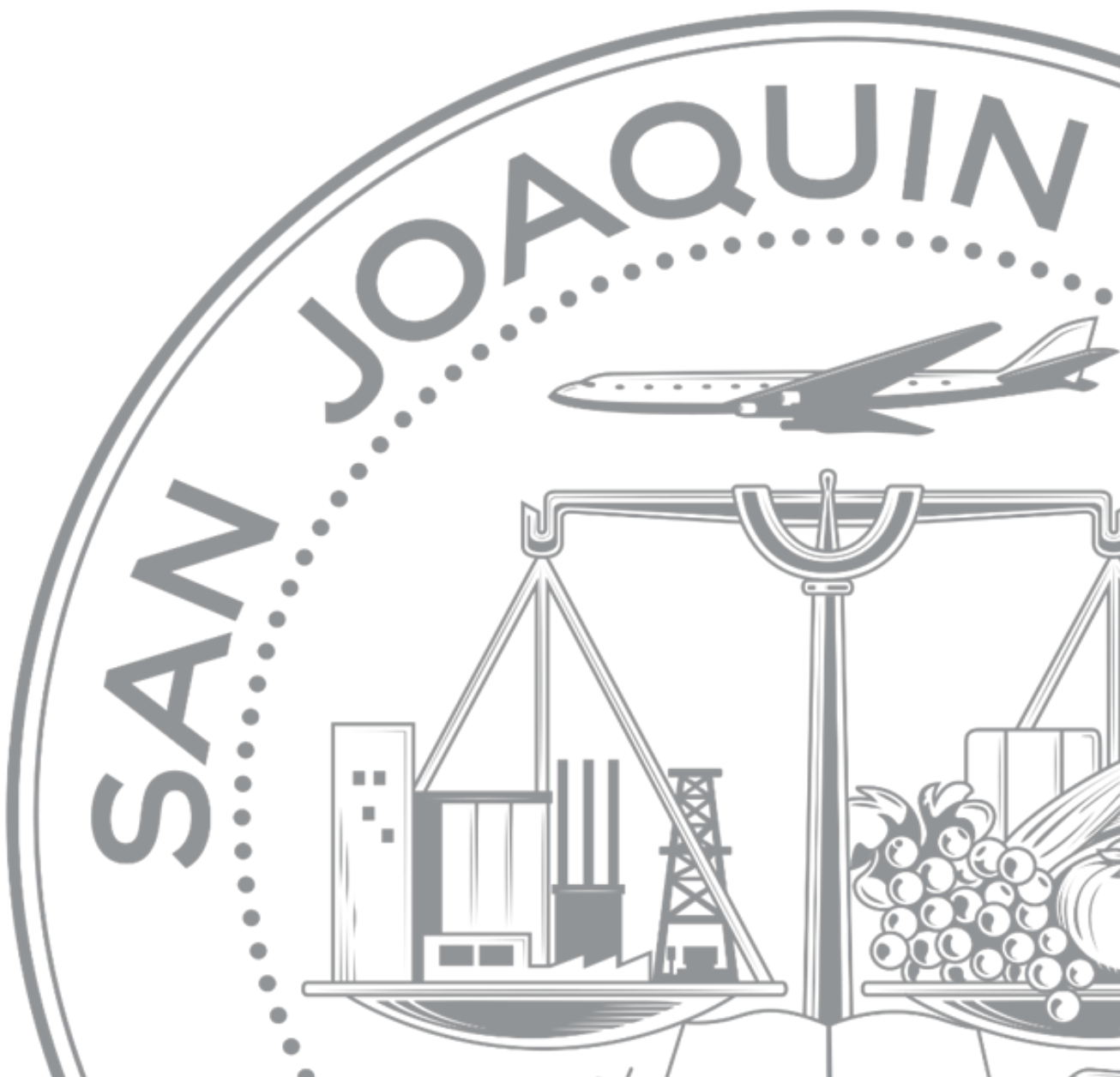


SAN JOAQUIN
— COUNTY —
Greatness grows here.

Emergency Operations Plan



San Joaquin County Office of Emergency Services
Emergency Operations Plan

ACKNOWLEDGEMENTS

A special thank you to those who contributed their time, effort, insight, and resources toward the completion of this version of the San Joaquin County Emergency Operations Plan.

Edited and Printed
San Joaquin County Office of Emergency Services

The San Joaquin County Emergency Operations Plan is available online at:
<https://www.sjgov.org/departments/oes/plans>

Forward

The material presented in this Emergency Operations Plan has been written in accordance with federal and state guidelines to meet current standards. However, this plan cannot anticipate all possible events and situations or emergency responses. Therefore, it should not be used without competent review, verification, and correction (where appropriate) by the emergency management staff. The County's Emergency Operations Center (EOC) staff should test this plan after they have received appropriate emergency management training. Conditions will develop in operations where standard methods will not suffice and nothing in this plan shall be interpreted as an obstacle to the experience, initiative, and ingenuity of the staff in overcoming the complexities that exist under actual emergency conditions.

The San Joaquin County Operational Area consists of all the political subdivisions within the geographical boundaries of San Joaquin County. This EOP is not intended to address specific emergency responses, scenarios, hazards, or threats, but should be used as a reference and guidance document.

This Emergency Operations Plan (EOP) accomplishes the following:

- Establishes a County emergency management structure, which will coordinate and support on-scene responses, including maintaining situational awareness, facilitation of effective communication between operations centers at various levels of government, maintain continuity of government, and interaction with public information sources.
- Establishes the overall operational objectives associated with the management of incidents, emergencies, crises, disasters, and catastrophes at the County and operational area levels.
- Provides a flexible platform for planning and response to all hazards, incidents, events, and emergencies believed to be important to the operational area. It is applicable to a wide variety of anticipated incident events including floods, droughts, earthquakes, and public health issues.

This EOP continues the County's compliance with the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the Incident Command System (ICS), the National Response Framework (NRF), and the National Preparedness Guidelines to include Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, version 3.1. It facilitates multi-agency and multi-jurisdictional coordination during emergency operations, public information functions, and resource management.

This EOP serves as the legal and conceptual framework for incident management to be utilized by the County and its various departments within the San Joaquin County Operational Area. There are several separately published annexes that support this EOP. These supporting annexes further describe the operational or functional response to particular threats and hazards and the basic considerations, actions, and responsibilities of specific emergency response and management disciplines or functions.

LETTER OF PROMULGATION

This Emergency Operations Plan addresses San Joaquin County's planned response to extraordinary emergency situations associated with all hazards such as natural disasters, technological emergencies, and acts of civil hostility. It is the principal guide for responding to emergencies and disasters, ensuring the protection of health, safety and property of the public, and aiding recovery operations for the agencies and jurisdictions that lie within. It is intended to facilitate multiple-agency and multiple jurisdictional coordination, particularly among local, state, and federal agencies in emergency management, and establish a framework for an effective system of comprehensive emergency management.

To execute this plan effectively and mobilize available resources, all implementing personnel must have knowledge of the procedures set forth in this plan and be trained in its use. Departments and agencies having roles and responsibilities established by this plan are expected to develop Standard Operating Guidelines and Procedures based on the provisions of this plan.

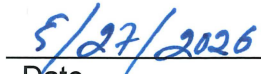
This plan was developed using generally accepted emergency management principles and practices as outlined in both the Federal Emergency Management Agency Comprehensive Preparedness Guide (CPG) 101 and California's State Emergency Plan (SEP). Modifications to this plan may be made under the direction of the Director of Emergency Operations. Changes to this plan will be relayed digitally to all members of the distribution list. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption. This plan will be updated and reviewed at least every two years.

This plan is a statement of policy regarding emergency management and assigns tasks and responsibilities to the County and its department heads, as well as various agencies and organizations, specifying their roles during, before and after emergency or disaster situations. It is developed pursuant to the California Emergency Services Act and conforms to the Standardized Emergency Management System (SEMS). This plan supersedes any previous versions.

This plan is promulgated by the chairperson of the San Joaquin County Disaster Council. The Disaster Council is empowered by County ordinance to review and approve emergency and mutual aid plans. The signatures below indicate that the Disaster Council has approved this plan and recommended it for formal adoption by the San Joaquin County Board of Supervisors.



Sonny Dhaliwal
Chair, San Joaquin County Disaster Council
Director of Emergency Services



Date

PLAN CONCURRENCE AND SIGNATURES

Before the San Joaquin County Emergency Operations Plan (EOP) is submitted through the decision process and subsequently approved by the San Joaquin County Board of Supervisors, it is essential that those County Departments responsible for providing a primary or support functional role, in the event of an emergency, concur with the plan. Review of the plan by each of the specified County Department is paramount to the cohesive and comprehensive emergency response to incidents and/or disasters within the County. The department head for each of the specified County Departments should carefully review and be familiar with the EOP document in its entirety before signing this Plan Concurrence Signature page. The signed pages are available for review in the Office of Emergency Services office, 2101 E. Earhart Ave., Suite 300 Stockton, CA.

Signed: Signature on file at OES
Sandy Regalo – County Administrator

Signed: Signature on file at OES
Kamal Bagri - Agricultural Commissioner

Signed: Signature on file at OES
Steve J. Bestolarides - Assessor-Recorder-County Clerk

Signed: Signature on file at OES
Jeffery Woltkamp - Auditor-Controller

Signed: Signature on file at OES
Fay Vieira - Behavioral Health Services

Signed: Signature on file at OES
Jennifer Jolley - Community Development

Signed: Signature on file at OES
Edward J. Kiernan - County Counsel

Signed: Signature on file at OES
Ron Freitas – District Attorney

Signed: Signature on file at OES
Jared Bagwell - Emergency Medical Services Agency

Signed: Signature on file at OES
Jasjit Kang - Environmental Health Department

Signed: Signature on file at OES
Juan G. Villanueva- General Services Department

Signed: Signature on file at OES
Genevieve Valentine - Health Care Services

Signed: Signature on file at OES
Jennifer Goodman - Human Resources

Signed: Signature on file at OES
Chris Woods - Human Services Agency

Signed: Signature on file at OES
Tristan Cormier - Information Services Department

Signed: Signature on file at OES
Renee Sunseri - Public Health Services

County of San Joaquin Emergency Operations Plan

Signed: Signature on file at OES
Judyanne Vallado - Public Defender

Signed: Signature on file at OES
Najee Zarif - Public Works

Signed: Signature on file at OES
Concepcion Gayotin- Purchasing

Signed: Signature on file at OES
Richard Castro - San Joaquin County General Hospital

Signed: Signature on file at OES
Patrick Withrow - Sheriff

Signed: Signature on file at OES
Phonxay Keokham - Treasurer/Tax Collector

Signed: Signature on file at OES
Helene Nussbaumer - Stockton Metropolitan Airport

Signed: Signature on file at OES
Martin Cornilsen—Fire Mutual Aid Coordinator

PLAN ADMINISTRATION

San Joaquin County Office of Emergency Services, Director of Emergency Operations will coordinate the review, revision, and re-promulgation of this Basic Plan at least once every two years or when key changes occur, such as lessons learned from exercises or events. Bi-annual updates/revisions to the plan will also be reviewed by the Disaster Council. The San Joaquin County Director of Emergency Operations may make changes to the annexes and appendices, and non-substantive changes to the Basic Plan, without formal Disaster Council’s approval.

RECORD OF CHANGES

All updates and revisions to the plan 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.

Section	Summary of Changes—Last Update Date: 03/05/26
Entire Plan	• Rewrite and Revise Entire EOP
Section 1	•
Section 2	•
Section 3	•
Section 4	•
Section 5	•
Section 6	•
Section 7	•
Section 8	•
Section 9	•
Section 10	•
Section 11	•
Section 12	•
Section 13	•
Section 14	•

PLAN DISTRIBUTION

San Joaquin County Office of Emergency Services will maintain a complete volume of the final Emergency Operations Plan (EOP) in the County EOC library, located in the Office of Emergency Services. The primary method of EOP distribution is electronic, with a copy available on the County’s website at: <https://sjgov.org/departments/oes/emergency-plans> .

The following organizations will receive a digital version of the final EOP via email through their Department Head upon adoption by the Disaster Council. Copies of distribution are maintained in the EOC.

Department/Agency	
Agricultural Commissioner	Probation
Animal Services – Sheriff	Public Defender
Area Agency on Aging/Veteran’s Services	Public Health Services
Assessor-Recorder- County Clerk	Public Works
Auditor / Controller	Purchasing & Support Services
Behavioral Health Services	Registrar of Voters
Board of Supervisors	Risk Management
County Administrator Office/Personnel	San Joaquin General Hospital
Child Support Services	Sheriff
Community Development/Fire Warden	Stockton Metropolitan Airport
Cooperative Extension	Superintendent of Schools
County Counsel	Superior Court
District Attorney	Treasurer-Tax Collector
Emergency Medical Services	Work Net
Environmental Health	Fire Mutual Aid Coordinator
Facilities	City of Escalon
General Services	City of Lathrop
Health Care Services	City of Lodi
Human Resources	City of Manteca
Human Services Agency	City of Ripon
Information Systems Division	City of Stockton
Parks and Recreation	City of Tracy
Planning & Community Development	City of Mountain House
	California Office of Emergency Services – Inland Region

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1 INTRODUCTION

This section establishes the framework within which this Emergency Operations Plan (EOP) exists and outlines the federal, state, and county emergency management authorities pertaining to the County's roles and responsibilities.

1.1 GENERAL

The San Joaquin County Emergency Operations Plan (EOP) involved a collaborative effort by San Joaquin County Office of Emergency Services (OES) and Operating Area partners--County departments, first responders, appropriate subject matter experts, community-based organizations, and the public. This plan contains broad objectives for protecting life, protecting property, and safeguarding the environment within the capabilities of available resources.

The context for developing this plan was for an emergency or major disaster with the scope and scale that challenges the normal (day-to-day) operations and capabilities of agencies and organizations in San Joaquin County. The EOP establishes the central role of the San Joaquin County Emergency Operations Center (EOC), hereafter called the "EOC", in the overall incident management of emergencies and major disasters, while emphasizing coordination with incident command(s) in the field as well as other emergency operations/coordination centers. Under this plan, the EOC is responsible for collecting and disseminating information; fulfilling or forwarding resource requests; and setting priorities or policies specific to an incident. Additionally, this plan establishes the role of "applicant agent" of state or federal disaster assistance for all entities of San Joaquin County government.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the County will respond to major emergencies and disasters to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the County fulfill its response function to its maximum capacity.

1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against, respond to, mitigate against and recover from disasters. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Every person who lives or works in the County (including those with access, and functional needs [AFN]) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the County will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency or disaster is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens who are prepared to take care of themselves and their families, and to assist neighbors in the early phases of a major emergency or disaster, can make a significant contribution toward survival and community resiliency.

1.2 PURPOSE AND SCOPE

1.2.1 Purpose

The purpose of this document is to describe the framework under which entities having legal responsibility, as identified in each Emergency Support Function (ESF) annex, will work-together during emergencies and major disasters; when the people, their property, the economy, or the environment of San Joaquin County are negatively impacted by natural or human-caused hazards. This plan includes all mission areas that create preparedness and a secure and resilient community: prevention, protection, mitigation, response, and recovery. It identifies the necessary actions for government before, during, and after emergencies and major disasters, and recognizes the significant contributions that the private sector, Non-Governmental Organizations/Private Nonprofits (NGOs/PNPs), volunteers provide during such incidents.

This EOP continues the Operating Area's compliance with the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the Incident Command System (ICS), the National Response Framework (NRF), and the National Preparedness Guidelines to include Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, version 3.1. It facilitates multi-agency and multi-jurisdictional coordination during emergency operations, public information functions, and resource management.

1.2.2 Scope

This plan establishes a systematic and synchronized process to facilitate emergency preparedness and coordinate emergency response and disaster recovery activities and actions. The EOP identifies the primary responsibilities of San Joaquin County government before, during, and after emergencies and major disasters, while recognizing the significant roles of federal, tribal, state, and other local government agencies, as well as the private sector, and NGOs/PNPs.

The primary objective of the EOP is to coordinate the personnel, facilities, and other resources of the Operating Area into an efficient organization capable of responding to any emergency, disaster, or planned event. The EOP defines the emergency management organization and details the method by which the County will coordinate emergency response both internal to their jurisdiction and externally with outside response organizations. The EOP further details the County's Emergency Operations Center (EOC) including activation, responsibilities, and operational procedures.

This plan does not include detailed response level operating instructions. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdictional coordination.

***Each organization identified in this plan is responsible for, and expected to develop, implement, and test policies, procedures, instructions, and standard operating guidelines (SOGs) or procedures (SOPs). These SOGs/SOPs shall reflect awareness of, and, where applicable, responsibility for following the emergency management concepts contained herein. Coordinated response and support roles shall be defined by these organizations to facilitate the ability to respond to any given incident**

1.3 PLAN ACTIVATION

Once promulgated by the County Board of Supervisors, this EOP is in effect and may be implemented as a whole or in part to respond to:

- Incidents in or affecting the unincorporated areas of the County
- Requests from the governing body of incorporated jurisdictions
- Public/environmental health emergencies in or affecting the County
- Non-routine life-safety issues in or affecting the County

An emergency proclamation is not required to implement the EOP, nor to activate the Emergency Operations Center. San Joaquin County Office of Emergency Services may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

1.4 ROLE OF PUBLIC EMPLOYEES

During a major emergency or disaster, the Director of the Office of Emergency Services shall have the support of all departments and divisions to respond to and provide the services and resources necessary to protect lives, property, and the environment of the County. As defined in Chapter 8, Division 4 of Title 1, Section 3100 of the California Government Code, all County employees are declared to be disaster service workers (DSWs) subject to such disaster service activities as may be assigned to them by their superiors or by law. In the event of a local emergency, under Section 4-3006 of the County Ordinance Code, the Director of Emergency Services may require the emergency services of any County employee and may request necessary personnel of any department or agency. It is noted, however, that during a disaster, employees may be unable to immediately report to work due to road closures, collapsed bridges, or other structural damage.

(Refer to San Joaquin County Administration Manual Section 1900)

1.5 PLAN ORGANIZATION

Separate from the Emergency Operations Plan are documents developed and maintained by each county department with primary and supporting roles identified in the EOP. These documents may include Standard Operating Procedures (SOP), Standard Operating Guidelines (SOG), Continuity of Operations (COOP) Plan, Department Operating Center (DOC) activation guide and checklists, and other documents that support department-specific responsibilities during an emergency. Departments will operate their response activities according to the overall EOP as well as their own guidelines and emergency protocols.

This EOP is composed of the four main elements described below.

1.5.1 Basic Plan

The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the County's emergency management structure. It serves as the primary document outlining roles and responsibilities of elected officials, County departments, and key response partners during an incident. Specifically, the Basic Plan identifies:

- Legal authorities, including the emergency proclamation process, activation of mutual aid agreements, and requests for resources and emergency spending powers
- Hazards and threats facing the community, including planning assumptions based on the County's response capabilities
- A concept of operations for the County that describes how the County will conduct its emergency operations and coordinate with other agencies and jurisdictions
- The County's emergency response structure, including activation and operation of the County EOC and implementation of ICS

- The County’s protocols for maintaining and reviewing this EOP, including training, exercises, and public education components

1.5.2 Emergency Support Function Annexes

The Emergency Support Functions (ESFs) Annexes identify the ESF coordinator and primary and support agencies for each function. An ESF Annex focuses on critical tasks, capabilities, and resources provided by emergency response agencies for the County throughout all phases of a major emergency or disaster. In the event of an incident for which the County’s capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting resources and seeking additional support from California State agencies.

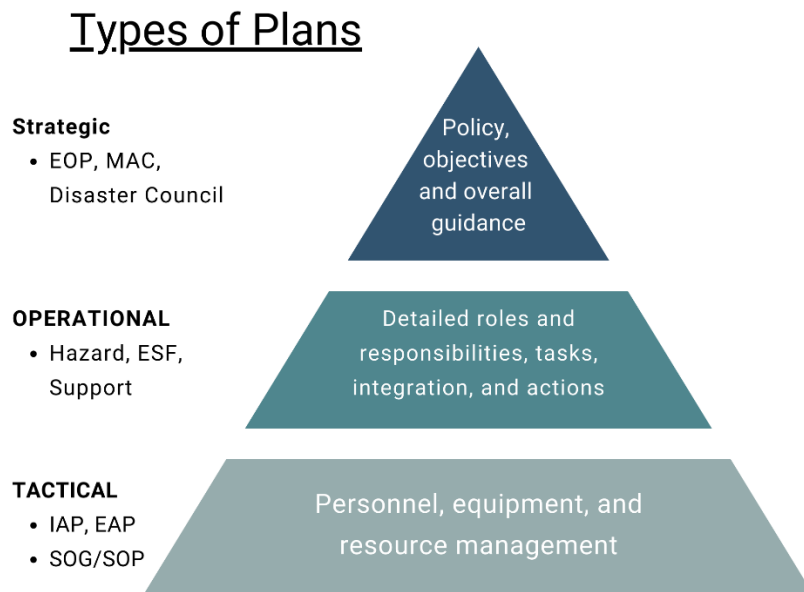
1.5.3 Hazard Annexes

While this EOP has been developed as an all-hazards planning document, some hazards may require unique consideration. To that end, Hazard Annexes supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the County’s most current Multi-Jurisdictional Hazard Mitigation Plan. The Hazard Annexes provide guidance for each hazard through the pre-incident, response, and recovery phases of an incident.

