

SAN JOAQUIN OPERATIONAL AREA

MACS PROCEDURES



MULTI-AGENCY COORDINATION SYSTEM

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APPROVAL PAGE

This document as approved constitutes the operational procedures of the San Joaquin Operational Area Multi-Agency Coordination System (MACS).

These procedures will guide activation and operation of this Multi-Agency Coordination System for the purposes of more effective resource management and coordination of the emergency response of all Operational Area agencies until such time as another approved revision is issued.

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SECTION 1 INTRODUCTION

These procedures apply to Multi-Agency Coordination System (MACS) operations in the San Joaquin Operational Area. These procedures are intended to enhance coordination of resources and information between cities, special districts, county departments, and state agencies during emergencies that impact the Operational Area.

The State designation for San Joaquin County is XSJ. The San Joaquin Operational Area Emergency Operations Center (EOC), located in the County Courthouse, may be identified as either XSJ EOC. These procedures supplement existing agency, local, state, and federal directives and guidelines currently in use.

This guide deals specifically with functions, reports, and services available through the system at the XSJ EOC.

The MACS Information Management System is a composite of personnel, equipment, and procedures required to operate the MACS. The computerized Response Information Management System (RIMS) is a part of the State MACS system.

SECTION 2 PURPOSE OF MACS

The purpose of the Multi-Agency Coordination System (MACS) is to enhance the San Joaquin Operational Area effort to meet needs of an individual incident or multiple incidents under the Standardized Emergency Management System (SEMS) and Operational Area concept. MACS does not remove command authority from a jurisdiction or an agency, but assists them through information management and logistical support.

This document clarifies the roles of the County and its political subdivisions within the operational area organization. The following **MACS CENTER ORGANIZATION DIAGRAM** displays the MAC Group organization which is used to respond to emergencies in this Operational Area.

2.1 Major MACS Responsibilities

There are six functions that by regulation, policy, or agreement fall under the responsibility of the Operational Area Emergency Organization. On small incidents, some of these functions may be handled by a few key personnel without the need to fully activate the MAC Group.

2.1.1 Emergency Alert System (EAS) Activation

The Emergency Alert System is the primary method to immediately alert and warn the community of a life or property-threatening situation. The Federal Communications Commission requires that selected members of the local media community assist in the development of a county EAS plan. Part of the plan must identify individuals who can officially activate the Emergency Alert System.

A list of the San Joaquin Operational Area individuals authorized to activate the EAS is shown in Section 4.4.2 (no sequence order). The County Office of Emergency Services has the sole authority to designate persons placed on this list.

2.1.2 Incident Priority Determination

Representatives of each incident, affected jurisdiction, and identified County MAC Group staff will review all incidents and use predetermined criteria to prioritize incidents for the assignment of limited resources (personnel, equipment, and supplies). The basic prioritization is by:

- Threat to human life
- Detrimental impact on the environment
- Damage to public/private property
- Incident complexity

2.1.3 Resource Acquisition

Mutual Aid Coordinators identify and distribute resources to agencies within the County for their respective discipline. As needed, they facilitate movement of resources in and out of the County with their Region IV counterpart. If working out of the MACS EOC, the Mutual Aid Coordinators are able to share critical information with other disciplines and enhance public information and planning by being centrally located.

The Logistics Section of the MAC Group provides a central point to obtain and distribute personnel, equipment and supplies for use within the operation area. Under the Operational Area Agreement, Logistics can purchase and deliver incident critical items directly to where they are needed. This centralized approach ultimately saves time and money, allowing field command staff or city EOC's to concentrate on tactical operations rather than acquiring goods and services themselves.

2.1.4 Disaster Coordination

During times of emergency, various local, state, and federal agencies need to be advised of local conditions. In addition, local agencies need a regional or statewide situation report during a state of emergency. The Operational Area MAC Group collects and shares information with agencies in the Operational Area and the OES Inland Region.

This information sharing process is primarily done through the County OES internet web site and the Resource Information Management System (RIMS). Via computer, situation reports and resource needs can be shared among agencies within the Operational Area and other counties, state, and federal agencies.

2.1.5 Political Interfaces

Besides performing the above coordination, it is vital that the Operational Area MAC Group keep elected and appointed local officials informed of the incident status. This will help speed up the acquisition of resources or financial assistance. The MAC Group can assist with recommendations for health declarations or local proclamations, as well as special ordinances.

