to the public and affected government officials. Alerts and notifications involve life safety information that must be delivered immediately.

This annex provides the concepts, systems, and organizations used to alert and warn the public of any highly probable and immediate danger or disaster. The Alert and Warning Annex describes the responsibilities for emergency public information, including all aspects of public notification, alert and warning. The San Joaquin County Office of Emergency Services (OES) works closely with other departments and jurisdictions, the news, social media, the public, and regional partners to accomplish the task of alert and warning.

1.2 SCOPE

This annex applies to those incidents that require warning of the public through established emergency notification systems. Communications and warning provisions apply to almost any major natural, technological, or civil emergency or disaster event.

2 PLANNING ASSUMPTIONS

The following planning assumptions have been used to develop this Annex. 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:

- Some incidents occur with enough warning that notifications can be issued to ensure the appropriate level of preparation (e.g., winter weather and flood). Other incidents occur with little or no advanced warning, which does not provide enough time to adequately warn the public (e.g., earthquake and tornado).

- If an incident occurs suddenly, and the situation evolves rapidly, information may be incomplete or unconfirmed.

- As a hazard becomes known, choices will be made to select:

  - The best communications tools to use given the situation.
  - The appropriate message content.
  - The optimum format for each message.
  - The most effective times for releasing each message.

- Effective emergency messaging requires communicating the nature, extent, and expected impact of a hazardous incident as well as clear, concise, and decisive information concerning appropriate protective measures.

- The timely and coordinated use of public warnings can reduce the impact of hazardous incidents.

3 CONCEPT OF OPERATIONS

It is an inherent responsibility of local government organizations and officials to keep the public informed. Local government officials typically have the most accurate and timely understanding of the situation, necessary protective actions, and potential adverse impacts of the incident. It is incumbent upon local officials to rapidly and adequately communicate to the public what is occurring and any steps or actions the public needs to take.

3.1 ALERTING

Under the Standardized Emergency Management System (SEMS), alert and warning for a pending or actual incident/event is the responsibility of the Incident Commander (IC) or designee. Often, alert and warning messages are delivered by a designated Public Information Officer (PIO) working under the direction of an IC or Emergency Operations Center (EOC) Director. The County is responsible for protecting the life and property of citizens within its jurisdiction. However, each city, special district, or the County has the responsibility to notify staff, employees, and citizens of an emergency that requires action.

3.2 COORDINATION

OES has, with current authorities, established communication pathways to facilitate timely and efficient information sharing. Coordination with partner agencies and organizations within the Operational Area (OA), including PIOs, critical infrastructure sectors, community members and organizations, and communications providers, can also enhance the alert and warning network. All County departments will communicate in a coordinated fashion within the Joint Information System (JIS), field PIOs, and will collaborate with outside agencies. All multijurisdictional incidents shall share coordinated communications plans with other jurisdictions and agencies as necessary.

3.3 MESSAGES

Multiple systems are available to disseminate alert and warning notifications to the public within the OA. Emergency information and action instructions are given to the public by various types of media. The Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), and other mass notification systems, as well as mobile loudspeakers/sirens and door-to-door, are mechanisms utilized in the OA. Jurisdictions within the OA use various social media platforms to distribute emergency information to the public.

OES maintains pre-scripted, hazard-specific warning messages for high impact events that require time-sensitive warnings through the Federal Emergency Management Agency's (FEMA) Integrated Public Alert and Warning System (IPAWS) and WebEOC. While impossible to pre-script messages for every possible hazard, authorized users should prepare standardized message templates and recommended protective actions in advance, and know how to tailor these messages during an incident. Messages should be customized according to the audience, incident, the expected public response, and account for a community's diverse needs.

Messaging

- **Warnings**: A communication that encourages recipients to take immediate protective actions appropriate to some emergent hazard or threat.
  - o **Evacuation Order**: Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access.
  - o **Evacuation Warning**: Potential threat to life and/or property. Those who require

additional time to evacuate and those with pets and livestock should leave now.

- o **Shelter in Place**: Go indoors. Shut and lock doors and windows. Prepare to self-sustain until further notice and/or contacted by emergency personnel for additional direction.

- **Alerts**: A communication designed to draw the attention of recipients to some previously unexpected or unknown condition or event.

- **Notification**: A communication intended to inform recipients of a situation or incicdent for which contingency plans are in place.

Content

There are five essential components of an emergency alert/warning message:

- **Source**: Who is the message from?

- **Threat**: Describe the event and its impacts.

- **Location**: State the impact area boundaries in a way that can easily be understood.

- **Guidance/Time**: Tell what protective action to take, when to do it, how to accomplish it, and how it reduces impacts.

- **Expiration Time**: Tell when the alert/warning expires or when new information will be available.

Diverse Populations

Factors that may affect how people interpret and respond to an Alert or Warning message include, but are not limited to:

- Gender, age, ethnicity, socioeconomic status, transitory or recently arrived status, familial relationships, an individual's or community's past experiences, environmental and social factors, access and functional needs, language, literacy, ability, remoteness or isolation, access to technology.