1.5.4 Support Annexes

Support Annexes (SA) describe functions that do not fit within the scope of the ESF annexes and identify how the County’s departments and agencies, the private sector, volunteer organizations, and non-governmental organizations coordinate to execute common support functions required during an incident. The actions described in the SA’s are not limited to particular types of incidents but rather are overarching in nature and applicable to nearly every type of incident.

Figure 1-1: Plan Hierarchy



2 BASIC PLAN

This section of the EOP builds on the scope of discussion by profiling the County’s risk environment, identifying specific planning considerations, and describing the predicate assumptions underlying this plan. This section ensures that, while taking an all-hazards approach to emergency management, the plan is tailored to the unique risks faced by the County.

2.1 SITUATION OVERVIEW

2.1.1 State Demographics

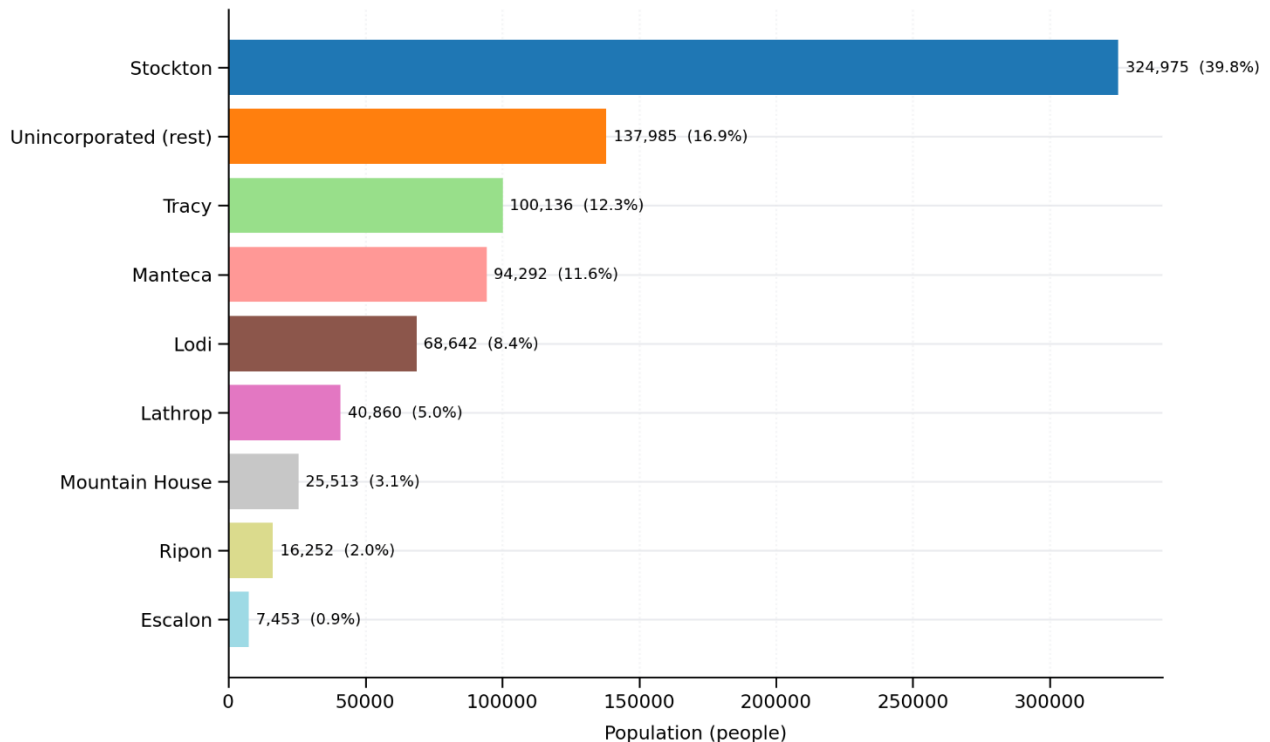
California is the most populous state in the nation with an estimated population of 39.5 million in 2024. Between 1950 and 2008, the State’s population tripled. California’s population is expected to reach almost 40 million by 2050. The State’s population of older adults is growing and, according to the California Department of Aging, in California there will be approximately 10.0 million people over the age of 65 by 2050 (25%).

2.1.2 County Demographics

The total population of San Joaquin County is approximately 816,108 people (Source: 2024 US Census Bureau estimate). Most of the County’s population resides in one of the eight incorporated cities of the County, with the County seat of Stockton having the largest population: 324,975 (39.8%). The other cities, in order of population size are Tracy 100,136 (12.3%), Manteca 94,292 (11.6%), Lodi 68,642 (8.4%), Lathrop 40,860 (5.0%), Mountain House 25,513 (3.1%), Ripon 16,252 (2.0%) and Escalon 7,453 (0.9%). The unincorporated areas of the County host a population of 137,985 (16.9%).

Table 2-1: Population of San Joaquin County

San Joaquin County – Populations for All 8 Cities + Unincorporated (rest)
July 1, 2024 Census estimates; Mountain House from ACS 2024 5-year



Over 42% of all residents in San Joaquin County are speakers of a non-English language at home, which is higher than the national average of about 22%. The most common language is Spanish. Some other languages represented are Arabic, Tagalog, Cambodian, Hmong, Farsi, Punjabi, and Urdu.

Medicare data indicates approximately 15.5% of residents in San Joaquin County are reliant upon electricity-dependent medical equipment to live independently in their homes,¹ which could ultimately be life-threatening during extended power-outages.

2.1.3 County Geography

San Joaquin County is in the heart of the San Joaquin Valley, with Sacramento County to the north, Stanislaus County to the South, Contra Costa and Alameda Counties to the west and Amador and Calaveras Counties to the east. San Joaquin County covers 1,426 square miles, and has approximately 35 square miles of waterways, many of which are part of the vast Sacramento-San Joaquin River Delta waterway system on the western portion of the County, protected by about 1,115 miles of levees. The eastern portion of the County consists of slightly rolling hills of grasslands and rural farmlands.

Interstates 5, 205, 580 and State Routes 99, 12, 88, 4, 120, 132, and 26 are the major transportation routes through the County. Interstate 5 and State Route 99 run north and south, while State Routes 4, 12, 26, 88, 120, 132, and Interstates 205 and 580 are east and west. These major highway/freeway routes would be highly utilized by both County residents and tourists as possible evacuation routes in the event of an emergency.

Public roadways and bridges within San Joaquin County are owned and maintained by California Department of Transportation, San Joaquin County Public Works Department and seven city Public Works Departments. A high potential exists for road closures due to severe winter storms or flooding. Parts of the County can become isolated for a period of time when these conditions exist.

2.1.4 County Climate

The average monthly high temperature in San Joaquin County ranges from 98°F in July to 57°F in December. The corresponding average monthly low temperatures are 64°F and 39°F, respectively. The average annual rainfall for San Joaquin County is 13.45 inches. There is an average of 55 days a year with measurable precipitation. In the summer months, the temperature can range from the mid-90s up to 110 °F. On average, there are 90 days when the high temperature is greater than 90 °F. In some cases, temperatures as high as 115 °F have been recorded in July. The winter months can see low temperatures in the upper 30s. On average there are only 20 days a year where temperatures are at or below freezing, with very rare occasions of light snow.

Between November and March, sometimes for several days in a row, a heavy fog known locally as “tule fog,” blankets the area: severely limiting visibility at the ground level.

Warm heavy to moderate rainfall is possible from January – March; known as atmospheric rivers. Heavy snowfall in the Sierra Nevada mountain range, when followed by a rapid thaw or heavy rain, can lead to excessive runoff and flooding because the ground may be frozen or saturated, unable to absorb the water quickly. Heavy run-off, and high river flows, can stress the

¹ U.S. Department of Health and Human Services empower Data, which gathers data from Medicare beneficiaries through Medicare Claims. This data is updated monthly at <https://empowerprogram.hhs.gov/empowermap> and specific address/dependent data can be requested at the time of specific need.

levee system in the County. The County occasionally receives periods of severe drought, generally followed by moderate periods of recovery.

2.1.5 County Economy

San Joaquin's leading agricultural commodities are milk, grapes, almonds, cherries, eggs, walnuts, tomatoes, cattle, blueberries, and silage.² Land, air, rail, and waterways have led to a growing economy in warehousing and distribution centers that serve the Northern California Region with goods and products.

With three transcontinental railroads crossing the County, thousands of railcars traverse through San Joaquin County carrying goods of all types with Union Pacific and Burlington Northern Santa Fe owning most of the railroad lines. The Amtrak San Joaquins and the Altamont Corridor Express share tracks moving people in all directions--many daily as they commute to the Bay Area for work opportunities. In 2023, it was estimated that nearly 22% of the employees in San Joaquin County have a commute time more than 60 minutes to work. The average commute time is over 35 minutes overall.³

The San Joaquin River and the Sacramento River are major rivers, each with many tributaries, that wind around the County, and the confluence of which make up the California Delta; the western portion of the County. Smaller rivers flow throughout the County as the fresh water makes its way to the brackish estuary of the Delta and eventually to the Pacific Ocean. The San Joaquin River was dredged in the early 20th Century to create the Stockton Deepwater Shipping Channel, to allow for large ocean-going vessels safe passage to Stockton. Over 4.3 million metric tons⁴ of cargo is shipped annually, both in and out of the Port of Stockton. The Port of Stockton is the 2nd largest seaport in California by acreage, and the 5th busiest port by volume.

The Stockton Metropolitan Airport is owned and operated by San Joaquin County, through its Department of Aviation. The primary runway is 10,249 feet in length and is 150 feet wide, making it ideal for its air cargo and air carrier operations. A second smaller runway, 4,448 feet long and 75 feet wide, is typically utilized by smaller aircraft to avoid taxiing the longer primary runway length. Amazon utilizes the airport as a hub with multiple flights daily to destinations across the U.S., with plans to increase the number of daily flights. It also features passenger service by Allegiant Airlines, with service to Las Vegas and Phoenix Sky Harbor. Lodi and Tracy also have small municipal airports that provide general aviation services.

Lodi Airport is a small public airport, with no control tower and a runway of 3,547 feet in length and 75 feet wide, primarily used for small privately owned aircraft. There is also a parachute training center and parachute drop zone approximately 1000 feet south of the runway. Tracy Municipal Airport does not have a control tower and is open to the public, with a primary runway of 4,001 feet in length and 75 feet wide. The airport is owned and operated by the City of Tracy.⁵

2.1.6 Additional Details

The Board of Supervisors is the governing body of the County and several special districts. Within the limits of state law and County charter, the Board is empowered to adopt ordinances, establish programs, levy taxes, appropriate funds, appoint certain officials, and zone property in the unincorporated area. The five members of the Board are elected on a non-partisan basis to serve four-year terms. Each is elected from one of the five supervisorial districts of the County. The County Administrator is the Chief Accounting Officer of the County and is responsible for implementing Board policies, administering County departments not headed by an elected official,

² 2023 San Joaquin County Crop Report

³ <https://localnewsmatters.org/2023/03/08/stockton-has-the-3-worst-average-commute/>

⁴ www.portofstockton.com 2025

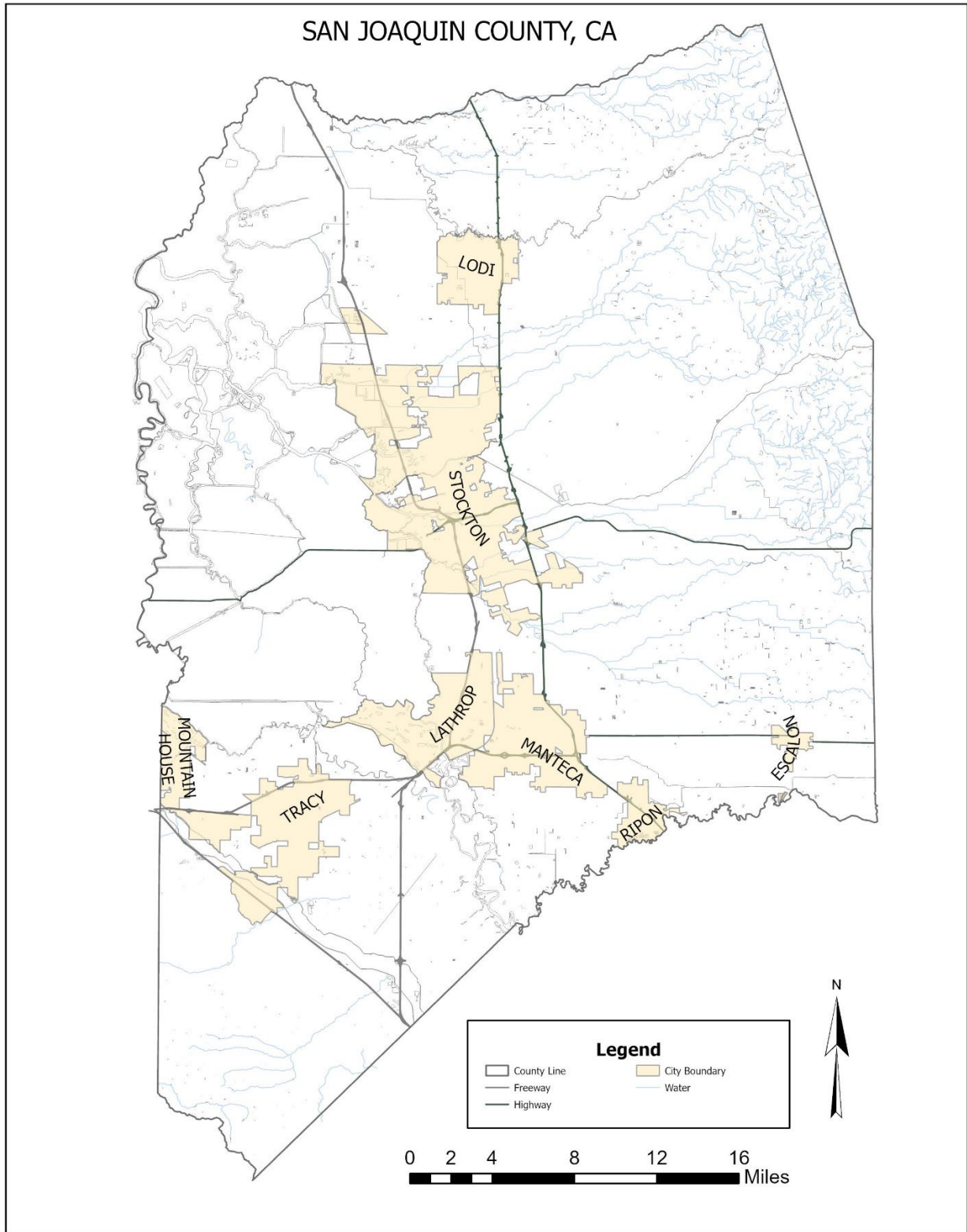
⁵ <https://airnav.com/>

and preparing budgets, reports and proposals for Board consideration. The County Administrator is appointed by a majority vote of the Board and may be removed by a 4/5 vote.

San Joaquin County is exposed to many hazards, all of which have the potential to disrupt the community, causing damage, and creating casualties. Possible natural hazards include floods, extreme weather and fires. The threat of domestic terrorism-related incidents--such as a nuclear, biochemical, or conventional attack--is present as well. Other man-made disaster situations could develop from hazardous material (HazMat) accidents, public health-related incidents, major transportation accidents, or acts of terrorism.

The organizations described or noted in this plan will be aware of significant emergency conditions as they arise. These conditions will trigger a response consistent with the respective responsibilities and roles defined by either this plan, or other legal and policy frameworks. The efficacy of responding organizations will be constrained primarily by their level of training, quality of readiness activities, and interagency coordination undertaken prior to the event.

Figure 2-2: Map of San Joaquin County



2.2 HAZARD MITIGATION ASSESSMENT ⁶

The County develops a Multi-Jurisdictional Hazard Mitigation Plan, which periodically includes a Threat/Hazard Identification and Core Capabilities Assessment to more thoroughly understand the risks and sets performance outcomes and targets. Table 1 lists the threats and hazards identified most recently (2024) and informed the Hazard Specific Plans maintained in San Joaquin County.

Table 2-3

Natural	Technological	Human-Caused
Animal Disease	Air Pollution	Armed Attack (Active Attacker)
Animal Pests	Dam Failure	Arson (Religious/Terrorist/ Political Statement)
Climate Change	Energy Outage	Civil Disturbances
Earthquake	Energy Shortage	Cybersecurity Event
Expansive Soil	General Fire Threat	Cyber Terrorism directed to Critical infrastructure
Flood	Ground Contamination	Destruction of energy property
Land Subsidence	Hazardous Material Release	IED/VBIED Directed to Critical Infrastructure
Landslide	Levee Failure	IED/VBIED Mass Gathering
Pandemic/Epidemic	Noise Pollution	Weapons of Mass Destruction (WMD/CBRNE)
Plant Pathogens	Peat Fire	
Plant Pests	Road/Bridge Failure	
Public Health Emergency	Train Derailment	
Soil Erosions	Water Pollution	
Storms/Excessive Rain	Wildland Fire	
Weather Dense Fog		
Weather Drought		
Weather Extreme Cold (freeze)		
Weather Extreme Heat		
Weather, High Winds/Tornados		

Based upon the County’s recent Hazard Vulnerability Review, the following hazards represent the most likely to occur.

2.2.1 Flood/Levee Break/Dam Failure⁷

In San Joaquin County, flooding can occur from excessive rain overloading the river and levee system, a dam failure, or a levee failure. Floods can be slow in nature such as rising water in a river, or rapid such as a catastrophic flood caused by dam or levee failure. Flooding can create significant physical, economic, agricultural and social harm to affected areas. Generally, when levees break, they are under stress due to the large amount of water being retained between the levee banks. Levee breaks can be caused by water saturation (boils), overtopping and erosion, land subsidence, earthquake, burrowing animals, or general lack of maintenance.

⁶ Reference the Threat and Hazard Identification and Risk Assessment Plan

⁷ Reference the Flood and Dam Failure Hazard Annex.

Flooding in San Joaquin County impacts many different areas such as people, roads, residential/commercial buildings, parks/recreation areas, agriculture, and critical facilities and infrastructure. The fiscal ramifications from flooding can happen due to road closures that effect businesses, County owned park closures, airport closures and can cause an increased financial burden on San Joaquin's economy. There have been several million dollars of loss due to floods because of levee breaks over the past several years. Dating back to 1980, sixteen separate events caused levee, agriculture, commercial and real estate damage.

2.2.2 Drought⁸

In California, drought is generally caused by a lack of precipitation and/or snowfall in the Sierra Nevada. Drought conditions can have a significant impact on agriculture, cause damage to soils (salt intrusion), and lead to public water use limitation. Drought cycles in San Joaquin have fluctuated during the last 20 years. In 2016-2017, heavy rain ended the 11-year drought conditions. When drought conditions return, it would affect agricultural lands, wells, new construction, and the general welfare of the public. Drought instances occurred in 1977, 1988, 1990, 2002, 2004, 2008 and 2014-17.

Although the probability of drought is expected to increase throughout the 21st century, due to the impacts of climate change, the possibility of increased intense rainfall with historical runoff is also projected. With the current high flood risk throughout San Joaquin County, this could have widespread impacts throughout the County and the entire San Joaquin Valley region including floods, levee and dam failures, and issues with saltwater intrusion into the Delta water supply.

2.2.3 Extreme Weather⁹

A period where the temperature either rises quickly to a higher-than-normal temperature and then drops, or a prolonged period of hot days beyond what is normally experienced. For temperatures to be considered extreme, it must have an adverse impact on human health and/or agriculture. In 2003 and 2006 extreme heat caused agricultural losses and other economic losses; the 2006 agricultural losses surpassed \$21 million. In 2006, there were approximately 140 heat-related deaths in California, with approximately 25 of those being in San Joaquin County.¹⁰

Historically, The San Joaquin Valley has experienced record-setting low temperatures in the Stockton area. In December 1998, an unusually cold winter led to crop freezes from December 20 through 27, 1998, and again on multiple days through May 1999. In December 2006, freezing temperatures were attributed to several deaths throughout California. The numbers of vulnerable populations have increased, such as homeless and could potentially be a different outcome if it were to occur again.

In late spring or early fall, the unseasonal arrival of cold air can damage or kill agricultural crops, as well as domestic flora. When a freeze occurs--temperature drops below 32°F--the formation of ice crystals within plant cells expands water and can rupture cell walls, leading to tissue damage and death. The impact of such freezing events can be significant if they occur during the growing season.