Centralized collection of essential elements of information improves joint decision making. Preparation of regular briefing packets and incident action plans by the MAC Group will help ensure that the most up-to-date information is shared with key officials.

2.1.6 Damage Assessment

Maintaining a complete and accurate assessment of the damage that has occurred throughout the Operational Area is a primary function of the emergency organization. Accurate damage assessment contributes to the efficient use of resources within the Operational Area as well as helping to justify requests for state financial assistance.

INSERT
MACS CENTER ORGANIZATION DIAGRAM

INSERT

MACS/EOC CROSS REFERENCE MATRIX

SECTION 3 MACS MODES OF OPERATIONS

Five operating modes have been established for the MACS. The preferred decision process to change modes is made through a MACS conference call, or collectively by:

- **OES On-Call Supervisor**
- **MUTUAL AID COORDINATOR(S)** (Fire, Law, Medical/Health, Public Works, Mental Health, Building Official, Animal Control, and Energy)
- **AFFECTED JURISDICTION OFFICIAL(S)** i.e., Incident Commander(s), City Emergency Services Director, or Special District Director.

OES or one of the Mutual Aid Coordinators shall notify the County Communications Center to begin the notification process of emergency response agencies in accordance with the **MACS MODE CHANGE NOTIFICATION FORM**.

- Follow instructions on “**ON-CALL DUTY OFFICER**” checklist to implement the change.
- Dispatch Supervisor should follow “**SHERIFF DISPATCH SUPERVISOR**” checklist to assist in processing the change.

3.1 MODE 1

Reflects the normal state of readiness and response countywide. In MODE 1 there are no major emergencies or multiple incidents that require the extended use of multi-agency resources.

The County MACS EOC is maintained on a readiness level with normal daily Office of Emergency Services staff. County and city EOCs are not operational. Communications during evenings or weekends is handled by the County or city dispatch centers through their normal processes.

3.2 MODE 2

Reflects a situation that may cause a mobilization of mutual aid resources above normal day-to-day activity.

The basic distinction between MODE 1 and 2 may be seasonal, such as:

- Heightened preparedness during peak high-tide periods
- Fog season
- Fire season

This condition may be declared if a single incident exceeds automatic aid provisions. It may also be declared when more than five resources from one discipline are dispatched to an incident out of County.

3.3 MODE 3 ALERT

This mode is intended to alert emergency responders of a situation that has a significant potential to escalate the resource draw from one or more disciplines. An ALERT may be the result of a significant incident within the county or a major incident out of county where mutual aid resources may be dispatched to assist.

3.4 MODE 3

This mode reflects a serious situation where at least one discipline requires the use of extensive mutual aid to handle the incident. A change to a MODE 3 should be based on the need for coordinated resource tracking, information sharing, situation analysis, advanced planning, and/or additional logistical support. In this mode, an assessment is made on whether to partially activate the County EOC to support MACS responsibilities, including logistical support, damage assessment, and communications.

Examples of events that would lead to MODE 3 operations include:

- Civil disturbance from labor strike impacting law enforcement resources
- Medical disaster declared (larger than MCI), heavily impacting medical resources
- Large illegal animal shelter impacting most local animal control resources
- Fire incidents requiring more than two strike teams

3.5 MODE 4

This mode reflects a serious situation where two or more disciplines require the use of extensive mutual aid to handle a serious incident. This generally indicates the existence of an all-out Operational Area effort where the allocation and use of emergency response resources require a concerted multi-agency coordination effort.

The Operational Area EOC is staffed to handle all MACS functions. Agency representatives from affected jurisdiction(s) shall be requested to respond to the EOC to speak on behalf of their jurisdiction.