Different populations have varying levels of access to various communication pathways. One technology is usually insufficient because, often, the use of multi-modal technologies, both modern and traditional, is necessary to reach people with varying levels of access. When appropriate, consider the use of more dynamic, visual, and spatial content, outside of text messages, to reach diverse populations, ensure accessibility, and better convey risk. Additionally, pre-messaging and alternative guidance can help those who need more time to prepare or cannot take the recommended protective actions. Still, the provision of translations and other variants should not delay an initial notification.

4 IPAWS

IPAWS is an Internet-based capability that Federal, State, local, tribal, and territorial alerting authorities can use to issue critical public alerts and warnings. Alerting authorities can use IPAWS and integrate local systems that use Common Alerting Protocol standards with the IPAWS infrastructure. IPAWS provides public safety officials with an effective way to alert and warn the public about serious emergencies using the EAS, WEA, the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface.

Current entities who can send IPAWS alerts in the OA are:

- OES
- All Public Safety Answering Points (PSAPs)
- Cal OES
- National Weather Service (NWS) - Weather Alerts Only

Accessing the IPAWS within the OA can be accomplished through the OES duty officer.

OES uses a WebEOC IPAWS plugin to send emergency alerts. Test alerts via the production system are conducted weekly. OES uses Blackberry AtHoc software for redundancy, an internet-based solution to send IPAWS alerts when an alternative to WebEOC is needed. If internet service is not available, OES staff can phone the California State Warning Center (CWSC) to send alerts on behalf of OES.

4.1 EAS

EAS is used by alerting authorities to send warnings via broadcast, cable, satellite, and hard-wired communication pathways. EAS participants, which consist of broadcast, cable, satellite, and hard-wired providers, are the stewards of this public service in partnership with alerting officials at all levels of government. The EAS is also used when all other means of informing the public are unavailable, providing an added layer of resiliency to the suite of available emergency communication tools.

This system uses the facilities and personnel of the broadcast industry on a volunteer basis. The broadcast industry operates EAS according to established and approved EAS plans, standard operating guides, and within the rules and regulations of the Federal Communications Commission (FCC). FCC rules and regulations require all participating stations with an EAS operating area to broadcast a common program. The local EAS stations for the County include:

KFBK	1530 AM	Sacramento
KCBS	740 AM	San Francisco
KSTN	1420 AM	Stockton
KOSO	92.9 FM	Modesto10

Each broadcast station volunteers to participate in EAS and agrees to comply with established rules and regulations of the FCC[1].

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[1] Reference: FCC EAS Plan, Sacramento – Sierra Area, South Zone, includes San Joaquin and Calaveras Counties. Updated 2004

4.2 **WEA**

WEA is a public safety warning system that allows certain wireless phones and other enabled mobile devices to receive geographically targeted messages alerting of imminent threats to safety in their area. WEA enables government officials to target emergency alerts to specific geographic areas through cell towers that broadcast emergency alerts for reception by WEA-enabled mobile devices. WEA messages are intentionally short and should direct residents to take a particular action: Evacuate, Shelter in Place, Monitor the news for additional information, etc.

Per the FEMA guidelines, the following criteria should be met to warrant a WEA message:

- **Urgency**: The event urgency must be classified as either immediate, requiring immediate responsive action, or expected, requiring responsive action within one hour.

- **Severity**: The severity of the event must be classified as either extreme or severe

- **Certainty**: The certainty of the event must be classified as either observed (i.e., determined to have occurred or to be ongoing) or likely (i.e., determined to have a probability of occurrence of 50 percent or higher).

4.3 SAN JOAQUIN COUNTY 2-1-1

San Joaquin County 2-1-1 (SJ211) is a collaborative effort of health and human service providers, state legislators, local government representatives, and county residents. Its purpose is to make it easy for people to find the help they need when they need it. They have databases of agencies that offer programs and services within the county. Resources may be found by accessing their webpage at www.211sj.org or by dialing 2-1-1. Call specialists are available 24/7; 365 days a year and can provide information in 170 languages. When events in the county require information to be shared with the community or to field questions from the community, often, SJ211 is called upon to assist. They are provided fact sheets and information to help citizens get the answers they seek.

4.4 SOCIAL MEDIA

Social media is a critical piece of the OA's alert and warning strategy due to its extensive use by most jurisdictions and the public within the OA. Several agencies maintain multiple accounts on a variety of platforms and endeavor to ensure messages are consistent across all accounts. Posting guidelines for each agency should be outlined in social media policies on file within that agency. A summary of social media platforms utilized by each jurisdiction is provided in Attachment A.

While social media can be a very effective way to supply alert and warning information, special consideration must be given to the messages being posted on each system. Factors such as character constraints, type of message to be posted, and typical following on each platform should be taken into consideration when identifying notification strategies and designing messages for an incident. More information regarding postings to social media should link back to a jurisdictional website.