2.2.4 Energy Outage¹¹

To reduce the chance of accidental fire ignition in certain areas of the State, the California Public Utilities Commission (CPUC) has developed plans to require de-energization of electrical grids or blocks of an area(s) in advance of or during periods of heightened risk conditions. Pacific Gas

⁸ Reference the Drought and Water Shortage Hazard Annex

⁹ Reference the Severe Weather Hazard Annex

¹⁰ https://www.ipcc.ch/apps/njlite/srex/njlite_download.php?id=7305

¹¹ Reference the Electrical System De-Energization Hazard Annex.

and Electric (PG&E) Company, a utility distribution company and largest supplier of electricity in the County, has implemented additional precautionary measures to help to reduce the risk of wildfire due to electricity. Since the energy system relies on many power lines working together to provide electricity across the County, areas within San Joaquin may be affected by these power outages, even if the County is not experiencing high winds or other extreme weather conditions.

2.2.5 Hazardous Materials¹²

A hazardous materials event involves the accidental or intentional release of substances that can be harmful to people, property and/or the environment. A hazardous material emergency will require the response of specially trained personnel with the correct equipment to contain, control and clean up the material involved. Locally, hazardous materials response due to spills/incidents has been on the increase in the past few years.

2.2.6 Public Health Emergency¹³

A public health emergency is an event or situation declared by the County or the state public health officer, that poses a significant health risk to the general populace of the County and requires immediate and coordinated public health response. This could be a pandemic such as the H1N1 flu, COVID-19, an epidemic of measles or a period of excessive temperatures.

2.2.7 Civil Disturbance¹⁴

Civil disturbances include incidents that are intended to disrupt a community to the degree that law enforcement intervention is required to maintain public safety. Civil disturbances are generally associated with social injustice, political oppression, judicial inequity, and/or disparate economic conditions. The San Joaquin County Sheriff's Department determines the public safety enforcement actions, depending on the types of incidents, required to maintain public order during a crisis response. The Sheriff's Department maintains a Special Weapons and Tactics Team (SWAT), a Mobile Field Force (MFF) and a Hostage Negotiation Teams (HNT) for the purpose of providing specialized support in handling critical field operations beyond the capacity of on-duty field officers.

2.2.8 Terrorism¹⁵

The FBI defines terrorism, domestic or international, as the "unlawful use of force or violence against persons or property to intimidate or coerce a government or civilian population in furtherance of political or social objectives." The FBI is the lead agency for operational response to domestic terrorism and has responsibility for some terrorist actions against Americans overseas. The response to all incidents will begin locally and, prior to the arrival of anyone from the FBI, local law enforcement officers, firefighters and emergency medical personnel will be called upon to handle the first response to these acts.

The person(s)--typically non-state affiliated—who instigate these acts can be from either international or domestic sources. International terrorists, even when acting locally, tend to be associated with, or inspired by, designated foreign terrorist organizations and will act with an intent to influence broad international policies and politics. Domestic terrorists are typically citizens affiliated with domestic groups who seek to further ideological goals stemming from domestic influences, such as those of a political, religious, social, racial, or environmental nature.

¹² Reference the ESF 10-Hazardous Materials Plan

¹³ Public Health Services maintains a Public Health Emergency Response Plans

¹⁴ County Sheriff's Department maintains related policy and procedures

¹⁵ <https://www.fbi.gov/investigate/terrorism>

Terrorism can appear in many forms. Weapons of mass destruction (WMDs) are destructive devices capable of causing widespread death, injury, or environmental damage. They are typically classified as nuclear, chemical, or biological weapons, but can also include radiological weapons. Assassination of prominent political figures and leaders is another method used to create fear in the general population. Whatever the source, or the form, of terrorism encountered, effective emergency management in response to terrorism requires strong collaboration between federal, state, and local agencies, as well as partnerships with private organizations and community groups.

2.2.9 Cybersecurity¹⁶

Cyberspace and its underlying infrastructure are vulnerable to a wide range of risks stemming from both physical attacks and cyber threats. Sophisticated non-state actors and nation-states may exploit vulnerabilities to steal information and money, and are developing capabilities to disrupt, destroy, or threaten the delivery of essential services such as water and electricity. It is the cybersecurity related attacks on critical infrastructure that can have the greatest impact on life, property and the environment. Emergency managers, and first responders, can play a crucial role in communicating with the public and providing alternative assistance if cyber incidents disrupt emergency communication systems like 9-1-1 and other infrastructure.

2.3 EMERGENCY MANAGEMENT MISSION AREAS

This plan adheres to the “Whole Community” philosophical approach to emergency management. Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built.¹⁷ This EOP also adheres to the principles of all-hazards planning, because most responsibilities and functions performed during an emergency are not hazard specific. The focus of this EOP is to establish a systematic and synchronized process to facilitate emergency preparedness, and to coordinate emergency response and disaster recovery activities and actions. This plan both impacts and is informed by activities conducted before and after emergency operations take place, and is designed to assist the County in the following five **mission areas** outlined in the National Planning Framework:

1. The **Prevention** mission area is composed of the capabilities necessary to avoid an incident or to intervene to stop a terrorist incident from occurring. It is focused on ensuring we are prepared to optimally protect lives and property from terrorism within the United States. While the other mission areas focus on all hazards, including national disasters, prevention is specifically about preventing terrorism.
2. The **Protection** framework includes capabilities necessary to secure the homeland against acts of terrorism and manmade or natural disasters
3. **Mitigation** includes those capabilities that reduce hazard related losses with the goal of ensuring the safety and security of citizens, infrastructure protection and economic stability.
4. The **Response** area addresses the capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.
5. **Recovery** is composed of the core capabilities necessary to assist communities affected by an incident to recover effectively.

Table 2-4, on the next page, identifies the National Preparedness Goal’s thirty-two core capabilities under their appropriate Emergency Management Mission area. The core capabilities,

¹⁶ County Information Services Division maintains a Disaster Recovery Plan

¹⁷ https://www.fema.gov/sites/default/files/2020-07/whole_community_dec2011_2.pdf

established in the National Preparedness Goal, are referenced in many national preparedness efforts, including the National Planning Frameworks. The Goal groups the capabilities across the relevant five mission areas. Some core capabilities fall within a single mission area, while others apply to multiple or all mission areas.

Table 1-4: National Preparedness Goal, Core Capabilities List

Five Mission Areas				
PREVENTION	PROTECTION	MITIGATION	RESPONSE	RECOVERY
Planning				
Public Information and Warning				
Operational Coordination				
Intelligence and Information Sharing		Community Resilience	Infrastructure Systems	
Interdiction and Disruption		Long-Term Vulnerability Reduction	Critical Transportation	Economic Recovery
Screening, Search and Detection		Risk and Disaster Resilience Assessment	Environmental Response/Health and Safety	Health and Social Services
Forensics and Attribution	Access Control and Identify Verification	Threats and Hazard identification	Fatality Management Services	Housing
	Cybersecurity		Fire Management and Suppression	Natural and Cultural Resources
	Physical Protective Measures		Logistics and Supply Chain Management	
	Risk Management for Protection Programs and Activities		Mass Care Services	
	Supply Chain Integrity and Security		Mass Search and Rescue Operations	
			On-Scene Security, Protection, and Law Enforcement	
			Operational Communications	
			Public Health, Healthcare, and Emergency Medical Services	
			Situational Assessment	

2.4 PLANNING ASSUMPTIONS

The organizations described or noted in this EOP should be aware of significant emergency conditions as they arise. These conditions will trigger a response consistent with the respective responsibilities and roles defined either by the EOP, or other legal and policy frameworks. The efficacy of responding organizations will be determined by the level of training, readiness activities, and interagency coordination undertaken prior to the incident. The planning assumptions are as follows:

- Emergencies may occur at any time with little or no warning and may exceed capabilities of local, state, federal, tribal governments and the private sector in the affected areas.
- Emergencies may result in casualties, fatalities, and displace people from their homes.

- All incidents are local. They will start locally and they will end locally.
- An emergency will require prompt and effective response and recovery operations from emergency services, disaster relief groups and volunteer organizations, and from the private sector.
- OA EOC capabilities may be limited for the first operational period, especially if communications links to other agencies and County departments are impacted.
- Essential County services will be maintained as long as conditions permit.
- All emergency response staff are trained and experienced in operating in accordance with the NIMS/SEMS protocol.
- The OA Cities will be responsible for utilizing all available local resources, along with initiating mutual aid and cooperative assistance agreements, before requesting assistance from the County in accordance with SEMS.
- County departments and agencies with regulatory oversight responsibilities will continue their same roles during all phases of an emergency and will be inserted into the organizational chain to support emergency management efforts.
- The County's planning, policies, strategies, operations, and tactics will make every effort to consider the needs of the general population, children of all ages, individuals with disabilities, and others with access and functional needs.
- The County, in collaboration with the American Red Cross, will ensure shelters meet the minimum requirements of the Americans with Disabilities Act of 1990 (ADA).
- Neighboring Counties and Regions may come to San Joaquin County's aid through the Mutual Aid Agreement and/or other mechanisms and agreements.
- If needed, the County EOC will make additional resource requests to the State Operations Center (SOC).
- If Federal Assistance is needed, requests will be coordinated through the State Operations Center (SOC).
- The citizens in the County will be expected to provide for their immediate needs to the extent possible for potentially several days following a catastrophic event, or for at least 24 hours following a location-specific incident. This may include public as well as private resources in the form of lifeline services.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that State and Federal assistance is required.
- County communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
 - Familiar with established policies and procedures,
 - Assigned pre-designated tasks,
 - Provided with assembly instructions and,
 - Formally trained in their duties, roles, and responsibilities required during emergency operations

2.5 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

The Standardized Emergency Management System (SEMS) is the cornerstone of California's emergency response system and the fundamental structure for emergency management. SEMS is required by the California Emergency Services Act for management of multi-agency and multijurisdictional responses to emergencies in California. The system unifies all elements of California's emergency management community into a single integrated system and standardizes key elements. SEMS incorporates the use of the Incident Command System (ICS), California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), the Operational Area (OA) concept and Multi-Agency Coordination (MAC) process. State agencies are required to use

SEMS, and local government entities must use SEMS *to be eligible for any reimbursement of response-related costs under the State’s disaster assistance programs.*

2.5.1 Five SEMS Organization Levels

Field – The Field Level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat. This is the incident level where the emergency response begins. SEMS regulations require the use of ICS at this level of an incident. Field response agencies are most often represented by fire, law enforcement, EMS, and environmental health, although public works for roadways, airports and parks may be early responders in the field as well.

Local Government – The Local Government level can include cities, counties, and/or special districts. Local governments manage and coordinate the overall emergency response and recovery activities between emergency agencies and operations centers within their jurisdiction, such as local EOCs and DOCs. This is the first coordination level above the field response. Local governments are required to use SEMS when their emergency operations center is activated, or a local emergency is declared.

The County is responsible for managing response and recovery operations in the unincorporated areas of the County with the cities providing support and mutual aid as needed. Emergency management systems actively exist in the incorporated cities of Stockton, Tracy, Manteca, Mountain House, Lathrop, Lodi, Ripon and Escalon.

Operational Area (OA) – An OA is the intermediate level which encompasses a county’s boundaries and all political subdivisions located within that county, including special districts. The OA facilitates and/or coordinates information, resources, and decisions regarding priorities among local governments within the OA. The OA serves as the coordination and communication link between the Local Government Level and Regional Level. State, federal, and tribal jurisdictions in the OA may have statutory authorities for response similar to that at the local level.

San Joaquin County is charged with taking the lead coordination role within the OA and with being the primary point of contact for the region and state. In an OA lead entity, the County manages and/or coordinates information, resources, and priorities among local governments and serves as the link between the local government and the regional level. At this level, the governing bodies are required in SEMS to reach a consensus on how resources will be allocated in a major crisis affecting multiple jurisdictions or agencies.

Region – The Regional Level manages and coordinates information and resources among OAs within the mutual aid region, and between the OAs and the State Level. The regional level is coordinated by the Mutual Aid Regional Advisory Committee. California is separated into six Regional Administrative and Mutual Aid regions. San Joaquin County is part of Region IV.

State – The State Level of SEMS prioritizes tasks and coordinates state resources in response to the requests from the Regional Level and coordinates mutual aid among the mutual aid regions and between the Regional Level and State Level. The State Level also serves as the coordination and communication link between the state and the federal emergency response system. The State Level requests assistance from other state governments through the Emergency Management Assistance Compact (EMAC) and similar interstate compacts/agreements and

Figure 2-5: SEMS Levels



coordinates with the Federal Emergency Management Agency (FEMA) when federal assistance is requested. The State Level operates out of the State Operations Center (SOC).

2.5.2 Operational Area Responsibilities

The implementation of SEMS and NIMS is a cooperative effort of all departments and agencies within the County, cities, and special districts that have an incident management and/or emergency response role. While every jurisdiction is charged with SEMS and NIMS compliance, County OES has the lead responsibility for SEMS and NIMS collaboration, implementation, and planning with responsibilities for:

- Communicating information within the OA on SEMS and NIMS requirements and guidelines
- Coordinating SEMS and NIMS training and development among County departments and agencies
- Reporting SEMS/NIMS compliance to Cal OES and the Department of Homeland Security
- Incorporating SEMS/NIMS requirements into this EOP and San Joaquin Ordinance Code with adoption by the County Board of Supervisors
- Identification of all County departments and agencies involved in field level response
- Identification of departments and agencies with a DOC
- Coordinating with local jurisdictions and volunteer and private agencies on development and implementation of SEMS and NIMS
- Identification of special districts that operate or provide services within the OA
- Determining the emergency role of the OA special districts and making provisions for coordination during emergencies
- Identification of local volunteer and private agencies that may have an emergency response role, and coordination of those volunteers and agencies
- All local government staff who may work in the OA EOC, in a DOC, or at the field level will receive appropriate SEMS/NIMS/ICS training as recommended by the Department of Homeland Security
- To validate preparedness and planning efforts, local governments will develop an exercise program that provides periodic exercises for EOC and DOC personnel under SEMS/NIMS/ICS guidelines

3 CONCEPT OF OPERATIONS

This section of the EOP states the County's response and recovery priorities, provides concepts to guide the County through the phases of emergency operations, and provides a guide for multi-jurisdictional coordination and incident command.

3.1 GENERAL

Plans for prevention of, protection for, mitigation against, response to, and recovery from incidents are based on risks to the region, legal obligations and authorities, and history of incidents. Plans may include policies governing prevention and protection before, response during, or recovery after an incident. Plans by themselves do not ensure the protection of people, property, the environment, or economy of the region. Part of the regular emergency management program includes the training and exercising of OES staff members, and partners with roles and responsibilities defined or outlined in the emergency plans and procedures of the region.

Public education and personal preparedness are managed in a decentralized fashion by the cities of San Joaquin County and within each San Joaquin County department. The County Joint Information System (JIS) coordinates and shares ideas and literature for a common message on preparedness steps recommended to the public. The "Whole Community" concept is used, which includes involving all emergency management and response partners, community organizations, and the public in the development of plans and ensuring their roles and responsibilities are reflected in all documentation. Efforts are made to reach the public with multiple media types, language formats, and culturally sensitive messages that they can easily access.

Emergency response efforts are often time-critical endeavors that require difficult prioritization of resources. During Emergency Operations Center (EOC) activations, prioritization of resources will operate under the strategic guidance of the San Joaquin Multi-Agency Coordination (SJ MAC) Group.¹⁸ The most important of these are efforts that provide a level of protection of the public's health and welfare through warning and notifications, support of first responders (including fire, police, EMS, and flood patrols) with resource needs, delivery of services (such as sheltering, mass care and feeding), evacuation of populations to safe locations where necessary, and public information.

¹⁸ Reference the Support Annex San Joaquin Multi-Agency Coordination Group Plan.

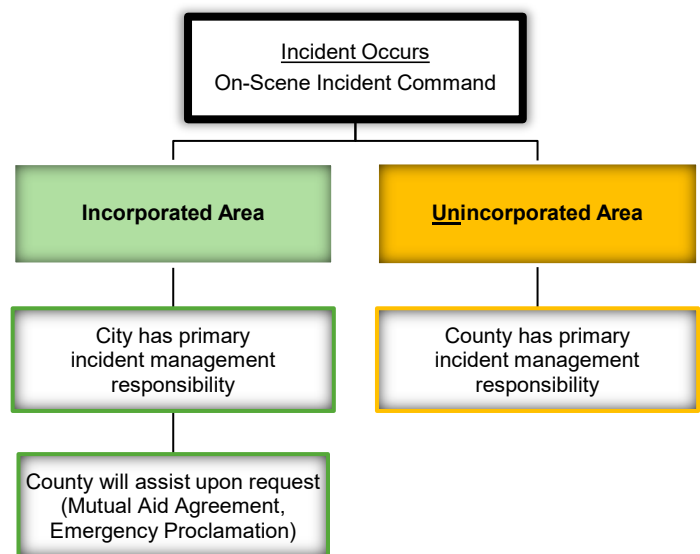
3.2 INCIDENT MANAGEMENT

3.2.1 Jurisdictional Authority

The jurisdiction¹⁹ in which the incident occurs has jurisdictional authority and primary responsibility for managing the incident:

- Initial response is provided by local first responders and directed by on scene the Incident Commander (IC). Activities may include rescue, firefighting, emergency medical services, crime scene investigations, traffic and crowd control, evacuation and emergency public information, among others. Incident command may establish a Unified Command (UC) to integrate jurisdictional authority and functional responsibility of participating organizations.
- If the incident occurs within an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.
- The County has jurisdictional authority and primary incident management responsibility for incidents that occur in the unincorporated area of the County, and for health emergencies County-wide. If the incident impacts both the unincorporated and an incorporated area, the County and impacted cities share responsibility.

Figure 3-1: Incident Management in San Joaquin County



All jurisdictions with incident management responsibility are likely to activate their EOCs in a major emergency or disaster. EOC staff coordinate resources in support of field activities, share incident information, conduct multi-agency planning, and operate the Joint Information System (JIS). All participating agencies/jurisdictions collaborate to establish and maintain a common operating picture.

The County EOC is the location where staff from multiple agencies/departments come together to address imminent hazards and to provide coordinated support to incident command, on-scene personnel and/or other EOCs. EOC operations are focused on advisory and coordinating functions to ensure all response efforts are in support of common objectives. In some instances, when an on-scene incident command is not established, such as an extreme weather emergency, the EOC staff may direct tactical operations. The EOC may also activate to support prevention and protection activities and to find resources to backfill those that the County has already deployed.

¹⁹ As indicated in NIMS, jurisdiction authority in this statement is political/geographical in nature. In San Joaquin County there are several entities that may have functional jurisdiction (i.e., California Highway Patrol, Fire District, Ca Fish and Game, Coast Guard, etc.)

3.3 PROCLAMATIONS

To those directly affected, every disaster is catastrophic and merits a “proclamation” of an emergency. There are, however, a variety of governmental disaster proclamations/declarations that may be issued independently of one another. The California Emergency Services Act provides for three types of emergency proclamations in California:

- Local Emergency Proclamation
- Governor’s Proclamation of State of Emergency
- State of War Emergency

Emergency proclamations expand the emergency powers and authorities of the jurisdiction of the agency making the proclamation and its political subdivisions. They also provide a mechanism for unaffected jurisdictions to provide resources and assistance to the affected jurisdictions. Although emergency proclamations facilitate the flow of resources and support to the affected jurisdictions and local government, they are not a prerequisite for rendering mutual aid and assistance under existing agreements or requesting assistance from the American Red Cross (ARC), disaster loan programs designated by the U.S. Small Business Administration (SBA), or the U.S. Department of Agriculture (USDA).

3.3.1 Local Emergency Proclamation

The local governing body or a duly authorized local official may proclaim a local emergency, as described in the California Emergency Services Act and as provided in its local emergency ordinance. Proclamations are normally made when conditions of disaster or of extreme peril to the safety of people and property exist within the jurisdictional limits of a county, a city and county, or only within a city. A local emergency may be proclaimed when conditions are, or are likely to be, beyond the control of the services, personnel, equipment, and facilities of that political subdivision and require the combined forces of other political subdivisions to combat. With respect to regulated energy utilities, a local emergency may be a sudden and severe energy shortage that requires extraordinary measures beyond authority vested in the California Public Utilities Commission (CPUC).

Local proclamations may authorize additional emergency powers to local officials by local ordinance. A local emergency provides local governing bodies with expanded emergency police powers and authorities, which include:

- Authorization to promulgate and suspend local orders and regulations necessary to provide for the protection of life and property
- Authority to acquire or commandeer supplies and equipment for public use
- Power to conduct and perform emergency response activities under emergency conditions with broadened immunities from legal liability for performance or failure of performance

As established by the San Joaquin County Code of Ordinances, The Chair of the Board of Supervisors serves as the Director of Emergency Services and the head of the Office of Emergency Services Department is the Director of Emergency Operations.

As provided in the San Joaquin County Code of Ordinances²⁰, the Director of Emergency Services is empowered to request the Board of Supervisors to proclaim the existence or threatened existence of a “local emergency” if the Board of Supervisors is in session, or to issue such proclamation if the Board of Supervisors is not in session. Whenever the Director of Emergency

²⁰ San Joaquin County Ordinance, Title 4, Division 3, Civil Defense and Disaster, Chapter 1, Sections 4-3000 – 3012.