3.6 MAC GROUP

The following personnel/agencies are represented within the Operational Area MACS EOC during a MODE 4 emergency (some may also be requested in a MODE 3):

- Office of Emergency Services
- Information Officer
- Planning/Intelligence Section Personnel
- Logistics Section Personnel
- California Highway Patrol (Stockton and/or Tracy Office)
- San Joaquin Chapter of the American Red Cross or Salvation Army
- Operational Area Mutual Aid Coordinators

- Representatives from affected jurisdictions
- EOC Support Staff
- Other local, state, and/or federal representatives associated with the emergency

3.6.1 Functions of the County MAC Group in MODE 4 are:

- Evaluate new incidents
- Prioritize and allocate resources to incidents using following factors:
 - Life threatening situation
 - Real property threatened
 - Environmental impact
 - Incident complexity
- Provide centralized logistical purchasing and support under the Operational Area Agreement
- Ensure an accurate operational area-wide resource summary
- Ensure up-to-date situation status of all significant events in the County
- Determine specific resource requirements for each incident
- Identify critical resource availability from unaffected jurisdictions in the County
- Decide the need for, and designating, an Operational Area Mobilization Center(s)
- Anticipate future agency/regional resource needs
- Review policies/agreements for County resource allocations
- Review need for other agencies to become involved in the Operational Area MACS EOC
- Provide necessary liaison with out-of-county facilities and agencies as appropriate
- Coordinate Damage Assessment

SECTION 4 INFORMATION MANAGEMENT

4.1 Situation Reports to the County MACS EOC

The County EOC provides a centralized location to collect, evaluate, disseminate, display emergency information and other essential data.

EXTERNAL INFORMATION DIAGRAM - The external flow of logistics requests and information is displayed on this diagram. The forms and common communications links are shown from the local jurisdiction or agency requester all the way through the State Regional Mutual Aid Coordinator.

4.1.1 Event/Major Incident Reports

The Event/Major Incident Report was created to standardize reporting by agencies through the Response Information Management System (RIMS). This report serves as the initial notification of an emergency situation by all levels under the Standardized Emergency Management System.

Although this form identifies a report from a city it is also used to report an incident effecting a special district. Once completed, the form is faxed or sent through internet to County OES where it is shared with other agencies and the OES Inland Region.

4.1.2 Situation Updates

RIMS Situation Reports are used to update a continuing situation. As necessary, Situation Reports are completed and faxed or sent through internet to County OES when the situation changes (improves/worsens). Situation Reports are sent as needed, however, during sustained operations they should be completed at least daily.

4.2 Damage Assessment

Initial damage assessment information may be placed on the Event/Major Incident Report or a RIMS Situation Report. For more detailed assessment, use Damage Assessment Status Board form to send information (see copy attached). State and federal agencies may require this information prior to state/federal disaster declarations. If using damage assessments provided by the **AMERICAN RED CROSS**, review their criteria for jurisdictional assessment since they differ from government processes.

4.2.1 Recording Damages

- Compass map pages or GPS Longitude/Latitude will be used for locations.
- Take photos of damages prior to cleanup or repairs. Make a short note of each damage site.

4.2.2 Notify OES of Damages

- Contact OES Duty Officer to report damages. This enhances a city or special district chances of accessing response and/or recovery funding by obtaining a state or federal disaster proclamation or declaration.
- A default criteria for potential state or federal assistance for Individual Assistance, and helps towards Public Assistance is:
 - 25 homes
 - 5 businesses
 - Combination of the above

INSERT
EXTERNAL INFORMATION DIAGRAM

4.3 Reports to the OES Inland Region

The following forms will be used by the Operational Area MAC Group to update the Inland Region Manager during MACS MODE 3 or 4 events.

4.3.1 Event/Major Incident Reports

The Event/Major Incident Report standardizes agency reporting through the Response Information Management System (RIMS). This report serves as the initial notification of an emergency situation by San Joaquin Operational Area to the OES Inland Region.

The Planning/Intelligence Section summarizes reports by agencies into a single report from the operational area. Once completed, the form is sent by internet to the OES Inland Region where it is shared with other jurisdictions.

4.3.2 Situation Updates

RIMS Situation Reports are used to update a continuing situation. As necessary, Situation Reports are completed and forwarded by internet to the OES Inland Region when the situation changes (improves/worsens). Situation Reports are sent as needed, however, during sustained operations the Operational Area will forward a daily situation report.

4.3.3 Damage Assessment Information

The Damage Survey Status Board will be used for recording raw damage assessments information submitted by cities and special districts is combined into a single damage assessment which may be forwarded to request State and Federal disaster declarations.

In some cases the Operational Area may work in conjunction with cities and special districts to conduct unified damage assessment surveys.