5 ORGANIZATIONAL RESPONSIBILITIES

The Alert and Warning function is organized as a tiered activity that is linked to the magnitude or type of emergency threatening the population. At the highest level or tier, the Federal Government alerts/warns citizens about national security issues and threats for which they have statutory or regulatory responsibility. The President issues National Security Alerts, the Department of Homeland Security issues Homeland Security Alerts, and the National Weather Service issues Weather Warnings.

At the middle level or tier, state governments alert/warn citizens of threats affecting their states. In California, the Governor can issue alerts or warnings for several hazards or threats, and the California Highway Patrol can issue statewide Amber, Silver, and Blue Alerts. At the lowest tier, local governments alert/warn citizens of threats affecting their jurisdictions.

5.1 PRIMARY AGENCY- SAN JOAQUIN OES

OES is the lead organization for communication coordination within the OA. At the onset of an incident, the lead agency alerts, warns, gathers, verifies, coordinates, and disseminates accurate, accessible, and timely information and is an essential link between the emergency management organization and the community. When the EOC is activated, the EOC typically becomes the principal authority when issuing Alert and Warning Notifications (AWNs) to the public. Coordination between municipal, county, state, and regional emergency managers serving a community is imperative.

The EOC should coordinate with departments and agencies such as transit authorities, military bases, fire, police, and emergency medical service departments. Describing AWN capabilities, the types of incidents for which AWNs will be issued, and how messages may display across platforms will aid these partners in their emergency response operations. When multiple entities issue AWNs in a single area, confusion can arise from redundant or contradictory AWNs.

OES will coordinate all Alerting Authorities within the OA, as needed, to effectively manage an incident, prepare, and warn the public by:

- Coordinating training, testing, and exercising of countywide alerting and warning systems;
- Incorporating alert and warning systems into Operational Area standard procedures and protocols;
- Utilization of IPAWS as a component of the countywide alert and warning plan;
- Immediate notifications to local news outlets for information sharing.

5.2 PSAP AND EMERGENCY COMMUNICATION CENTERS (ECC)

Staffed around the clock, PSAPs and ECCs communicate situational awareness information to decision-makers and often issue AWNs on their behalf. Additionally, these PSAP's and communication centers commonly receive an influx of calls following an AWN issuance, whether the facility issued the AWN or not. As such, public safety officials should coordinate with these entities—within and around their jurisdictions—to prepare staff to publish AWNs, if required, and respond to inquiries that follow.

6 ADMINISTRATION, FINANCE, LOGISTICS

Resources, as a general term, encompasses the personnel, equipment, systems, supplies, and highly specialized services that may be needed for implementation.

- The primary agency representative will have information readily available regarding the categories or types of resources relevant to operations to facilitate requesting additional resources.

- In all cases, the primary agency will provide continuing representation in the EOC.

- Primary Agency requesting assistance will be responsible for the process of procurement authorization established by ESF-07 Resources.

7 AUTHORITIES AND REFERENCES

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

- State of California Alert & Warning Guidelines, March 2019

- Guide to Implementing Integrated Public Alert and Warning System (IPAWS) Version 2, February 2019

ATTACHMENT A – SOCIAL MEDIA OUTLETS

Department	Facebook	Website	Twitter	Instagram	Nextdoor	A&W
CHP- Tracy	X		@CHPTracy			
CHP-Stockton	X		@CHP_Stockton			
CHP-Valley	X		@CHP_Valley			
Escalon Consolidated FD	X	X				
Escalon Police Department	X	X	@EscalonPolice			Nixle
Farmington Fire Department	X	X				
French Camp-McKinley FD	X	X	@FRCFire			
Lathrop- Manteca Fire	X	X	@LathropManteca	mantecafirefighters1874		
Lathrop Police	X	X	@LathropPolice			
Linden-Peters FD	X		@Linden_Fire			
Lodi Fire Department	X	X	@LodiFirefighters			
Lodi Police Department	X	X	@LodiPolice	LodiPD	X	
Manteca Police	X	X	@PoliceOfManteca			Nixle
Mokelumne Rural Fire Protection District	X	X				
Montezuma Fire Protection District	X	X	@MontezumaFPD			
Ripon Fire Protection District	X	X				
Ripon Police Department	X	X	@ripon_pd		X	
San Joaquin OES	X	X	@sjc_oes		X	
San Joaquin SO	X	X	@sjsheriff			
Stockton Fire Department	X	X	@StocktonFire	Stocktonfirefighters		
Stockton Police Department	X	X	@StocktonPolice			
Thornton Fire District	X					
Tracy Fire Department	X	X	@RiponFire			
Tracy Police	X	X	@TracyPD	TracyPoliceDepartment		
Waterloo-Morada Fire District	X	X	@MoradaFire			
Woodbridge Fire Department	X	X				