Services proclaims a local emergency, the local emergency shall not remain in effect for a period of more than seven (7) days unless the Board of Supervisors has ratified it.

The Board of Supervisors reviews the need for continuing a local emergency at least once every sixty (60) days, until the Board terminates the local emergency.²¹

The Director of Emergency Services may also request the Governor of California to proclaim a “state of emergency” when the locally available resources are considered inadequate to cope with the emergency.

3.3.2 Local Health Officer Proclamation

The County Health Officer is authorized by California Health and Safety Code²² to proclaim a local health emergency, but they do not have the authority to proclaim a local emergency as defined under the California Government Code. During a local health emergency, or a proclaimed State of Emergency within their jurisdiction, the County Health Officer may take reasonable preventive measures to protect and preserve public health from any public health hazard. Preventive measures may include abatement, correction, removal, or any other reasonable protective steps which may be taken against any public health hazard that is caused by a disaster and affects public health. Whenever a local health emergency is declared by the County Health Officer pursuant to this section, the local health emergency shall not remain in effect for a period more than seven (7) days unless it has been ratified by the Board of Supervisors. The Board of Supervisors must review the need for continuing the local health emergency at least every fourteen (14) days until the local health emergency is terminated. The local health emergency must be terminated as soon as possible; as warranted by the conditions.

3.4 EMERGENCY OPERATIONS CENTER ACTIVATION²³

An OES Duty Officer is on call 24 hours a day, seven days a week, and shall be advised of any threats, unusual events or situations by CalOES, local responders and city jurisdictions. The OES Duty Officer may be reached by calling OES directly during normal business hours at 209-953-6200, or, after hours, through the San Joaquin County Sheriff’s Department Dispatch Center at 209-468-4421. Reports may also originate from concerned citizens, first responder on-scene command, or other agencies. The Duty Officer has the responsibility to monitor and follow up on any threat that has the potential to impact the County. It is important to note that although the Duty Officer may be monitoring the progression of an incident or event, the EOC is not considered activated until OES staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities based on the information below.

The decision to activate the EOC is made by one of the following:

- 1) Director of Emergency Services;
- 2) Director of Emergency Operations or;
- 3) As required by SEMS based upon the activation conditions chart. (See Activation Requirements in Table 3-2)

²¹ California Government Code Section 8680.9

²² California Health and Safety Code 101075 et seq. and San Joaquin County Ordinance, Title 4, Division 3, Civil Defense and Disaster, Chapter 1, Section 4-3010.

²³ Reference the Emergency Support Function #5, Emergency Management Plan.

Table 2-2: SEMS EOC Activation Requirements

Situations Identified in SEMS Regulations	SEMS Levels:				
	Field Response	Local Government	Operational Area	Regional	State
Emergency involving two or more emergency response agencies §2405 (a), (b)	Use ICS				
Local emergency proclaimed * §2407 (a)(2)	Use ICS	Use SEMS			
Local government EOC activated §2407(a)(1)	Use ICS	Use SEMS			
Local government activates EOC and requests OA EOC activation §2409(f)(1)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Two or more cities within an OA proclaim a local emergency §2409(f)(2)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
County and one or more cities proclaim a local emergency §2409(f)(3)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
City, city and county, or county requests Governor's state of emergency proclamation §2409(f)(4)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims a State of Emergency for county, or two or more cities §2409(f)(5)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
OA requests resources from outside its boundaries ** §2409(f)(6)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
OA receives resource requests from outside its boundaries ** §2409(f)(7)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
An OA EOC is activated §2411(a)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
A Regional EOC is activated §2413(a)(1)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims a State of Emergency §2413(a)(2)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims an earthquake or volcanic prediction §2413(a)(3)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC

Notes: This matrix highlights the flow-through nature of SEMS activation requirements. Activation of an operational area EOC triggers activation of the regional EOC which, in turn, triggers activation of the state level EOC.

* The EOC is usually activated, but in some circumstances, such as agricultural emergencies or drought, a local emergency may be declared or proclaimed without the need for EOC activation.

** Does not apply to requests for resources used in normal day-to-day operations which are obtained through existing mutual aid agreements providing for the exchange of furnishing of certain types of facilities and services as provided for under the Master Mutual Aid Agreement.

§ Indicates sections in the California Code of Regulations, Title 19, Division 2, Chapter 1 (SEMS)

Grayed area - Situation is not applicable to the SEMS level.

3.4.1 Activation Levels

The level of activity within an Emergency Operation Center (EOC) often grows as the size, scope and complexity of the incident grow. The County EOC staffing levels should be consistent with the State's incident levels for continuity. The County EOC, and support agencies, will operate within the levels outlined below. Any of these levels can involve both in-person and off-site personnel coordinating virtually. Table 3-3 demonstrates the activation levels based upon a description of the EOC activation. This section further describes the levels.

Table 3-3: EOC Activation Level and Descriptions

Activation Level	Description
Normal Operations	An OES Duty officer is on standby 24/7 to respond to calls, monitor for incidents, and assist in basic requests.
Low	Enhanced monitoring and situational awareness for potential threats or hazards. Increased tracking of resources. Slightly elevated beyond day-to-day events or incidents.
Moderate	Establish hazard-specific functions requiring a moderate level of resources. Some resources dedicated to specific incident for a short duration.
High	Highest level of EOC activation for complex incidents that require a broad range of resources and/or a high degree of coordination and support for an extended duration.

3.4.1.1 Low Level Activation

A Low Level activation occurs when an incident expands beyond the role of the OES Duty Officer. The EOC will be activated for enhanced monitoring and situational awareness as the event changes. The level of staff is commensurate with the need to support field activation levels and maintain situational awareness.

3.4.1.2 Moderate Level Activation

A Moderate Level Activation occurs when an incident expands in size or complexity. This level of activation can involve incidents that have special characteristics, requiring a multi-agency or multi-departmental response, specialized resources, or is beyond the capabilities of local resources. This level may require the activation of additional EOC staff and positions (including DSWs), selected ESF’s, other County departments, and/or other operating area agencies.

3.4.1.3 High Level Activation

A High Level Activation occurs in response to major incidents that require a broad range of resources and support. This level of activation involves the coordinated response of the whole community. Personnel from several, likely all, agencies, organizations, and special districts with a role in responding to emergencies and major disasters may be called to work within the expanded EOC. The level of activation would likely be a complete and full activation with all organizational elements at full staffing including the prolonged use of Disaster Service Workers.

3.4.1.4 Deactivation

The EOC Director deactivates EOC staff as circumstances allow and the EOC returns to its normal operations. Deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the EOC staff or those functions can be managed by individual organizations or by normal coordination mechanisms. EOC leadership may phase deactivation depending on mission needs. EOC staff complete resource demobilization and transfer any ongoing incident support/recovery activities before deactivating. Recovery activities may continue for an extended period beyond the deactivation of the EOC.

3.4.2 Alerting and Notifying Staff

The OES Duty Officer will monitor developing or potentially hazardous events, evaluate the need for activation of the EOC, confer with department representatives, and issue notifications for EOC activation. OES staff will alert the Director of Emergency Services or designee and contact EOC personnel as appropriate. The level of activation will be determined by the scope of the emergency and the type of resources needed to effectively support the event, as indicated in Table 3-3.

OES staff and applicable responders to the EOC are incorporated into the SJReady Alerts Everbridge System. SJReady Alerts is an alert and notification system that can be set up with messages and uses pre-established user alerting protocols based upon level of response necessary. The system can send multiple notifications, via phone number, fax, email, and text message for each user to ensure they get the message. Users in SJReady Alerts will be maintained based on updates provided by the Information Systems Division on an annual basis. Test messages will be sent not less than twice a year, to act as drills.

3.4.3 Interoperability²⁴

Interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together using systems, personnel, and equipment. In recognition that successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies, interoperability plans or procedures should be developed that include training and exercises, Standard Operating Guidelines (SOG), new technology, and considerations of individual agency governance, as well as consideration of use within the stressful and often chaotic context of a major response. Interoperable voice, data, or video-on-demand communications systems allow emergency management/response personnel to communicate within and across agencies and jurisdictions in real time, when needed, and when authorized.

3.4.4 Situational Awareness and Intelligence Gathering

Situational awareness and intelligence gathering are necessary to maintain a common operating picture among response agencies and provide the basis for emergency alert and warning (when an incident alert is not received by an outside agency). Situational awareness is the ongoing process of collecting, analyzing, and sharing information across agencies and intergovernmental levels, and the private sector. Intelligence gathering is the collecting of security and operational information, such as collection of severe weather forecasts from the National Weather Service. Intelligence gathering may also be used to detect, prevent, apprehend, and prosecute criminals planning terrorist incidents.

During normal operations, the OES Duty Officer, County, primary agencies, and supporting response agencies will:

- Be aware of their surroundings and identify and report potential threats and dangerous situations
- Share and evaluate information from multiple sources
- Integrate communications and reporting activities among responding agencies.
- Monitor threats and hazards
- Share forecasting of incident severity and needs

When the EOC is activated, the Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated.

3.4.5 Resource Management²⁵

When the EOC is activated, the Logistics, Operations, and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all County resources.

In a situation where resource allocations are in dispute, the Director of Emergency Services will consult the SJ MAC Group to assist in making the final allocation decisions for the Operational

²⁴ Reference the San Joaquin County Tactical Interoperable Communications Plan.

²⁵ Reference the Emergency Support Function #7, Resources Plan.

Area. Final decisions are based upon the consensus of the group. In-County resources will be allocated according to the following guidelines:

- Deploy resources according to the following priorities:
 1. Protection and Preservation of Life
 2. Protection of responding resources
 3. Protection of public facilities
 4. Protection of private property
 5. Protection of the Environment
- Distribute resources so that the most benefit is provided for the number of resources expended
- Coordinate citizen appeals for assistance through established channels of communication. Use local and social media, to include San Joaquin 211, to provide citizens with information about where to make these requests.
- Activate mutual aid agreements as necessary to supplement local resources
- When all local resources are committed or expended, issue a request to the County to be processed through the State, in accordance with SEMS

The County utilizes available Federal and/or State resource typing, which is a method for standardizing equipment requests and managing resources during an incident in accordance with SEMS/NIMS. A resource-typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. County response personnel and support staff are trained and exercise using available resource typing lists to ensure familiarity with the standard terminology for commonly requested resources.

3.4.6 Demobilization

As the emergency progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with short- and long-term recovery operations.

The following issues will be considered when transitioning to recovery:

- Identification of surplus resources and probable resource release times
- Demobilization priorities as established by the on-scene Incident Commander, Unified Command and/or EOC Director
- Released or demobilized response resources as provided by the on-scene Incident Commander, Unified Command, and/or EOC Director
- Repair and maintenance of equipment, if necessary

The Director of Emergency Services, with advice from the Director of Emergency Operations will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored or transition to recovery.

3.4.7 Transition to Recovery

Once the immediate response phase has been completed, the County will turn towards recovery to restore government function and community services. A transition from response to recovery may occur at different times in different areas of the County.

Short-term recovery operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous waste, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the County can concentrate on long-term recovery efforts, which focus on restoring the community to a “new normal” or improved state.

During the recovery period, the County will review and implement mitigation measures, collect lessons learned and share them within the emergency response community, and reassess this EOP, including annexes, to identify deficiencies and take corrective actions. Resources to restore or upgrade damaged areas may be available if the County demonstrates that extra repairs will mitigate or lessen the chances of, or damage caused by, another similar disaster in the future.

3.5 ALERT AND WARNING²⁶

During an emergency, the County is responsible for the dissemination of information about the emergency to the public to keep them informed about what has happened, the actions of the emergency response agencies, actions desired by the public, and summarize the expected outcomes of the emergency actions. These actions could include evacuation orders, locations of point of distribution (for food, water, medicine, etc.), directing the public to move to higher ground, shelter-in-place guide, take cover, and other appropriate actions. The words “alert”, “warning”, and “notification” are defined as follows:

- **Alert:** A communication intended to draw the attention of recipients to some previously unexpected or unknown condition or event.
- **Warning:** A communication that encourages recipients to take immediate protective actions appropriate to some emergent hazard or threat.
 - **Evacuation Order:** Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access
 - **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
 - **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 directions
- **Notification:** A communication intended to inform recipients of a condition or event for which contingency plans are in place.

These distinctions are significant in the development of effective public communication systems and messages. An alert (i.e. a siren) attracts attention but does not provide detailed information or recommendations. A warning is actionable; it describes a hazard and recommends protective action to people at risk. A notification is targeted at an individual or organization by prior arrangement to trigger some pre-determined activity.

Deciding whether to issue an alert, warning or notification can be a difficult decision. Ultimately, it will be a matter of local judgement. The following criteria can be applied when faced with the decision to issue a warning that encourages immediate action:

- Does the hazardous situation require the public to take immediate action?
- Does the hazardous situation pose a serious threat to life or property?
- Is there a high degree of probability the hazard situation will occur?

3.5.1 Public Notification

Under ICS / SEMS, alerting and warning of the public to a pending or actual incident/event is the responsibility of the Incident Commander (IC) in charge of an incident or his designee. Often, alert and warning messages are developed by a designated Public Information Officer working under the direction of an IC or Emergency Operations Center (EOC) Director and delivered by an authorized notifier.

²⁶ See ESF-15- Public Information or the Alert and Warning Support Annex

Citizens may need to be notified of potential or actual situations in their geographical area such as flooding, storm threats, hazardous materials releases, or the need to evacuate. These notifications may be very much localized or may be county-wide, possibly even part of a state-wide alert. Furthermore, the notifications may originate locally (from the Operational Area EOC) or from a source representing a wider geographical area (i.e. National Weather Service).

Emergency notification systems must be accessible to ensure effective communication for people with disabilities and those with access and functional needs. This includes people in supportive care institutions (e.g., skilled nursing facilities (SNFs), hospitals and assisted care facilities), and those living at home that have some level of disability for which they might need an enhanced level of assistance during an emergency situation such as people who are deaf/hard of hearing, blind/low vision, deaf/blind or have limited English proficiency. These residents most often need sufficient time to respond to an emergency alert instruction and thus need to be alerted as soon as possible of a pending emergency.

3.5.2 Notification Methods

The County has various systems available for disseminating warnings and emergency information to the public. Emergency notifications to the public can be distributed by several methods to better include people with access and functional needs, cultural or language barriers, or access to equipment like smart phones, computers, or televisions and radios.

During emergency broadcasts or emergency notifications, the cities or County will work with broadcast news outlets to ensure all methods of communication are available to be used. Other considerations will include providing American Sign Language interpreters during press conferences for the public, alternative formats for individuals who are blind/low vision and translation services for persons with limited English proficiency or for non-English speaking individuals.

3.5.2.1 Emergency Alert System (EAS)

The Emergency Alert System (EAS) is a national public warning system that requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers, and direct broadcast satellite (DBS) providers to provide communications capability during an emergency. The system may be used by federal, state, and local authorities to deliver important emergency information, such as AMBER alerts and weather information targeted to specific areas through commercial broadcast stations.

This system uses the facilities and personnel of the broadcast industry on a volunteer basis. EAS is operated by the broadcast industry according to established and approved EAS plans, standard operating guidelines 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 San Joaquin include:

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

3.5.2.2 Wireless Emergency Alerts

The Wireless Emergency Alert (WEA) system is a public safety warning system that allows certain wireless phones and other enabled mobile devices to receive geographically targeted alerts regarding 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 particular action (e.g. 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).

3.5.2.3 *Integrated Public Alert & Warning System (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 by OES. 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.

3.5.2.4 *Alternate notification methods*

In-person notifications, such as door-to-door notifications typically performed by a uniformed public safety officer, may be utilized in addition to the above warning media. Due to its labor-intensive and time-consuming nature, this is generally conducted in small areas with urgent action requirements for the public. Policies and procedures for in-person notifications are handled through the local law enforcement agency or Sheriff's Department.

Loudspeakers, sirens and public address systems can be effective tools as well. Built-in audio announcement systems exist in many buildings and outdoor venues as well as may be deployed on both law enforcement and fire vehicles. Again, depending on the message information, long detailed messages can become intelligible and complex in acoustic environments, so care must be taken to ensure messages can be heard and understood in their entirety.

Changeable message signs, such as those that display text along many highways, at mass transit stations and other public areas may also be utilized, dependent upon the messaging needs for the event. These signs are also utilized by the California Highway Patrol to share AMBER Alerts and Silver Alerts regarding the well-being of at-risk children and elderly people.

3.6 ADDITIONAL PLANNING CONSIDERATIONS

3.6.1 Access & Functional Needs (AFN) Population²⁷ and Diverse Communities

The California Government Code section 8593.3 (as of January 1, 2023) defines people with access and functional needs as individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutionalized settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.

The California Government Code 8593.3.5 (as of January 1, 2024) defines culturally diverse communities as including, but not limited to, race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender, including women; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English language proficiency; as well as geographic location.

People within the County, including those in the AFN and/or culturally diverse communities, have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. To the greatest extent possible, the cities or County will assist them in carrying out this responsibility by providing preparedness information, providing emergency public information in formats accessible by these communities, and providing critical public services in an accessible manner.

The County, pursuant to 8593.3, shall include representatives from the access and functional needs population--including, but not limited to, social service agencies, nonprofit organizations, and transportation providers during the development of the County's Emergency Operations Plan and Annexes.

The County, pursuant to 8593.3.5 shall integrate cultural competence into its emergency planning by considering how culturally diverse communities within the County are impacted during an emergency or disaster. At minimum the following areas should be considered: preparedness, mitigation and prevention, communication including alert and warning, evacuation and sheltering, and recovery. Furthermore, the County should include qualified representatives from diverse population groups in the County during the planning process.

3.6.1.1 Americans with Disabilities Act Accessibility²⁸

San Joaquin County complies with the ADA and does not deny access to services at any time based on race, color, national origin, sex, age, or AFN. The County will conduct emergency planning and response in a manner that complies with Title II of the Americans with Disabilities Act (ADA), which states that emergency programs, services, activities, and facilities must be accessible to people with disabilities. The County takes ADA accessibility into account through:

- Advanced planning for emergencies and disasters
- Alerting the public to an emergency
- Community evacuation and transportation
- Emergency sheltering programs
- Access to social services, temporary housing, and other benefit programs
- Repairing and rebuilding government facilities

²⁷ See also ESF-6: Care and Shelter Annex for more information

²⁸ See the ADA Checklist for Emergency Shelters for more information

3.6.1.2 Children and Disasters

Planning and preparing for the unique needs of children is a priority to the County and, whenever possible, the County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to children.

Individuals with children have the primary responsibility for minimizing the impact of disasters to themselves and their children through personal preparedness activities. To the greatest extent possible, cities or County will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services via the web site, social media and in-person presentations at neighborhood watch meetings or preparedness events.

3.6.1.3 Animals in Disaster

While the protection of human life is paramount, the need to care for companion animals and/or domestic livestock plays into decisions made by people affected by disasters. Owners are responsible for preparing for the care of their animals during a disaster. However, cities or County may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the County may request assistance through mutual to the region or state.

3.7 PUBLIC INFORMATION²⁹

Pre-planning, message maps, easily adapted messages to be recorded, and the creation of partnerships can assist the Public Information Officer (PIO) in determining what message formats and dissemination methods will be the most accessible to the population of the County.

Emergency public information involves developing, coordinating, and disseminating information to the public, coordinating officials, and incident management and responders under all hazard conditions. Public information may be provided by local government through commercial media, websites, blogs, or social media. Communications with the public can be complicated by several factors including those in the AFN community or issues to access and availability to equipment like smart phones, computers, or televisions and radios.

To ensure that appropriate information is distributed to all populations within the County, OES will seek to develop public and private partnerships from a variety of organizations such as fixed and mobile service providers, local officials, local businesses and state agencies, representatives from AFN populations such as non-English-speakers, community and faith-based organizations, nonprofit emergency support organizations, representatives from fixed facilities, and broadcasters. These partnerships help inform overall guidance and input into public messaging, including emergency public information message development, standards of practice, and evaluation tools, and help to refine public information plans and procedures.

3.7.1 Joint Information System

Once the EOC is activated, a Joint Information System (JIS) may staff the Joint Information Center (JIC) to manage public information and provide critical information sharing and coordination across the operational area, organizations, and agencies during an incident. The JIS will determine information to be communicated to the public, create clear and easily understood messages, ensure that information is accurate, and identify how messages should be conveyed and disseminated to ensure consistency. The JIS is scalable to the needs of the incident.

A Joint Information Center (JIC) is a central location that facilitates the operation of the JIS. It can be both a physical or virtual JIC where PIOs can gather, verify and disseminate information, increased information needs can be handled, and the media can gather information on all aspects

²⁹ See *ESF-15 Public Information Support Annex* for more details.

of an emergency. Upon activation of the JIS, responding department PIOs and support staff will assemble at the JIC. Representatives from applicable agencies and organizations will also assemble at the JIC at the request of the PIO Lead.