4.4 EMERGENCY ALERT SYSTEM

The Emergency Alert System can and should be used to **WARN** the populace of any potential threat to life and property.

4.4.1 Threats Warranting Activation of the Emergency Alert System

- 9-1-1 System Failure
- Floods
- Dam Failure
- Prison Break or Escapes
- Hazardous Material Incidents
- Wild Land Fires
- Law Enforcement actions
- Earthquakes

4.4.2 Designated EAS Activating Officials

Any of the following officials must be contacted to obtain authorized activation of the EAS. The requesting agency must provide message content, area of concern, and potential duration of the threat.

- National Weather Service (NWS)
- County Administrator
- Chairperson, County Board of Supervisors
- County Office of Emergency Services, Duty Officer
- Sheriff
- City of Stockton
 - City Manager
 - Assistant Director of Emergency Services
- California Highway Patrol – AMBER Alerts only!

4.4.3 Message Delivery Steps

- Write out WARNING message (use EAS form). If possible, tape record the message. The activator may tape your message.

- Select Event Code:

ADR = Administrative message	CAE = Child Abduction Emergency
CDW = Civil Danger Warning	CEM = Civil Emergency Message
EVI = Immediate Evacuation	FRW = Fire Warning
HMW = Hazardous Materials Warning	Law Enforcement Warning
TOE = 9 1 1 Phone Outage	Practice/Demo Warning
SPW = Shelter in Place	

- Select FIPS Code (see EAS Planning Area Map):

Northwest (Thornton)	North Central (Lodi)	Northeast (Lockeford)
West Central (Delta)	Central (Stockton)	East Central (Linden)
Southwest (Tracy)	South Central (Manteca)	South East (Escalon)

- Select duration (how long do you think this emergency may threaten the public):

15 minutes	30 minutes	45 minutes	
1 hour	1.5 hours	2 hours	2.5 hours
3 hours	3.5 hours		

NOTE: If more than 3.5 hours, release a CEM message as an update.

- Call Designated Activation Official. This person will either process the call or have an EAS qualified processor call you back:

- Identify yourself, title, agency, and call back number
 - State “you want to activate the Emergency Alert System”
 - State “if you have a written message and/or taped message”
- After message has been forwarded to an official authorized to activate the EAS, monitor one of the following radio stations to ensure that the proper message was broadcast.
 - KFBK 1530/92.5 (Sacramento)
 - KSTN 1420/107.3 (Stockton)

SECTION 5 RESOURCE MANAGEMENT

5.1 Mutual Aid

If a jurisdiction needs mutual aid, the assigned personnel of the recognized mutual aid disciplines for fire, law, medical/health, public works, mental health, building official, animal control, and energy shall make the request. The Operational Area Coordinator will determine if the requested resource, i.e., personnel, supplies, or equipment is provided within their mutual aid system.

5.2 Supply Requests

Resource requests for personnel, equipment, and materials not within the established mutual aid systems should be directed to the Logistics Supply Unit. This section utilizes a computerized tracking system to log requests and process orders. Orders are taken by phone or RIMS and added into the computer. A city/special district Purchase Order can also be used if the item is to be purchased on behalf of the local jurisdiction.

A copy of each request should be kept at the local level. A printed copy of the computerized form has been included to fax in a logistical request. A separate form should be completed for each item requested. The jurisdiction should follow up with a phone call to ensure the request was received.

For the Operational Area to purchase items for a requesting agency, that agency shall be signatory to the Operational Area Participation Agreement. The requester should be authorized to expend agency funds for the cost of the resource.

5.3 Financial Accountability

The MAC Finance Section will obtain information from Logistics Section to determine the share of resource charges applicable to each jurisdiction. If bulk purchases were made, data from the Logistics Section will determine how charges will be divided among requesting agencies.

The Logistics Section will follow local, state and federal guidelines for purchases to avoid problems in future reimbursement processes.

SECTION 6 MACS AND AREA COMMAND AUTHORITY

Aside from the normal County MACS duties, some emergencies may require that the County MACS EOC also be used as the location of an Area Command Authority (ACA). Past examples of multiple use of the EOC are severe countywide flooding and civil disturbance threats.