3.7.2 Methods of Public Information Dissemination

Timely, clear, accurate, and consistent information must be disseminated to the public during an emergency for the public to take appropriate protective actions. Local government through traditional media, TV and radio, websites, blogs, social media, call centers, or town hall events may be used as a mechanism for providing public information. Each distribution method has strengths and weaknesses. The PIO must determine the best methods of media dissemination to reach all populations within the County and must ensure that the weakness of each system is covered by the strength of another. Additionally, the PIO Lead must ensure that all communications are accurate, consistent, and coordinated to avoid public confusion.

3.7.2.1 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 the people of San Joaquin County 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 <https://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 in fielding these questions. This means they are provided with fact sheets and information to help citizens get the answers they seek.

3.8 RECOVERY OPERATIONS³⁰

The County of San Joaquin Operational Area will be involved in recovery operations. In the aftermath of a disaster, many citizens will have specific needs that must be met before they can return to their pre-disaster lives. Typically, there will be a need for services such as these:

- Assessment of the extent and severity of damages to homes and other property
- Restoration of services generally available in communities - water, food, and medical assistance
- Professional counseling when sudden changes, resulting from the emergency, have resulted in mental anguish and the inability to cope

Local governments can help individuals and families recover by ensuring that these services are available and by seeking additional resources, if the community needs them. "Recovery" occurs in two phases: Short-term and Long-term.

Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities, electricity, garbage and debris removal, as well as re-establishment of San Joaquin County Government Operations. These functions must occur early in the emergency response to support the life, health, and safety of the population and to support other emergency operations. The County's recovery priorities for critical infrastructure and key resources are defined below:

- **Initial Damage Assessment:** Determine estimated damage costs within the County
- **Debris Removal:** Coordinate debris clearance, collection, and removal

³⁰ Reference the ESF 14 Plan or Recovery Plan for more information

- **Infrastructure Restoration:** Facilitate restoration of critical infrastructure and key resources

Each jurisdiction will coordinate its efforts to return vital life support systems to minimum operating standards.

The goal of long-term recovery is to restore facilities to pre-disaster conditions. Long-term recovery includes hazard mitigation activities, restoration or reconstruction of public facilities, and disaster response cost recovery. Each affected jurisdiction will be responsible for their own approach to mitigation, which could include zoning variances, building code changes, plan reviews, seismic safety elements, and other land use planning techniques.

San Joaquin County recovery operations will be managed and directed by the Director of Emergency Services. Recovery issues involving Operational Area Organization members, including San Joaquin County departments and Special Districts, will be coordinated and managed between the County Administrator and designated agency representatives.

3.8.1 Recovery Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

It will be the responsibility of each City, County Department, and Special District to collect their documentation of these damages and submit them to the Recovery Manager for their jurisdiction. Documentation must begin at the field response level and continue throughout the operation of their Emergency Operations Center as the disaster unfolds. Specific forms designed to assist in the recovery process can be provided by the Finance Section. Special Districts not within a city should submit documentation to the County Recovery Manager.

For individuals, community-based organizations and private businesses, specific documents and information will be required. This may include, but is not limited to, identifying the nature of the damage, providing proof of residency or ownership, insurance information, contact information and documenting financial losses. For federal assistance, applicants may also need to provide their Social Security Number (SSN), Individual Taxpayer Identification (ITIN), or Employer Identification Number (EIN).

Damage to facilities such as public buildings, levees, roads, bridges, water control facilities, managed recreational and park facilities, and schools must be documented to be eligible for disaster assistance programs. All actions related to the emergency response, including recovery, should be tracked for cost recovery purposes and shall be in accordance with current FEMA guidelines.

3.8.2 Recovery After-Action/Improvement Plan Reporting

The SEMS regulations require any jurisdiction proclaiming a local emergency for which the Governor also proclaims a State of Emergency, to complete and transmit an after-action report to CalOES within 90 days of the close of the incident period.

The after-action report will serve as a source for documenting the Operational Area's emergency response activities and identifying areas of concern and successes. It will also be utilized to develop an Improvement Plan for implementing corrective actions.

The San Joaquin County Office of Emergency Services will be responsible for completion and distribution of the San Joaquin County After-Action Report, including sending it to the CalOES Inland Region Office within the required 90-day period. Data for the after-action report will be collected from debrief reports, other documents developed during the disaster response, and discussion with emergency responders.

3.8.3 Recovery Disaster Assistance

A Disaster Proclamation/Declaration usually follows these steps after a disaster occurs:

Local Government responds to the local emergency, supplemented by neighboring communities and volunteer agencies. If the local government is unable to adequately respond to the emergency, they turn to the state for assistance.

The Local Government proclaims a Local Emergency, which allows the state to respond with aid to the emergency if warranted. However, there may be some aid available from the State that does not require a proclamation.

If needed, the State of California responds with state resources, such as the National Guard and other state agencies.

A Preliminary Damage Assessment is made by local, state, federal, and volunteer organizations to determine losses and recovery needs.

If necessary, a State of Emergency is proclaimed by the Governor, based on the damage assessment that may include an agreement to commit state funds and resources to the long-term recovery.

If the disaster is large enough, the Governor will request federal assistance. FEMA evaluates the request and recommends an action to the White House based on the disaster, the local community impacts and the state's ability to recover.

The President approves the request or FEMA informs the governor it has been denied. This decision process could take a few hours or several weeks depending on the nature of the disaster.

3.9 VITAL RECORDS RETENTION

The County has developed a recovery plan that allows for systems to be recovered and reestablished at another location. The general approach taken in developing this plan was to make it as threat independent as possible, so the plan is functional regardless of what type of disaster or incident occurs.

This plan provides for the logical restoration of all critical systems, listed in order of priority for the County, to a production status after the equipment is operational at the datacenter, backup site or other remote location. The plan identifies off-site storage systems suitable for backing up County files, application software and data, as well as server images. This information can be made available at the alternate operating facility or Disaster Recovery Site. The equipment, connections, and capabilities required to operate the County's Information Systems Division (ISD) are available at the alternate operating facility or Disaster Recovery Site.

In developing this plan, the goal was to create a dynamic living document that will enable ISD to quickly and completely recover from any disaster, whenever it should occur. The plan is designed to facilitate the continuity of County governance through effective planning designed to protect the County's core IT resources and automated information systems from attacks, viruses, worms, as well as from catastrophic events and disasters. Business agility (decentralizing and mobilizing resources for maximum productivity under all circumstances) is as much an aspect of this contingency plan as are the steps ISD plans to take following a disaster. To meet this requirement, continuous training and plan updates must occur on a recurring basis to reflect current organizational structure and current technological environment.

Emergency management records retention, manner and duration, is governed by both federal and state laws, as well as County-specific policies. Federal regulations, like those outlined in 44 CFR §13.42, dictate retention periods for records related to cost recovery from FEMA and state emergency management programs. State laws, such as those in California under Government Code Sections 12270-12279, also specify retention periods for financial and program records related to state assistance.

4 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Agencies within the community have varying day-to-day operations and will continue to do so during emergency operations. This section assigns responsibilities specific to a disaster or emergency to specific departments and agencies.

4.1 GENERAL

County agencies and response partners may have various roles and responsibilities throughout a major emergency or disaster's duration. Therefore, it is particularly important that the local command structure be established to support response and recovery efforts and maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the incident's size and severity of impacts, as well as the availability of local resources. Thus, it is imperative to develop and maintain depth of qualified staff within the command structure and response community.

The Director of Emergency Operations is responsible for disaster management planning and operations for the area of the County, outside the limits of the incorporated municipalities. The City Manager (pursuant to City charter or ordinance) of each incorporated City is responsible for emergency management planning and operations for that jurisdiction.

This section also establishes the operational organization that responds to an emergency. It lists the kinds of tasks to be performed by position and organization, without the procedural details included in functional annexes. Detailed responsibilities and essential guidelines are found in the appropriate annexes.

Each San Joaquin County department is required to establish their own internal plans and guidelines discussing how they will carry out assigned tasks as identified in this plan and supporting plans. In addition to participating in training and exercise programs initiated by County OES, departments will conduct training and exercises on their own to test internal plans and guidelines.

4.2 DISASTER COUNCIL

The Disaster Council for the County is composed of members with emergency legal authorities and subject matter expertise. Members as identified in County Ordinance 4-3002, include the Director of Emergency Services (Chair), Director of Emergency Operations (Vice Chair) and all Chiefs of Emergency Services, including Sheriff, Fire Mutual Aid Coordinator, Medical Health Operational Area Coordinator, Public Health Officer, and such representatives of municipalities, civic, professional, and industry organizations having an official responsibility as may be appointed by the Board of Supervisors.

The purpose of the group is to review and approve emergency and mutual aid plans developed by the Director of Emergency Operations in cooperation with the Chiefs of Emergency Services.

The Disaster Council is apprised of situations and major operations but is not directly engaged in response operations. Meetings of the Disaster Council are convened twice per year, or when the Director of Emergency Services requests that the group assemble.

Key general responsibilities of the Disaster Council include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary organizations, and community partners
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises
- Supporting staff participation in local preparedness, response, recovery, and mitigation efforts within the jurisdiction, including the private sector, as appropriate
- Understanding and implementing laws and regulations that support emergency management and response
- Ensuring that local emergency plans consider the needs of the whole community:
 - The jurisdiction, including persons, property, and structures
 - Access and functional needs (AFN) populations, including unaccompanied children and those with service animals
 - Individuals with household pets
- Leading and encouraging all citizens (including AFN populations) to take preparedness actions
- Encouraging residents to participate in volunteer organizations and training courses

4.2.1 Chiefs of Emergency Services

For this EOP, the Chiefs of Emergency Services are defined as the law enforcement and fire agency having jurisdictional authority.

4.3 COUNTY LEADERSHIP

4.3.1 Board of Supervisors

The ultimate responsibility for policy and budget for the County government is borne by the Board of Supervisors. During emergencies, this responsibility includes issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and federal officials. If a proclamation of emergency is needed, the County will initiate and terminate the local emergency through a resolution by the Board of Supervisors. The Chair of the Board of Supervisors will act as Director of Emergency Services during a proclaimed emergency.

General responsibilities of the Board of Supervisors include:

- Establishing emergency management authority by County resolution.
- Adopting an EOP and other emergency management–related resolutions.
- Ratification of a proclamation of a local emergency and providing support to the incident as requested through the EOC.
- Act as liaison to the community during activation of the EOC.
- Act on emergency funding needs.

4.3.2 County Administrator

The County Administrator Officer (CAO) is a member of the Disaster Council and responsible for County finances. The County Administer will assist in advising and assisting in notifications to Board of Supervisors. The CAO is also tasked with ensuring the proper and efficient administration of the affairs of the county, and enforcing ordinances, orders or regulations established by the Board.

4.3.3 Director of Emergency Services

The Director of Emergency Services is the Chair of the Board of Supervisors who has been empowered to:

- 1) Request the Board of Supervisors proclaim the existence or threatened existence of a “local emergency” if the Board of Supervisors is in session, or to issue such proclamation if the Board of Supervisors is not in session. A local emergency proclamation will be ratified by the Board of Supervisors within seven days and reviewed every sixty (60) days to determine whether it should be continued.
- 2) Request the Governor to proclaim a “state of emergency” when locally available resources are inadequate to cope with the emergency.
- 3) Control and direct the effort of the emergency organization of this County.
- 4) Represent the County in all dealings with public or private agencies on matters pertaining to emergencies.

In the event of a local emergency or state of emergency, the Director of Emergency Services may request necessary personnel or material of any County department or agency. More information regarding proclamations may be found in [section 3.3](#) of this plan.

4.3.3.1 Director of Emergency Operations

The Director of Emergency Operations has the day-to-day authority and responsibility for overseeing disaster management programs and activities. The Director of Emergency Operations works with the Chiefs of Emergency Services (i.e. law and fire agency having jurisdiction) to develop emergency plans and programs; approve necessary revisions of such plans and programs previously approved by the Disaster Council. Recommend adoption by the Board of Supervisors, such ordinances, resolutions, rules and agreements as are necessary to implement such plans, mobilize the County Emergency Operations Center.

The Director of Emergency Operations coordinates all components of the local disaster management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls. In particular, the Director of Emergency Operations is responsible for:

- Serving as staff advisor to the Board of Supervisors and County Administrator for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan
- Analyzing the emergency skills required and arranging the training necessary to provide those skills
- Preparing and maintaining a resource inventory (including material resources as well as emergency call-down lists)
- Ensuring the operational capability of the County EOC.
- Keeping the governing body apprised of the County’s preparedness status and anticipated needs
- Serving as day-to-day liaison between the County and the Office of Emergency Services
- Maintaining liaison with organized emergency volunteer groups and private agencies

4.3.3.2 County Department Heads

Department Heads **shall collaborate** with OES during the development of emergency plans and provide key response resources and information. Department heads not assigned a specific function in this plan will be prepared to make their staff available as Disaster Service Workers per County Administrative Manual 2591, Disaster Service Worker Program.

County department heads and their staff develop, plan, and train on internal policies and guidelines for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercise to develop and maintain the necessary capabilities, as well as clearly reinforce preparedness expectations.

4.3.4 Responsibilities of all Departments

Individual departments are an integral part of the disaster organization. While some departments' staff comprises emergency response personnel, most County departments focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

All County departments are responsible for:

- Supporting EOC operations to ensure that the County is providing for the safety and protection of the residents it serves
- Ensuring that the following information is documented:
 - Establishing, in writing, an ongoing line of succession and/or delegation of authority for each department; this document must be made known to department employees
 - Developing alert and notification procedures for department personnel
- Developing guidelines to implement assigned duties specified by this plan
- Tracking incident-related costs incurred by the department, in coordination with the EOC Finance Section, if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with SOGs
- Notifying the Director of Emergency Operations of resource shortfalls
- Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other County departments
- Assigning a representative to the EOC, as charged by this plan
- Developing and implementing procedures for protecting vital records, materials, and facilities
- Promoting family preparedness among employees
- Ensuring and documenting that staff complete required training (including required NIMS and ICS training)
- Dedicating staff time for participation in training exercises
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies)

Staff are required to complete specific SEMS/NIMS/ICS training as Disaster Service Workers (DSWs). Training certificates are maintained by their agency/department training coordinator. When possible, SEMS/NIMS/ICS courses should be updated into the training file of the individual in the County's training database. See [section 9.2](#) of this plan for more information on the DSW training programs.

4.3.5 Office of Emergency Services Duty Officer

A Duty Officer is available on-call 24 hours a day, seven days a week. During normal business hours, the duty officer can be reached by contacting OES Office at 209-953-6200 or 953-6201. After-hours, the duty officer can be reached by contacting the County Sheriff Communications Center (Dispatch) at 209-468-4421. The OES duty officer shall be notified of any threats, events or situations by local responders, city jurisdictions or special districts that may require assistance of, or resources from, OES or the EOC. Reports may also originate from concerned citizens, on-scene incident command, or other agencies. The duty officer has the responsibility to monitor and follow up on any threat that has the potential to impact the County, including initiating appropriate EOC activation call outs if an activation is deemed necessary.

It is important to note that although the Duty Officer may be monitoring the progression of an incident or event, the EOC is not considered activated until OES staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities.

4.4 CONTINUITY OF GOVERNMENT

During emergency coordination, the San Joaquin County Code section 4-3005-B outlines the succession of management if the Director of Emergency Services is not available.

In the event the Chair of the Board of Supervisors is unavailable to perform their duties during an emergency, they will be succeeded by the Vice Chair. In the event the Vice Chair is unavailable to perform their duties, they will be succeeded in the following order:

1. Deputy Director of Emergency Operations
2. County Sheriff
3. County Health Officer

The succeeding officer shall assume all powers and duties as conferred upon the Director.

Each County department is responsible for pre-identifying lines of succession in management's absence. All employees shall be trained in the protocols and contingency plans required to maintain leadership in the department. OES will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the County are responsible for drafting and implementing their respective Continuity of Operations Plan (COOP) and any additional procedures to ensure continued delivery of vital services during an emergency.

4.4.1 Safety of Employees and Family

Maintaining a resilient workforce is essential to providing overall response and recovery activities. Personnel should be provided with appropriate resources and hazard information to protect themselves and their families, suitable for hazard conditions. Safety precautions and personal protective equipment will be specific to the type of incident and may require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

While all County departments and employees, as Disaster Service Workers, are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is encouraged to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible. OES offers San Joaquin County employees training on personal preparedness following their initial hire date³¹ and resources are available for preparedness at SJReady.org.

4.5 RESPONSIBILITIES BY EMERGENCY SUPPORT FUNCTION

The following section, Table 4-1, includes services required for an effective disaster management program of which response is a key element. These agencies include fire departments/districts, law enforcement, EMS providers, public health, environmental health, and public works departments, among others.

The County Agency or Department listed as Primary is the lead agency for the emergency function based on their coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities.

³¹ San Joaquin County Administrative Policy 1910- Employee Preparedness Program, San Joaquin County Administrative Policy 2591- Disaster Service Worker.

Primary agencies may not be responsible for all elements of a specific function, but will coordinate with supporting agencies to ensure tasks are completed.

Specific responsibilities, roles and processes that agencies and departments carry out before, during, and after any emergency are outlined in the appropriate Emergency Support Function Annex. Policies and procedures for these coordination efforts shall be maintained by the primary agency/department.

Table 4-1: Responsibilities by Emergency Support Function

Function	Primary County Agency	Secondary County Support	Description
ESF #1 Transportation	Office of Emergency Services	Public Works Law Enforcement (SO/CHP)	<p><i>Assists in the management of transportation systems and infrastructure during domestic threats or in response to incidents.</i></p> <ul style="list-style-type: none"> • Monitoring and reporting on the status of and any damage to the County's transportation system and infrastructure. • Identifying temporary alternative transportation solutions that can be implemented by others when systems or infrastructure are damaged, unavailable, or overwhelmed. • Coordinating the restoration and recovery of transportation systems and infrastructure, including maintaining infrastructure to reduce additional damage (e.g., keep culverts cleared of debris). • Coordinating support of emergency operations activities among transportation stakeholders within the County's authority and resource limitations.
ESF #2 Communications	Information Systems Division		<p><i>Provides resources, support and restoration of government emergency telecommunications, including voice and data.</i></p> <p>Communication Systems (ISD)</p> <ul style="list-style-type: none"> • Establishing and maintaining emergency communications systems. • Coordinating the use of all public and private communication systems necessary during emergencies. • Managing and coordinating all emergency communications equipment within the EOC, once activated. • Maintaining vital records and systems • Providing subject matter expertise in operating County systems and equipment.
ESF #3 Construction & Engineering	Public Works Department	Community Development General Services Risk Management Environmental Health Department	<p><i>Organizes the capabilities and resources of the government to facilitate the delivery of services, technical assistance, engineering expertise, construction management and other support to local jurisdictions.</i></p> <ul style="list-style-type: none"> • Conducting pre-incident and post-incident assessments of public works and infrastructure. • Executing emergency contract support for lifesaving and life-sustaining services. • Coordinating repair of damaged public infrastructure and critical facilities. • Coordinating repair and restoration of the County's critical infrastructure. • Coordinating disaster debris management activities.

Function	Primary County Agency	Secondary County Support	Description
ESF #4 Fire and Rescue	Fire Districts	Community Development – Fire Warden	<p><i>Monitors the status of fire mutual aid activities. Coordinates support activities related to the detection and suppression of urban, rural and wild land fires and emergency incident rescue activities and provides personnel, equipment and supplies to support local jurisdictions.</i></p> <ul style="list-style-type: none"> • Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment. • Performing life-safety inspections and recommendations for activated emergency shelters. • Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow. • Establishing and monitoring training standards for certification of search and rescue personnel. • Performing specialized rescue (e.g., water, high-angle, structural collapse), as needed and practical. • Providing training that meets training standards for certification of search and rescue personnel.

<p>ESF #5 Emergency Management</p>	<p>Office of Emergency Services</p>	<p>Agricultural Commissioner Assessor-Recorder-County Clerk Auditor-Controller Child Support Services Community Development County Administrator County Counsel District Attorney Employment & Economic Division Environmental Health General Services Health Care Services Human Resources Human Services Agency Information Systems Division Parks & Recreation Public Works Purchasing & Support Services San Joaquin General Hospital Sheriff</p>	<p><i>Coordinates and resolves issues among the ESFs in the phases of emergency management to ensure consistency in the development and maintenance of the annexes.</i></p> <ul style="list-style-type: none"> • Provide coordination of resources and emergency communications at the request of the on-scene Incident Commander. • Maintaining contact with neighboring jurisdictions. • Maintaining the EOC in an operating mode, as required by the incident, or ensuring that the EOC space can be converted into an operating condition. • Request department representatives (by title) to report to the EOC and developing procedures for crisis training. • Ensuring that EOC personnel operate in accordance with ICS. • Ensuring accurate record keeping. • Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation. • Request, manage, and track Disaster Service Workers deployed for the incident.
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Function	Primary County Agency	Secondary County Support	Description
<p>ESF #6 Care and Shelter</p>	<p>Human Services Agency</p>	<p>Public Health Services</p> <p>Environmental Health Department</p> <p>Behavioral Health Services (Mental Health)</p> <p>Sheriff's Department-Animal Control</p> <p>San Joaquin County Office of Education</p> <p>San Joaquin County District Attorney's Office</p>	<p><i>Coordinates the actions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery.</i></p> <ul style="list-style-type: none"> • Maintaining and implementing procedures for care and shelter of displaced people. • Identify suitable shelter facilities and locations • Coordinating support with other County departments, relief agencies, and volunteer groups. • Designating a coordinator/liaison to participate in all phases of the County disaster management program, when necessary or as requested. • Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances. • Coordinating with community and faith-based organizations, and other volunteer agencies. • Identifying emergency feeding sites (coordinating with the Red Cross and Salvation Army). • Develop reunification plans including possible sites and resources needed (in coordination with the Red Cross). • Identifying sources of clothing for disaster victims (may coordinate with the Red Cross, Salvation Army, or other disaster relief organizations). • Securing sources of emergency food supplies (with the Red Cross and Salvation Army). • Coordinating the operation of shelter facilities operated by the County, local volunteers, or organized disaster relief agencies such as the Red Cross. • Coordinating special care requirements for sheltered groups such as those who experience Access and Functional Needs • Coordinating special care requirements for service animals and/or pets.

Function	Primary County Agency	Secondary County Support	Description
ESF #7 Resources	Office of Emergency Services	Purchasing and Support services Human Resources Public Works	<i>Coordinates plans and activities to locate, procure and pre-position resources to support emergency operations.</i> <ul style="list-style-type: none"> Establishing procedures for employing temporary personnel for disaster operations. Establishing and maintaining a staffing reserve. Coordinating deployment of reserve personnel to County departments requiring augmentation. Providing support for logistics and tactical operations. Establishing emergency purchasing procedures and/or a disaster contingency fund. Maintaining records of emergency-related expenditures for purchases and personnel.
ESF #8 Public Health & Medical	Health Care Services NOTE: It's important to note that the Medical Health Operational Area Coordinator ³² (MHOAC) is the designated point of contact for Mutual Aid with Regional and State resources and as such will be informed of all ESF 8 activities.	Public Health Services Emergency Medical Services Environmental Health Department Behavioral Health Services	<i>Coordinates Public Health, Emergency Medical Services and Environmental Health activities and services in support of local jurisdiction resource needs for preparedness, response, and recovery from emergencies and disasters caused by bioterrorism, epidemic or pandemic diseases, novel and fatal infectious agents, or biological or chemical toxin incidents.</i> The Public Health Officer is responsible for coordinating the public health and welfare services required to cope with the control of communicable and non-communicable diseases associated with major emergencies, disasters, and/or widespread outbreaks. <ul style="list-style-type: none"> Coordinating public health tracking. Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed. Coordinating isolation and/or quarantine actions, as needed and permitted. Coordinating dissemination of public health information.

³² The Medical Health Operational Area Coordinator is appointed within a county in accordance with California Health and Safety Code 1797.153. More information see ESF 8 Annex.

Function	Primary County Agency	Secondary County Support	Description
ESF #8 Public Health & Medical (continued)	Health Care Services	Public Health Services Emergency Medical Services Environmental Health Department Behavioral Health Services	<p><i>The Emergency Medical Services (EMS) Agency is responsible for oversight of the Emergency Medical System.</i></p> <p><u>Responsibilities related to EMS include:</u></p> <ul style="list-style-type: none"> • Assessment of immediate medical needs during an emergency. • Providing emergency medical care and transport. • Requesting additional EMS assets as necessary. • Coordinating with Inpatient and emergency care providers • Coordination of out-of-hospital medical care providers. • Coordination and integration with fire agency personnel, resources, and emergency fire prehospital medical services. • Coordination of the establishment of temporary field treatment sites. <p><u>Responsibilities related to Environmental Health include:</u></p> <ul style="list-style-type: none"> • Environmental-related health indicators surveillance. • Assurance of food safety. • Management of exposure to hazardous materials/wastes. • Provision of environmental health related public information protective action recommendations. • Assurance of the safe management of liquid, solid, and hazardous wastes. • Assurance of drinking water safety. • Provision or coordination of vector control services. <p><u>Responsibilities related to Behavioral Health include:</u></p> <ul style="list-style-type: none"> • Provision or coordination of Mental Health services. • Health surveillance of community health status.

Function	Primary County Agency	Secondary County Support	Description
<p>ESF #8 Public Health & Medical (continued)</p>	<p>Health Care Services</p>	<p>Public Health Services</p> <p>Emergency Medical Services</p> <p>Environmental Health Department</p> <p>Behavioral Health Services</p> <p>Office of the Medical Examiner</p>	<p>The Director of the EMS Agency also serves as the <u>Medical Health Operational Area Coordinator (MHOAC)</u> for San Joaquin County.</p> <p><u>Responsibilities related to the MHOAC include:</u></p> <ul style="list-style-type: none"> • Coordinating Medical and Health mutual aid into and out of County as needed. • Coordinating information sharing for all ESF-8 activities with the local, County, regional and State agencies. • Serving as the primary resource ordering point for all medical and health requests for resources into and out of the County. <p><u>Medical Examiner:</u></p> <ul style="list-style-type: none"> • Coordinate mass fatality operations with funeral directors to provide identification and disposal of deceased.
<p>ESF # 10 Hazardous Materials</p>	<p>Environmental Health Department</p>	<p>Public Works</p> <p>Fire Districts</p> <p>Law Enforcement</p>	<p><i>Coordinates prevention, mitigation and recovery from a threat to the public or environment by actual or potential hazardous materials releases, including oil spills.</i></p> <ul style="list-style-type: none"> • Response to hazardous materials releases (chemical, biological, etc.). • Providing subject matter consultation, as needed. • Assessing the potential health effects of hazardous materials release. • Identifying the need for hazardous materials incident support from local, regional and State agencies. • Recommending protective actions related to hazardous materials. • Managing environmental containment, mitigation, and/or short- and long-term cleanup/disposal.

Function	Primary County Agency	Secondary County Support	Description
ESF #12 Utilities	Office of Emergency Services	Public Works Environmental Health Department	<p><i>Coordinates resources and support to private sector to restore gas, electric, water, wastewater and telecommunications.</i></p> <ul style="list-style-type: none"> • Coordinating with local utilities to restore and repair damaged infrastructure and accompanying systems. • Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services. • Permitting and restoration of small public water systems and small wastewater treatment plants.
ESF #13 Law Enforcement	Sheriff	Probation District Attorney Bureau of Investigations Medical Examiner	<p><i>Coordinates law enforcement personnel and equipment to support responsible law enforcement agencies, Medical Examiner activities and public safety in accordance with Law Enforcement and Medical Examiner Mutual Aid Plans.</i></p> <ul style="list-style-type: none"> • Protecting life and property and preserving order. • Providing law enforcement and criminal investigation. • Providing traffic control, crowd control, and site security. • Isolating damaged areas. • Providing damage reconnaissance and reporting. • Coordinating available resources to search for and rescue people lost outdoors. • Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow. • Evacuation of public from areas that are deemed unsafe. <p><u>District Attorney:</u></p> <ul style="list-style-type: none"> • Victim Witness – for incidents with a criminal element • Crisis intervention • Restraining orders/court assistance

Function	Primary County Agency	Secondary County Support	Description
ESF #14 Recovery	Office of Emergency Services	All County Departments	<p><i>Supports and enables economic recovery of community from the long-term consequences of extraordinary emergencies and disasters.</i></p> <ul style="list-style-type: none"> • Participate with stakeholders to conduct damage estimates, identify and facilitate availability and use of recovery resources and funding. • Ensure accurate documentation of the response and recovery efforts to secure federal funds. • Outline the short and long-term organizational structures of the Operational Area (OA) Recovery, including the roles and responsibilities of participating organizations. • Identify external resources supporting Recovery operations. • Coordinate activities for integrating other vital plans, policies, and procedures during the Recovery process.
ESF #15 Public Information	Office of Emergency Services	Joint Information System	<p><i>Supports accurate, coordinated, timely and accessible information to affected audiences, including government, media, the private sector and the local populace, including people with disabilities and those with access and functional needs.</i></p> <ul style="list-style-type: none"> • Develop emergency alert and warning messages in English and Spanish as requested by the Incident Commander, EOC, Unified Command, Area Command and/or EOC Director. • Developing and disseminating warning information to the public, JIS, county officials, and other key stakeholders. • Identify and describe actions taken to provide continuous and accessible public information about the incident, secondary effects, and recovery activities. • Ensure that information includes the content necessary to enable receivers to determine the authenticity and validity required to take recommended actions. • Define plans, programs, and systems to control rumors by correcting misinformation. • Define how local responders and officials will use and work with the media during an incident.

Function	Primary County Agency	Secondary County Support	Description
ESF #17 Volunteer and Donations Management	Office of Emergency Services	Emergency Medical Services Agency Central Valley VOAD	<p><i>Supports jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents requiring a response.</i></p> <ul style="list-style-type: none"> • Coordinating the identification and vetting of volunteer resources. • Matching volunteer resources and donations with the unmet needs of the community. • Maintaining a donations management system to ensure the effective utilization of donated cash, goods, and services. • Providing guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers. • Directing unaffiliated volunteers to, and coordinating with, government-sponsored/ organized volunteer organizations such as CERTs, Red Cross, Fire Corps, and/or Medical Reserve Corps, VOAD, Volunteers in Police Services, and volunteers associated with the nongovernmental and faith-based community in completing their assigned tasks.
ESF #18 Cybersecurity	Information Services Division	Sheriff's Department	<p><i>The designated function for cybersecurity incidents, encompassing both prevention and response. This function also includes information sharing, incident response, and recovery efforts.</i></p> <ul style="list-style-type: none"> • Coordinates resources to prepare, mitigate, respond to, and recover from a significant cybersecurity event.

The following County Agency Responsibilities Matrix, Table 4-2, highlights the California ESF and the County Department Roles. It lists the County Lead Agency and supporting stakeholders for each Emergency Support Function.

Table 4-2: County Agency Responsibility Matrix

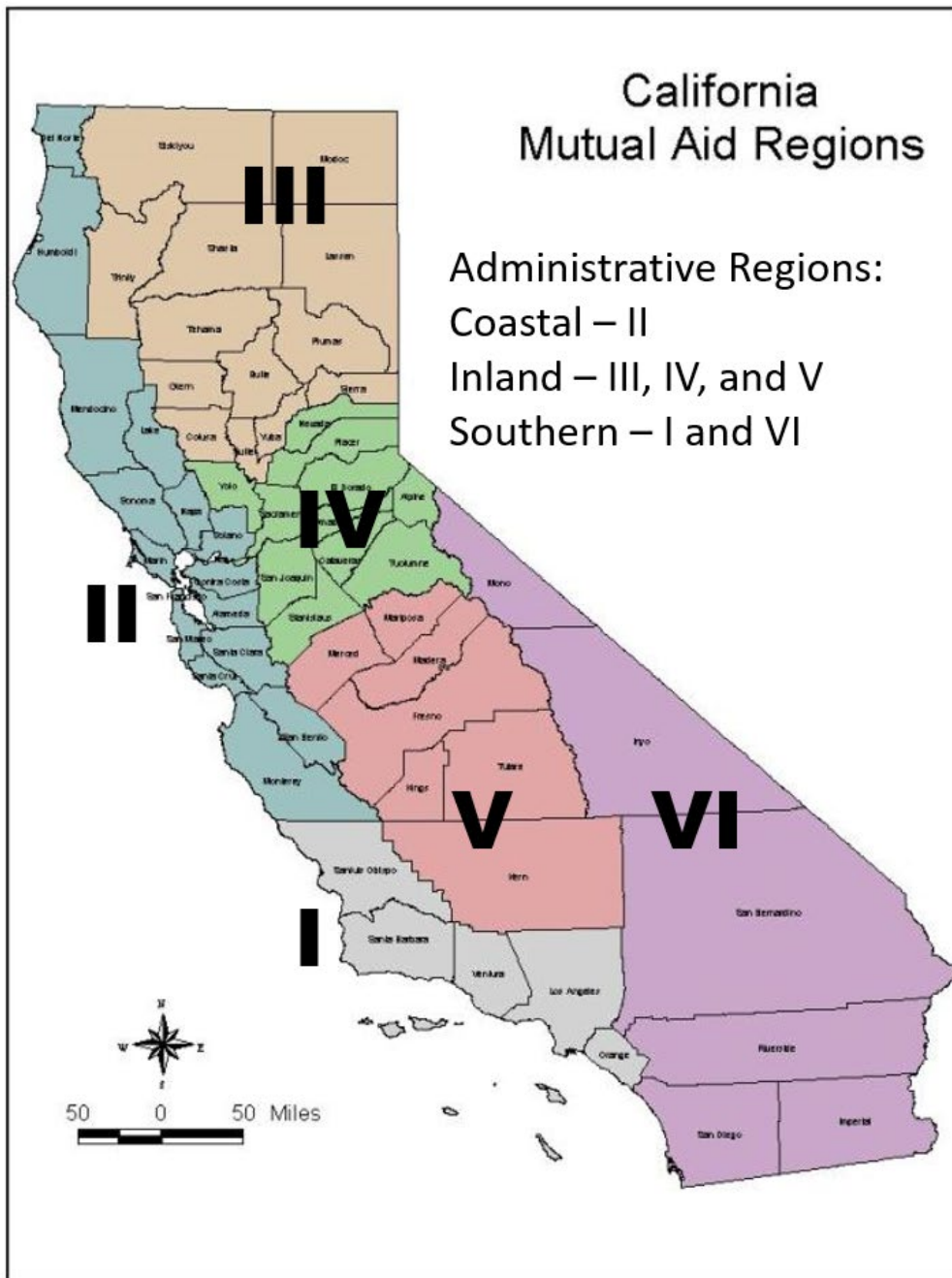
County Agency Responsibilities Matrix

California Emergency Support Functions		Agricultural Commissioner	Assessor-Recorder-County Clerk	Auditor-Controller	Behavioral Health Dept.	Child Support Services	Community Development	County Administrative Office	County Counsel	County District Attorney	Emergency Medical Services	Employment & Economic Dev.	Environmental Health Department	General Services Dept. Facilities	Health Care Services	Human Resources	Human Services Agency	Information Services Department	Office of Medical Examiner	Office of Emergency Services	Public Health Services	Public Information Officer	Public Works	Purchasing Department	Sheriff's Department	Treasurer-tax Collector	Fire District/Department	
1.	Transportation																			P			P					
2.	Communications																		P		S							
3.	Construction/Engineering						S						S								S		P					
4.	Fire & Rescue						S														S							P
5.	Management							S	S												P							
6.	Care & Shelter				S		S			S	S		S	S			P				S	S			S	S		S
7.	Resources															S					P			S	S	S		
8.	Public Health & Medical				S						S		S		P						S	S						
10.	Hazardous Materials						S							P							S							
11.	Food & Agriculture	P												S							S	S						
12.	Utilities													S							S			P				
13.	Law Enforcement									S											S						P	
14.	Recovery	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	P	S	S	S	S	S	S	S
15.	Public Information	S			S			S	S					S							P	S	P				P	
17.	Volunteer & Donation Mgt.																				P							
18.	Cybersecurity																		P		S						S	

4.6 STATE MUTUAL AID REGIONS

For mutual aid coordination purposes, California has been divided into three Administrative Regions (Inland/Coastal/Southern), six fire and rescue mutual aid regions (seven law enforcement mutual aid regions—region I is split into two regions). The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities. San Joaquin County is in region IV.

Figure 4-3: California Mutual Aid Regions Map



4.6.1 Mutual Aid Agreements

The California Emergency Services Act Master Mutual Aid Agreement (MMAA) creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the State. State government is obligated to provide available resources to assist local jurisdictions in emergencies. It is the responsibility of local jurisdictions to negotiate, coordinate and prepare mutual aid agreements. Mutual aid agreements are maintained by their coordinating agencies. Mutual Aid Responsibilities

Incorporated Cities:

- Develop and maintain an Emergency Operations Plan consistent with the State Emergency Operations Plan and the Master Mutual Aid Agreement
- Maintain liaison with neighboring jurisdictions, and the San Joaquin County Operational Area
- Designate staging areas for the purpose of providing rally points for incoming mutual aid and a staging area for support and recovery operations

Operational Areas:

- Coordination of mutual aid within the Operational Area (cities and special districts)
- Maintain liaison with Cal OES personnel
- Request mutual aid from the Cal OES Region IV Manager

Cal OES - Headquarters (SOC):

- Perform executive functions assigned by the Governor
- Coordinate response and recovery operations of State agencies
- Provide a statewide clearinghouse for emergency operations information
- Prepare and disseminate proclamations for the Governor
- Receive and process requests for mutual aid
- Receive and process requests for federal disaster assistance
- Direct the allocation of federal and out-of-state resources

4.6.1.1 Interstate Mutual Aid

Mutual aid may also be obtained from other states. California is a member of the interstate Emergency Management Assistance Compact (EMAC), a congressionally ratified organization that provides form, structure and procedures for rendering emergency assistance between states. After a state of emergency declaration, California can request and receive reimbursable assistance through EMAC for other member states quickly and efficiently without issues of liability. The secretary of Cal OES and the state's EMAC Coordinator are responsible for facilitating requests for assistance pursuant to EMAC.

4.6.1.2 Volunteer and Private Mutual Aid

A significant component of our mutual aid system is through volunteer and private agencies. These include agencies such as the American Red Cross (ARC) and Salvation Army who mobilize to aid with mass care and sheltering. During these large-scale incidents, these agencies will typically provide a representative to the County EOC.

Many private agencies, churches, non-profits and other organizations offer to provide their assistance during emergencies. If needed, the County may request the agency to provide a liaison to the EOC to help facilitate and coordinate mutual aid.

4.6.1.3 **Mutual Aid Resource Management**³³

It is the policy of the State that contracts and agreements for emergency response and disaster repair and restoration should be entered into by the lowest level of government. When local resources are exhausted and additional resources are required, resource requests (mission tasking) will follow an established process for ordering, tracking, mobilizing and demobilizing. Depending on the scale of the emergency, limited resources may need to be rationed or controlled.

Mutual aid is coordinated in accordance with SEMS/ICS. When the EOC is activated field and local governments will coordinate through the appropriate position based upon the EAP in the Logistics Section, generally the Resource Unit Leader.

4.7 LOCAL AND REGIONAL RESPONSE PARTNERS

4.7.1 **Cities and Special Districts**

Under SEMS, Special Districts are considered local governments. Cities and Special Districts are included in emergency planning efforts whenever possible. The role of Cities and Special Districts is generally focused on restoring their normal services or functional area of responsibility. If a City Special District does not send a representative to the EOC, then the Liaison Officer in the EOC will be responsible for establishing communications and coordination with the Special District Liaison.

4.7.2 **Private Sector**

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, the County must work with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are dependent. Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities
- Planning for the protection of information and the continuity of business operations
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help
- Developing and exercising emergency plans before an incident occurs
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process

³³ See ESF#7 – Resource Management for more information on resource requesting.

4.7.3 **Central Valley Regional Volunteer Organizations Active in Disaster (CVR VOAD)**

Central Valley Regional VOAD is a consortium of non-profit and faith-based organizations whose goal is to foster more effective service to those imperiled, impaired, or impacted by disaster, by eliminating unnecessary duplication of effort in all phases of disaster/emergency management: Preparedness, Response, Recovery and Prevention/Mitigation.

4.7.3.1 ***Nongovernmental and Faith-Based Organizations***

Nongovernmental and faith-based organizations play enormously important roles before, during, and after an incident. In the County, nongovernmental/faith-based organizations such as the Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. Nongovernmental and faith-based organizations also collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of nongovernmental and faith-based organizations in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping to coordinate assistance.
- Supporting the distribution of public information.

4.7.4 **Community Self-Reliance**

Although not formally a part of the County's disaster operations, individuals and households play an important role in the overall disaster management strategy in support of the County's whole community approach. Community members are encouraged, and provided with resources, to prioritize their own safety and the safety of their families before, during and after a disaster. This concept of "self-reliance" both increases the likelihood of surviving a disaster while reducing the strain on first-responder resources. The San Joaquin County Office of Emergency Services encourages self-reliance mostly through a variety of public outreach and messaging that can be found at SJ Ready (<https://sjready.org>).

Community self-reliance primarily consists of four parts:

1. **Say Informed:** San Joaquin County residents are encouraged to sign up for alerts and warnings using the SJReady Alerts. It is also suggested that they follow the Office of Emergency Services on Facebook, Twitter, and NextDoor.
2. **Make a Plan:** Community members are encouraged to create a "plan" that includes identifying evacuation routes, communication strategies, meeting or reunification points, building a "kit" and more.
3. **Build a Kit:** Community members are encouraged to build a disaster "go bag" for quick evacuations that includes necessities, like food and water, first aid supplies, medications, communication devices, important documents and more. Community members are also encouraged to prepare a "stay kit" to shelter in place which contains essential supplies for all family members for 3-5 days.
4. **Get Involved:** Community members are encouraged to become familiar with local resources and service providers, and it is suggested that they get to know their neighbors. This can include getting first aid training, joining a Neighborhood Watch program and/or joining a local Community Emergency Response Team (CERT).