The role of an ACA is an expansion of the incident command function primarily designed to manage a very large incident that has multiple incident management teams assigned. An Area Command can be established at any time that incidents are close enough that oversight direction is required among incident management teams to ensure conflict do not rise.

The functions of Area Command are to coordinate objectives, strategies, priorities for the use of critical resources. Whereas the focus of MACS is allocation of resources and information flow to an incident (see **AREA COMMAND AUTHORITY & MACS CENTER COMBINED DIAGRAM**).

An ACA may not always be established at the County MACS EOC. It could be located elsewhere e.g., a city, another county. Development of the ACA concept has been by FIREScope. Key duties of an ACA are:

Prioritize Incident Objectives - Assuring that each incident does not have conflicting goals and objectives, and that the ACA sees the overall situation and may need to recommend objective adjustments.

Sets Incident Response Policies - The ACA shall establish response policies (legal, regulatory, or operational) on a countywide or an area that covers all incident operations.

Directs Disaster Recovery - The ACA could oversee the combined efforts of jurisdiction to recover from the disaster in order to avoid duplication of efforts and resource needs.

Prioritize Use of Critical Resources - Prioritize resources on a multi-county level, working in combination with Regional Mutual Aid Coordinators who under MACS is locating the resources.

If an ACA must be established at the same location as a MACS center, common procedures will be assigned to the same staff function. The following chart shows how both systems may be located in the same facility.

AREA COMMAND AUTHORITY & MAC CENTER COMBINED DIAGRAM

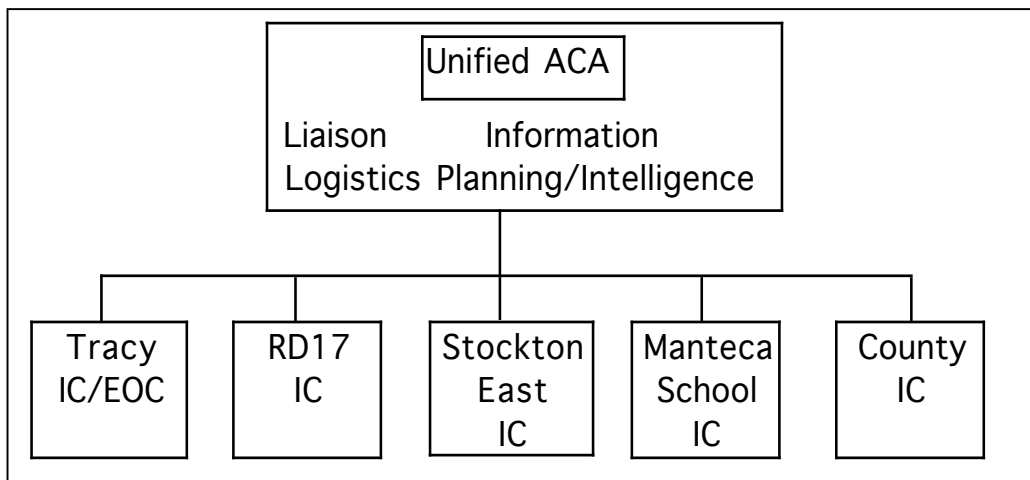
Responsibilities

- Prioritize Incidents (MAC & ACA task)
- Allocate critical resources based on priorities (MAC & ACA task)
- Set overall agency incident-related priorities (ACA task)
- Ensure that incidents are properly managed (ACA)
- Ensure that incidents(s) objectives are met and do not conflict with each other or with agency policy
- Establish logistical process for jurisdictions (MACS)
- Proclaim/declare (Health Officer) a Local Emergency (MACS)

Location of MAC & ACA

The intent of the San Joaquin Operational Area Steering Committee was to attempt to co-locate the two processes to reduce the personnel, supplies, and cost of conducting support tasks.

EXAMPLE:



SECTION 7 SAN JOAQUIN COUNTY FORMS

The following FORMS are those that are utilized in implementing this procedure.

The San Joaquin County forms are listed by form number and/or name.

FORMS:

EMERGENCY ALERT SYSTEM MESSAGE

RIMS (same form for cities and special districts)

EVENT/MAJOR INCIDENT REPORT

SITUATION REPORT

INITIAL DAMAGE ESTIMATE

LOGISTICS REQUESTS (if not by on-line RIMS)

REQUEST RECORD FORM