4.8 STATE RESPONSE PARTNERS

California promotes collaborative community-based planning and preparedness in which stakeholders from all sectors of society and emergency management disciplines work together to ensure an effective response to an emergency. Public agency stakeholders include the Governor, State agencies, operational areas, local government, special districts, tribal governments, other states, federal government, and international governments. Private-sector stakeholders include California's residents, businesses, non-governmental and volunteer organizations.

During an emergency or disaster, the Governor coordinates statewide emergency operations through Cal OES and its mutual aid regions. The Emergency Services Act (ESA) states in part: "During a state of emergency the Governor shall, to the extent he deems necessary, have complete authority over all agencies of the state government and the right to exercise within the area designated all police power vested in the state."

The California Governor's Office of Emergency Services (Cal OES) is delegated authority by the Governor to implement the ESA and perform executive functions assigned by the Governor to support and enhance all phases of emergency management.

4.9 FEDERAL RESPONSE PARTNERS

Federal response partners are typically requested by CalOES if State resources become limited or specialized services are needed. In most instances, federal resources become available following a formal proclamation of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the State of California Emergency Plan.

5 COMMAND AND CONTROL

This section of the EOP highlights the setting in which the EOC exists. It details the location, capabilities, and policies of the EOC. Additionally, this section outlines a process for establishing operations within the EOC, including activation, EOC procedures, and deactivation.

5.1 GENERAL

The ultimate responsibility for command and control of County departments and resources lies with the County Board of Supervisors; however, the Chair of the Board of Supervisors or the Director of the Office of Emergency Services will control and direct the effort of the emergency organization of the County, unless otherwise delegated. County disaster operations, both on scene and in the County EOC, will be conducted in a manner consistent with SEMS/NIMS, including use of ICS. During a County-proclaimed disaster, control is not relinquished to State authority but remains at the local level for the duration of the event.

5.1.1 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency with jurisdictional authority (i.e., fire or law enforcement), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing tactics such as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of the Command Staff until delegated. If the incident occurs within one of the incorporated Cities in the County, the Emergency Operations Center for the City may be activated, based on that city's Emergency Operations Plan. The County's EOC will be activated according to SEMS EOC Activation Guidelines.³⁴

5.1.2 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the County may activate the EOC. The EOC will support on-scene operations and coordinate County resources. The request shall be submitted to the OES Duty Officer, who will notify the Director of Emergency Operations to make the final determination for activation.

In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the County EOC for resource coordination, communications, and public information support.

In a more complex incident, the Incident Commander may relocate to the County EOC to serve as part of the Unified or Area Command, ensuring proper coordination of resources across agencies and jurisdictional boundaries.

5.2 EMERGENCY OPERATIONS CENTER

The EOC is organized to align with the Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) and standards. The EOC is designated to provide support and coordination to County and local operations in response to an emergency, or large planned events, utilizing the concepts of the Incident Command System (ICS) and NIMS, and the ESF structure. Affected local agencies and special districts coordinate their response through the EOC to support the overall County operation. This may include agency representatives coming to the EOC.

³⁴ Table 3-2: SEMS EOC Activation Requirements

5.2.1 Emergency Operations Center Activation³⁵

The duty officer has the responsibility to monitor and follow up on any threat that has the potential to impact the County, including initiating appropriate EOC activation callouts if an activation is deemed necessary.

Immediately upon notification of a threat, imminent or actual emergency, the following actions will be taken:

- The OES duty officer will be notified
- The information will be relayed to the Director of Emergency Operations then a decision will be made to activate the EOC
- The EOC director or designee will communicate activation details to relevant management, coordinating, and supporting departments. This includes activation level, positions requested, location, brief situational update, and activation timeframe
- Utilizing WebEOC, status updates and relevant coordinating tasks will be added to ensure a common operating picture
- Identify or utilize an EAP Template within WebEOC, or local computer

5.2.2 Emergency Operations Center Locations

The **primary location** for the County EOC is the Robert J. Cabral Agricultural Center, 2101 E. Earhart Avenue, Suite 300, Stockton, CA, 95206.

If for any reason, the primary location lacks necessary resources, i.e. power, water, security, or space necessary to adequately support an event, the **alternate location** may be implemented at the direction of the EOC Director or the Emergency Services Director. The alternate location is at the Sheriff’s Complex, 7000 Michael Canlis Blvd., French Camp, California, 95231

The location of the EOC may change as required by the needs of the incident. Coordination and control for County emergency resources will take place from the EOC as long as environmental and incident conditions allow. However, if conditions require relocation of the EOC, then the EOC Command will designate an alternate facility.

Figure 5-1: Primary EOC Location

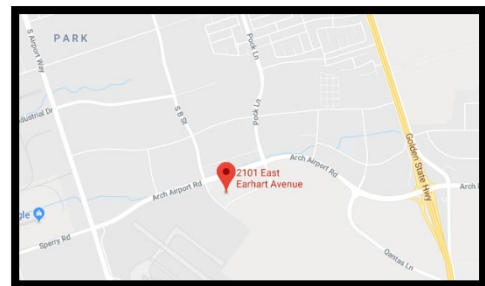


Figure 3-2: Alternate EOC Location



5.2.3 Emergency Operations Center Staffing³⁶

Depending on the incident type, County departments will provide staff—Disaster Service Workers—to the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the EOC Director may change to meet the needs of the incident. If local staffing resources are not adequate to maintain County EOC operations, the County may request support from outside agencies and/or the State or regional partners.

County departments involved in emergency response and personnel assigned to Command and General Staff (if previously designated) are required to report to the EOC upon activation. Personnel assigned to the EOC should have the authority to make the decisions associated with their Command and General Staff positions.

³⁵ See ESF #5 Management Functional Annex.

³⁶ Additional information see ESF-5, Emergency Management

Due to the limited personnel and resources available in the County, it is imperative that all primary and alternate EOC staff be trained on ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency.

5.2.4 Access and Security

During an emergency, access to the County EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. The EOC may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel who are authorized to be present.

5.2.5 Incident Management Software

The County utilizes WebEOC incident management software to help gather, analyze, and disseminate information in the County EOC. The Director of Emergency Operations is responsible for ensuring EOC staff are trained in advance of an activation on the use of software, and a User's Manual is maintained in the County EOC. Just-in-time training is also developed for some positions.

5.2.6 Deactivation

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the County EOC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the County Administrator and staff to manage recovery operations as part of their daily responsibilities.

The Director of Emergency Operations has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Directors of Emergency Services.

5.3 DEPARTMENT OPERATIONS CENTERS

DOCs are established and activated by individual departments to coordinate and control actions specific to that department during an emergency event. A DOC is a physical facility or location similar to the EOC. However, one purpose of a DOC is to tactically manage department owned and controlled resources and maintain public services during an emergency. The authority to activate resides with the director of the individual department based on the department mission. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of public information countywide.

The DOCs will work to restore their departments' critical business functions, perform high priority response activities, and share objectives, strategies, and status updates at regular intervals with the EOC, if the EOC has been activated. Personnel selected by the department to be part of a DOC receive training and participate in drills and exercises to develop their skills. A liaison from the DOC will be assigned to the County EOC. Because DOCs are primarily for departments that play a role in immediate response during a disaster or emergency, not all departments will require a DOC.

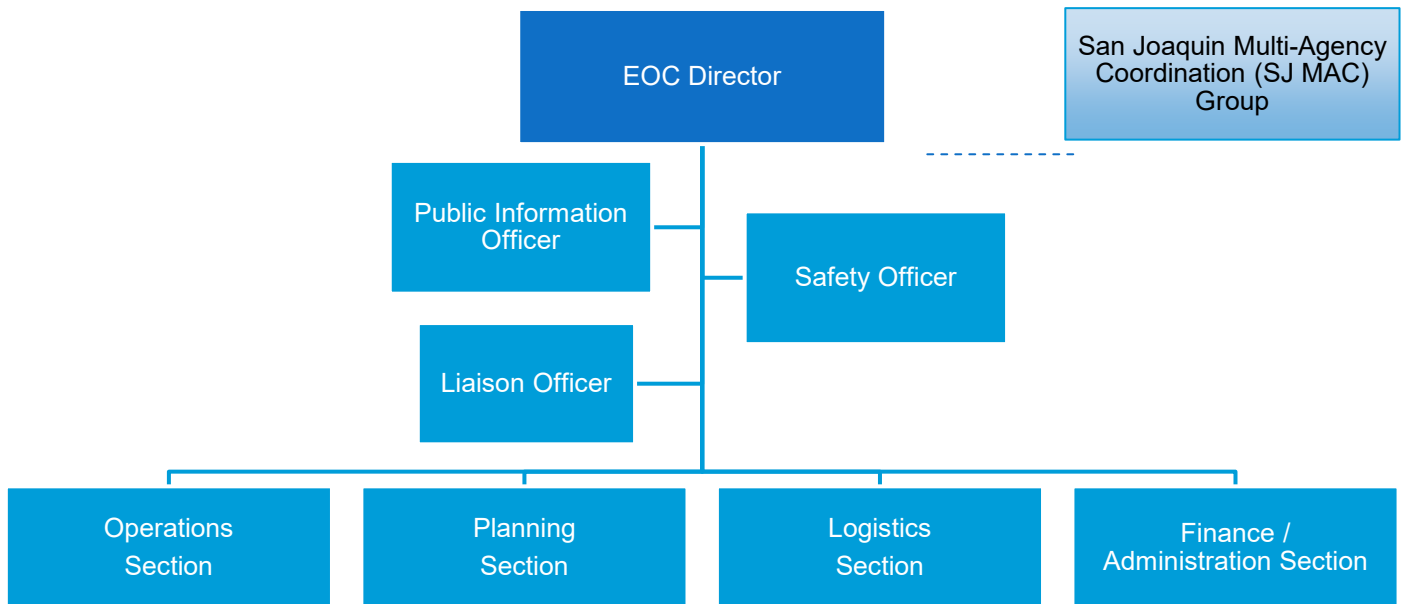
5.4 INCIDENT COMMAND SYSTEM

The ICS is a portion of SEMS/NIMS and is designed as an organizational model to ensure vertical and horizontal integration of jurisdictional interactions before, during, and after an emergency. ICS is integrated into NIMS as the core organizational structure for managing incidents at the *operational and tactical level*. NIMS provides a broader framework for coordinating efforts, while ICS provides the standardized structure for managing the incident itself. All levels of government work together to address the full spectrum of services through preparedness and operations in the mission areas of prevention, preparedness, planning, mitigation, response, and recovery.

ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The County will utilize ICS and SEMS/NIMS to organize and coordinate responses to incidents of all types and sizes. ICS provides a clear and concise framework for managing emergencies by establishing a structured hierarchy, defining roles and responsibilities, and ensuring effective communication and resource utilization.

The County ICS structure can be expanded or contracted, depending on the incident’s changing conditions. During a large (high level activation) incident, it can be staffed and operated by qualified personnel from any emergency service agency and from a variety of disciplines. The County ICS structure can also be utilized for smaller (low level activation) emergencies such as a minor incident involving a single emergency response) or in non-emergency situations (e.g., event planning) as an opportunity to practice the structure.

Figure 5-3: County ICS Structure



5.4.1 **Command Staff**

5.4.1.1 **Safety Officer**

The Safety Officer is responsible for the safety of emergency response personnel, EOC Command and General Staff, and their operations. The EOC Safety Officer may be a DSW through Risk Management. The Safety Officer's responsibilities include:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas
- Implementing site and access control measures
- Monitoring and assessing the health and safety of response personnel and support staff
- Preparing and implementing a site Health and Safety Plan and updating the Unified Command, on-scene Incident Command, and Operations Chiefs as necessary regarding safety issues or concerns
- Exercising emergency authority to prevent or stop unsafe acts

5.4.1.2 **Public Information Officer**

The PIO will coordinate and manage the County's public information network, including local, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO can be assigned from the trained PIO's within the Joint Information System or the OES staff. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public
- Coordinating information sharing among the public information network through the use of a JIS and, if applicable, participating in a JIC
- Implementing information clearance processes with Unified Command
- Conducting and/or managing media briefings and implementing media-monitoring activities
- Ensuring compliance with requirements of the California Public Records Act

5.4.1.3 **Liaison Officer**

Specific liaison roles may be incorporated into the command structure established at the County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the Red Cross. The Liaison Officer can be assigned from trained and activated DSW's or OES Staff. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders
- Coordinating information and incident updates among interagency contacts, including the public information network
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to Unified Command, government officials, and stakeholders

The annexes attached to this plan contain general guidelines for County staff, volunteer organizations, neighboring jurisdictions, County officials and departments, and other response agency staff to carry out assigned Command Staff responsibilities at the County EOC.

5.4.2 General Staff

5.4.2.1 Operations Section

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. This would include the Fire Branch, Law Branch, Medical and Health Branch, Care & Shelter Branch, etc. The Operations Section Chief may be assigned based upon the jurisdiction of authority for the particular incident.

The Operations Chief is responsible for:

- Developing and coordinating operations to carry out the EAP
 - Directing implementation of unit operational plans
- Requesting resources as needed
- Managing and incorporating community partners and stakeholders (private entities, companies, and non-governmental organizations) into response operations

5.4.2.2 Planning Section

The Planning Section is responsible for establishing situation reports, forecasting the needs of the response as well as implementing appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Section Chief can be assigned from trained and activated DSW's or OES Staff. The Planning Chief is responsible for:

- Collecting and evaluating information and distributing incident information through status summaries.
 - For terrorist incidents, assist local law enforcement agency to liaise the Central California Intelligence Center (Sacramento Regional Threat Assessment Center) (<https://ccic.ca.gov/>)
- Maintaining resource status
- Preparing and disseminating the EAP
- Conducting planning meetings
- Providing GIS/mapping services

5.4.2.3 Logistics Section

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Section Chief can be assigned from trained and activated DSW's or OES Staff. The Logistics Chief is responsible for:

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Coordinating with the Planning Section to estimate future support and resource requirements.
- Assisting with development and preparation of the EAP.

5.4.2.4 Finance/Administration Section

The Finance/Administration Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the County's

resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required. In these instances, the Finance/Administration section can be staffed by a technical specialist in the Planning Section. The Finance Section Chief can be activated OES staff or trained DSWs, such as from the CAO or Auditors Office. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident
- Maintaining accounting, procurement, and personnel time records
- Conducting cost analyses

5.4.3 Unified Command and Area Command

When an incident occurs within a single jurisdiction and there is no jurisdictional or functional agency overlap, the incident should be managed by a single Incident Commander who has overall incident management responsibility. NIMS calls this Single Incident Command. In some situations, NIMS recommends variations in incident management. The two most common variations involve the use of Unified Command and Area Command.

5.4.3.1 Unified Command

In some incidents, several organizations may share response authority. Unified Command is an application of the Incident Command System that has the advantage of combining different local, county, regional, state, and federal agencies into the same organizational system. This maximizes coordination of response activities and avoiding duplication of efforts. Unified Command allows the Incident Command position, and decision making, to be shared among various agencies and organizations that may come from different political jurisdictions. Unified Command members work to resolve incident-wide issues in a cooperative fashion to enable a more efficient response and recovery. Unified Command does not change any of the other features of ICS. It merely allows all agencies with responsibility for the incident to participate in the decision-making process.

Under a Unified Command, agencies work together through the designated members of the Unified Command to:

- Analyze intelligence information
- Establish a common set of objectives and strategies for a single Incident Action Plan

Figure 5-4: Unified Command Structure



5.4.3.2 Area Command

Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or very large incidents that involve multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control, and does not have operational responsibilities. If activated, the Area Command:

- Sets overall incident-related priorities
- De-conflicts incident management objectives with other ICS organizations and established policies
- Allocates critical resources according to incident-related priorities
- Identifies critical resource needs and reports them to the EOCs
- Conducts oversight
- Ensures proper management and effective communication
- Provides for personnel accountability and a safe operating environment
- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations

Figure 5-5: Area Command Structure



5.4.4 Multi-Agency Coordination³⁷

If the County is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination Group (MAC Group). The San Joaquin MAC Group includes agency administrators/executives or their designees who are authorized to represent and commit agency resources and funds. The SJ MAC Group provides coordinated decision making and resource allocation among cooperating agencies and may establish priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

³⁷ See the San Joaquin Multi-Agency Coordination Plan.

6 COMMUNICATIONS

San Joaquin County views communications as a structure with several components. These include public alert and notification, hardware, infrastructure, redundancy, JIC/JIS, access and functional needs, along with public messaging. The specific communication mission is an important consideration for establishing what the best communications system is to use. Time sensitivity, interoperability, and inventory are all important factors in choosing which communications systems to use.

6.1 COMMUNICATION SYSTEMS

The Emergency Operations Center (EOC) is equipped with multiple redundant communication modalities allowing the sharing of situational awareness, resource status, raw intelligence and data, and alert and warning. The communication capabilities are routinely reviewed and updated as technology advances. Current communication resources in the EOC include, but are not limited to:

- Land-line based phones
- Cell phones
- Fax machines
- Internet enabled computers
- Emergency Alert System (EAS)
- Wireless Emergency Alert System (WEA)
- SJReady Alerts through Nixle
- Operational Area Satellite Information System (OASIS) (Currently operated by SJSO)
- Radio systems
 - ARES/RACES amateur radio
 - Public safety frequencies (i.e., law, fire, EMS)
 - Government frequencies (department/agency radios)
 - Business/Commercial frequencies (i.e., PG&E, EBMUD, CalWater, Red Cross)
 - Low band frequencies (EOC to EOC radios)

The County utilizes WebEOC—a web-based emergency management information tool—as a resource ordering tool and for sharing information with other agencies within the OA and to the State. This allows the County to have a common operating picture, situational awareness, and information coordination throughout the OA during an emergency. WebEOC status boards track emergency activities and OA EOC responders are able to share real time information with other agencies within the OA which allows for a coordinated status of resources available to emergency managers. The system is primarily managed by the County’s Information Systems Division (ISD).

6.2 INTEROPERABLE COMMUNICATIONS

Communications issues are important to the County’s emergency response capability. These issues include channel capacity, the importance of multiple channels, and the planning for a viable emergency communications system. Communications issues appropriate to this plan are located in Emergency Support Function—02 Communications Annex.

6.3 FIELD/EOC COMMUNICATIONS AND COORDINATION

Responsibility for emergency response is based on statutory authority. The emergency response is coordinated under SEMS/ICS, which provides a flexible, adaptable and expandable response organization to address all-hazards of varying magnitude and complexity.

An EOC is activated to support field operations when an emergency requires additional resources, or when requested resources exceed those which are available from within the jurisdiction. Field Incident Commanders and EOCs will establish communications when the EOC is activated. Local government EOCs will establish communications with the Operational Area OEC (OAEOC). The OAEOC will communicate with the State Operations Center (SOC).

6.3.1 Field/EOC Direction and Control Interface

During response to minor or moderate events, jurisdictions may manage the emergency with existing resources and may or may not activate their local EOC. Personnel that are part of a field level emergency response will utilize the Incident Command System (ICS) to manage and direct on-scene operations.

During multiple-incident situations within the County, an Area Command may be established to provide for the ICs at separate locations. Another scenario for the EOC/Area Command interaction would be the occurrence of several similar incidents located in close proximity but in different jurisdictions. A Unified Area Command may be established to oversee Incident Commands operating in general proximity to each other. The Unified Area Command would coordinate with the activated local government EOCs.

6.3.2 Coordination with Cities and Special Districts within the Operational Area

Coordination and communications should be established between activated local government EOCs and the Operational Area (OA). For most of the cities, this channel is through the Emergency Services Coordinator, or designee, by phone, radio, or computer. The Emergency Services Coordinator will notify and communicate with San Joaquin County Office of Emergency Services who serves as the County Operational Area EOC. The OAEOC provides support to the field and local EOCs.

Special Districts will likely contact the Emergency Services Duty Officer via phone, radio or computer for support and information sharing via the Liaison Officer.

The Multi-Agency Coordination System (MACS) is the decision-making system used by member jurisdictions of the San Joaquin County Operational Area. Agencies and disciplines involved at any level of the SEMS organization work together to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

6.3.3 Field Coordination with DOCs and EOCs

Communication and coordination among SEMS levels is clearly necessary for effective emergency response. In a major emergency, the County's EOC may be activated to coordinate the overall response. If there are numerous incidents occurring throughout the County all of which are demanding the same departmental resources, it may be necessary to activate Department Operations Centers (DOCs). These DOCs would be responsible for supporting and coordinating the command posts in the field.

Incident Commanders (ICs) in the field may communicate with the Department Operations Centers (DOCs) which in turn will communicate and coordinate with the EOC. Depending on the incident, the ICs may communicate directly with the EOC, usually to their counterpart in the Operations section. When the EOC is directly overseeing the incident command teams, the EOC is operating in a centralized coordination and direction mode. DOCs are an excellent way to help

maintain situational awareness for both the department and for the EOC. A DOC may be activated even when an EOC is not, if there are multiple incidents in one department but external resources are not needed. The decision to activate a DOC is made by the Department Director (or his/her designee).

7 INFORMATION AND INTELLIGENCE COLLECTION, ANALYSIS AND DISSEMINATION

Information common to all operations is identified before, during, and after an emergency has occurred. It identifies the type of information needed, the source of the information, and any specific reporting requirements. Information is shared continually between public and private sector organizations and among the various levels of government.

7.1 INFORMATION AND INTELLIGENCE COLLECTION

Information needs to be relevant and timely to form situational awareness and to facilitate effective response and recovery. Gathered intelligence is used to develop a common operating picture (COP) and produce a situation status summary (Sit Stat Report). Having a comprehensive common operating picture is a result of continuous information collection and analysis through various means. The situation status report is the document used to share information, the common operating picture, among all involved stakeholders. Intelligence provides actionable information that assists leadership at all levels in making decisions, establishing priorities and timelines, requesting or providing resources, providing warnings and information to the public, coordinating protective actions, restoring services, or standing down response operations.

The EOC is responsible for gathering timely, accurate, accessible and consistent intelligence during an emergency. To ensure effective information flow, emergency response agencies at all levels will utilize communications systems and protocols to organize, integrate and coordinate information and intelligence among the affected agencies.

Information for the COP is gathered through various means such as phone calls, email updates, Essential Elements of Information (EEI's), WebEOC, radio, television, social media, and data and impact monitoring. The flow of information and intelligence among the levels of government should occur as:

Field: Field situation reports disseminated to local EOC (or to a DOC if one has been activated).

Local EOC: Local EOC will summarize reports received from the field, Department Operation Centers (DOCs) and other reporting disciplines, and send them to the Operational Area (OA) EOC.

OA EOC: The OA EOC will summarize reports received from local EOCs, county field units, county DOCs, and forward to the CalOES Regional Emergency Operations Center (REOC).

SOC: The SOC will summarize situation reports received from the REOC, state DOCs, state agencies and other reporting disciplines, and distribute to state officials and others on the distribution list.

This information can include various levels of detail. First responders at a scene or operational departments within San Joaquin County may collect very detailed information regarding the impacts to services they deliver. Where this level of detail is needed at the responder or department and division level, the EOC collects information that can help develop a comprehensive COP and a common understanding of regional impacts. The EOC also needs information to support strategic decisions and obtain resources in support of responders and for the continued delivery of essential governmental services.

7.1.1 Information Analysis

Credibility of information is important toward controlling rumors and making good response decisions. Not all sources of information carry the same credibility. Often it is necessary to verify key information through subject matter experts before using the information for decision making or sharing the information with others. Even mechanical devices can provide faulty readings or malfunction while transmitting their data. The analysis process may begin with a person receiving information but may occur with formal processes in the sections or leadership of the EOC. Everyone who receives information analyzes it. The decision to share information or withhold it, with whom to share it, its time sensitivity, connecting or recognizing the relationship between information from different sources, or identifying actions that may be needed are all part of the evaluation process. Once information has been evaluated, it then becomes verified intelligence available for decision making and sharing.

7.1.2 Information and Intelligence Dissemination

The most common products used by the EOC to distribute or share information and intelligence with regional partners are the Situation Report and the Emergency Action Plan. While the Situation Report is produced as needed, the Action Plan is typically developed for each operational period. The Planning Section prepares the Action Plan, with input from the appropriate functional areas, County departments, partners, and local jurisdictions.

The Action Plan includes a portion of all the following documents:

- Incident Objectives and Actions
- Organization Assignment
- Division/Group Assignments
- Communications Plan
- Weather Forecast
- Safety Message
- Incident Map

7.2 TECHNOLOGY

The use of technology via the internet has redefined the parameters of emergency management and has enhanced simultaneous record keeping for the County. The utilization of cloud-based computer applications range from simple e-mail capabilities to a dedicated emergency management software application with event reports, situation reports, press releases, pictures, electronic notification systems, map plotting of events, weather maps and virtual conferencing.

7.3 WEBEOC

San Joaquin County utilizes WebEOC as the County's communications platform for sharing elements of the crisis. This allows the County to have a common operating picture, situational awareness and information coordination throughout the Operational Area (OA) during an emergency. OA responders can share real time information with other agencies within the County and cities/towns, which allows for a coordinated deployment of resources available to emergency managers. WebEOC has been rolled out to all County fire districts, all Public Health and Medical entities, some Mass Care and Shelter entities, and the City EOC's.

8 ADMINISTRATION, FINANCE AND LOGISTICS

This section describes administrative protocols used during an emergency operation and finance protocols used to recover the costs incurred during an emergency. It also describes the logistics and resource management mechanisms used to identify and acquire resources during an emergency operation.

8.1 ADMINISTRATION

The Administration function manages all financial, administrative and cost analysis aspects of the emergency. During a major emergency or disaster, the County is likely to find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the Board of Supervisors. If an incident in the County requires major redirection of County fiscal resources, the Director of Emergency Services, in consultation with EOC Command, will meet to decide how to address emergency funding needs and will request a proclamation of emergency, if not already in progress. Financial activities related to recovery include the development of Initial and Preliminary Damage Assessment (IDA/PDA), reports necessary to pursue federal aid.

Two prominent programs include:

- **Public Assistance.** In the case where a Federal declaration is granted and required eligibility thresholds are met, FEMA's Public Assistance awards grant funding to assist state and local governments and certain private nonprofit entities with response and recovery activities. Specifically, the program aids with debris removal, emergency protective measures, and permanent restoration of infrastructure. The federal share of these expenses typically cannot be less than 75 percent of eligible costs.
- **Disaster Assistance.** In the case where a federal declaration is granted and specific thresholds of damage are met, Disaster Assistance is made available to provide monies or direct assistance to individuals, families, and businesses in an area whose property has been damaged or destroyed and whose losses are not covered by insurance. Disaster Assistance is rarely awarded, even when Presidential Disaster Declarations are made. The program is designed to assist with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster.

Initially, this work may be done in the EOC, but in later stages of the emergency this function may be accomplished at other locations by other departments.

8.2 EXPENDITURE TRACKING

The County may be reimbursed from insurance, state and/or federal sources for disaster-related expenses. The purpose of this section is to provide guidance on the record keeping requirements for claiming such expenses.

8.2.1 Eligible Expenses

Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a declared disaster and which service is the responsibility of the applicant agency. Eligible costs are generally considered to be the net costs over and above any increased revenue or subsidy for the emergency service. Ineligible expenses include costs for standby personnel and/or equipment and lost revenue.

8.2.2 Recordkeeping Requirements

State and federal governments require detailed information to support claims for reimbursement. As of 2021, FEMA requires reimbursement tracking to be submitted electronically, while still maintaining hard copy back-ups. Individual cities, special districts, and non-profits are now required to file their claim individually through the FEMA Grant Portal.³⁸

Funding will be approved or denied based upon the information supplied by applicant agencies. Documentation supporting all costs claimed will be required, and all information must relate back to individual original source records. County Staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Sign-in rosters (ICS 211, Incident Check-in List)
- Incident and damage assessment reports
- Incident Command logs (ICS 214, Activity Log)
- Cost recovery forms
- Incident critiques and After Action Reports (AARs)

The following guidelines will be followed when documenting disaster-related reimbursable expenses:

- Costs and revenues associated with emergency operations should be segregated from normal operating expenses.
- Separate records should be maintained for each vehicle and piece of heavy equipment used for emergency operations.
- Vehicle and equipment documentation should include the miles and/or hours operated by location and by operator.
- Vehicle operating expenses should include fuel, tires, tubes and maintenance.
- Labor costs should be compiled separate from vehicle and/or equipment expenses.
- Equipment documentation should include exactly where the equipment was used and for what; hours and minutes used; and the name of the equipment operator if applicable.
- Revenues and subsidies for emergency operations must be subtracted from any costs claimed.
- Requisitions, purchase orders, and invoices must be maintained for all supplies, materials and equipment expenses claimed.
- Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.
- All non-competitive procurements must be justified.

Expenditure tracking should commence upon notice or obvious occurrence of disasters that require expense of labor, equipment use, materials, and other expenses. The Incident Commander(s), EOC Director, and EOC staff are responsible for maintaining written records of all disaster-related personnel overtime, requests for supplies, equipment and contract personnel, and receipts for emergency purchases of supplies, equipment and other disaster-related expenses. The County will activate special coding for emergency expenditure tracking which is used for both labor and equipment.

The Finance Section will compile reports, including total expenditure by category. The Finance Section Chief will submit a summary report on total costs to the EOC Director as requested. This information will be used for state and federal disaster assistance applications. The expenditure

³⁸ <https://www.fema.gov/assistance/public>

data and documentation is vital to state and federal agencies for requesting financial assistance during and after the disaster.

8.3 INCIDENT CRITIQUE AND AFTER ACTION REPORTING

To document and track lessons learned from exercises, the Office of Emergency Services will conduct a review, or “hot wash,” with exercise participants after each internally sponsored exercise. County OES will also coordinate an After-Action Report and Improvement Plan (AAR/IP), which will describe the objectives of the exercise, document the results of the evaluation, and ultimately aid in improving the County’s readiness.

Reviews and AAR/IPs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR/IP process. The AAR/IP following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs.

Section 2450(a) of the California Code of Regulations states that, “Any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after-action report (AAR) to Cal OES within ninety (90) days of the close of the incident period.” “Incident Period” shall be defined as specified in the California Code of Regulations, section 2900(q).

The AAR will provide, at a minimum, the following:

- Be a review of response actions taken
- Application of SEMS
- Suggested modifications to SEMS
- Necessary modifications to plans and procedures
- Identified training needs
- Recovery activities to date

The AAR will serve as a source for documenting the County’s emergency response activities and identifying areas of concern and successes. It will also be utilized to develop a work plan for implementing improvements.

An AAR will be a composite document for all SEMS levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations.

The AAR will include an overview of the incident, including attachments, and will also address specific areas of the response, if necessary. It will be coordinated with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the “recovery actions to date” portion of the AAR.

The Office of Emergency Services is responsible for the completion and distribution of the AAR to County leadership and department heads as well as ensuring that it is sent to Cal OES within the required ninety (90) day timeframe. Per Government Code Section 8607(f), “The Office of Emergency Services shall, in cooperation with involved state and local agencies, complete an after- action report within one hundred eight (180) days after each declared disaster. This report shall review public safety response and disaster recovery activities and shall be made available to all interested public safety and emergency management organizations.”

During prolonged incidents, AAR’s may be completed at regular intervals (quarterly) to evaluate the effectiveness of the response. The AAR responses may be integrated into ongoing operations.

8.4 RESOURCE MANAGEMENT ³⁹

8.4.1 Resource Priorities

When activated, the County EOC establishes priorities for resource allocation during the emergency. All County resources are considered part of a pool, which may be allocated by the EOC to fulfill priority missions. Each department retains control of its non-assigned resources until released for an emergency assignment by the EOC.

8.4.2 Resource Requests

Resource Requests (ICS Form 213RR) will be made through either discipline-specific mutual aid systems (Fire, Law, Medical) or through the logistics function at each level. Discipline-specific requests for resources that are normally within the inventories of the mutual aid system will go from local coordinator to Operational Area Mutual Aid Coordinator to the Regional Mutual Aid Coordinator.

Resource requests from jurisdictions within the County will be coordinated with the EOC to determine if the resource is available internally or other, more appropriate sources are located within the OA. All resource requests will be documented, allocated, tracked, and demobilized through the EOC.

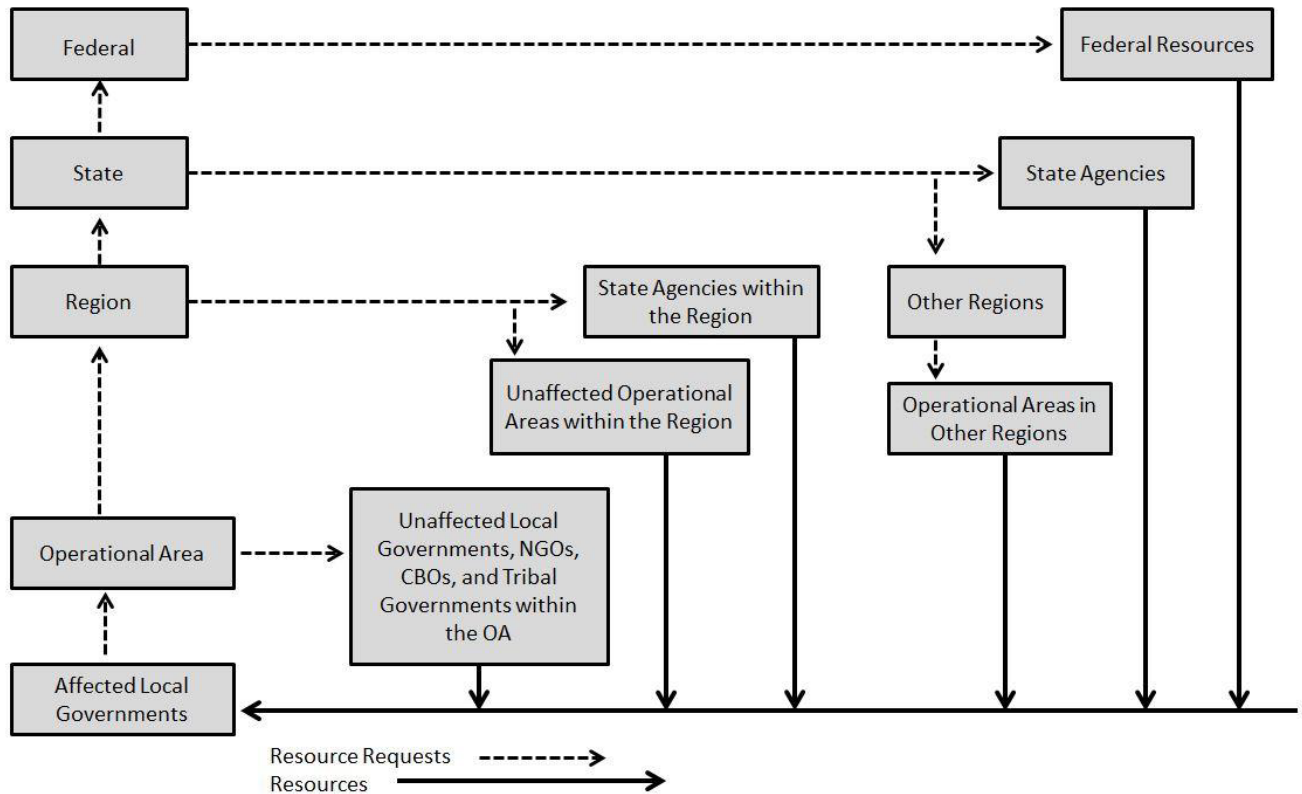
Emergency Management Mutual Aid Coordinators⁴⁰ at each level will keep the Operations Chief informed of the status of resource requests and allocations. Coordinators at each level will communicate and coordinate with each other to maintain status on resource requests and allocations within the disaster area.

³⁹ See ESF 7 for more details about Resource Management

⁴⁰ Refer to the California Emergency Managers Mutual Aid plan for more information.

Resource requests for equipment, personnel or technical assistance not available within the County should be coordinated with the EOC to the Inland Region Coordinator. Once the request is coordinated, approved and resources deployed, the Resource Status Unit, in coordination with various Operations Branches, is responsible for tracking the resources.

Figure 8-1: Resource Requesting Process



When resources are not available within the state or through existing agreements with other states, California may request assistance from the federal government. Requests for federal assistance during an emergency will be coordinated through the State Operations Center (SOC).

8.4.3 Resource Directories

Each County department with response roles and local government entities should identify sources for materials and supplies internally and externally. The County currently utilizes WebEOC, Resource Request and Deployment Module for mobilizing/demobilizing, tracking, re-assigning, and accounting for county assets. The County Auditor’s Office maintains a current vendor list, for purchases and contracts, accessible to all County Departments.

9 PREPAREDNESS, TRAINING AND EXERCISES

This portion of the EOP provides information on preparedness activities, planning training and exercise requirements.

9.1 PREPAREDNESS

County departments develop internal preparedness and contingency plans to ensure provision of government services and maintenance of departmental functions during disasters. The Department Operations Plan (DOP) is an integral supporting component of the master Emergency Operations Plan (EOP).

Emergency readiness requires cooperation at all levels. The Office of Emergency Services works collaboratively with all County departments, special districts and allied agencies on the following activities:

- Interagency plan development
- Interagency training coordination
- Interagency exercise development and presentation
- Interagency response management
- Interagency emergency public information activities

Additionally, the San Joaquin County Office of Emergency Services acts as the County's key representative and lead agent for day-to-day emergency management activities such as: mitigation, preparedness, response, and recovery. Non-emergency functions include planning, training and exercise development, preparedness presentations, interagency coordination, development of preparedness and mitigation strategies, grant administration and support to response agencies.

9.1.1 Community Preparedness and Awareness

The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services, and knowledge of what individuals and groups should do to increase their chances of survival and recovery. Public awareness and education prior to an emergency or disaster will directly affect the County's emergency operations and recovery efforts. For this reason, the County will make emergency preparedness information from County, state and federal sources available to the community. Refer to section 4.7.4—Community Self-Reliance.

9.1.2 Preparedness Actions

In identifying general preparedness actions, County government works with community-based organizations, faith-based organizations, other local governments/special districts, private industry, preparedness groups, and other entities to provide information relating to individual and group preparedness.

Government is limited in its ability to provide endless services and support during times of disaster, so public preparedness is essential for ensuring individual and organizational safety and protection.

9.2 TRAINING PROGRAM

To assist with training and preparing essential response staff and supporting personnel to incorporate SEMS and NIMS concepts in all facets of an emergency, each agency and department is responsible for ensuring that critical staff are identified and trained at a level that enables effective execution of existing response plans, procedures, and policies.

OES, along with other County departments responsible for response roles, may coordinate training for County personnel, and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

The current training and operational requirements set forth under SEMS/ICS/NIMS have been adopted and implemented by the County (see minimum training requirements in Table 9). Individual departments and agencies within the County are responsible for maintaining training records.

Training requirements apply to all first responders and disaster service workers, including first-line supervisors, middle management, and command and general staff, as well as:

- EMS personnel
- Firefighters
- Law enforcement personnel
- Selected public works/utility personnel
- Skilled support personnel
- EOC/DOC staff
- Other emergency management response personnel
- Support/volunteer personnel at all levels

All San Joaquin County employees, as Disaster Service Workers, are required to complete the following NIMS baseline core competency trainings upon hire:

- **G-606 Introduction to SEMS:** This course provides a comprehensive discussion of the components of SEMS and how SEMS is used in California.
- **ICS-100 Introduction to the Incident Command System:** This course introduces ICS and provides the foundation for higher level ICS training. It describes the history, features and principles, and organizational structure of the system. It also explains the relationship between ICS and NIMS.

The following FEMA courses are considered advanced Incident Command System, incident management and the National Response Framework training. Table 9-1 outlines the minimum training requirements for San Joaquin County Employees holding a designated role in the EOC or incident response.

- **ICS-200 ICS for Single Resources and Initial Action Incidents:** This course is designed to enable personnel to operate efficiently during an incident or event within the ICS. ICS-200 provides training and resources for personnel who are likely to assume a supervisory position within the ICS.
- **ICS-300 Intermediate ICS for Expanding Incidents:** ICS-300 provides training and resources for personnel who require advanced knowledge and application of the ICS. This course expands upon information covered in the ICS-100 and ICS-200 courses.
- **ICS-400 Advanced ICS:** This course provides training and resources for personnel who require advanced application of ICS. This course expands upon information covered in ICS-100 through ICS-300.

- **IS-700 Introduction to NIMS:** This course introduces the NIMS concept. NIMS provides a consistent nationwide template to enable all government, private sector, and nongovernmental organizations to work together during domestic incidents.
- **IS-800 National Response Framework (NRF), an Introduction:** The course introduces participants to the concepts and principles of the NRF.

Table 9-1: Minimum ICS/SEMS/NIMS Training Requirements

Position	Intro SEMS	IS-100	IS-200	IS-300	IS-400	IS-700	IS-800	PSC
All San Joaquin County Employees / Disaster Service Workers	X	X				X		
Field operations personnel and/or all individuals with an assignment in an incident command post (ICP), DOC or the Emergency Operations Center (EOC).	X	X	X			X	X	◆
Personnel responsible for filling the mid-level management role (i.e., strike team leaders, unit leaders, division/group supervisors, branch directors, etc.). Additional courses recommended for personnel that will be assigned to complex incidents that expand over multiple operational periods or utilize resources in the EOC from State or Federal agencies where an EAP is required for each operational period.	X	X	X	X		X	X	◆
Personnel responsible filling the Command/Management or General Staff positions in an ICP, DOC or EOC. This includes Managers and Directors with responsibilities for Public Safety, Emergency Response, Emergency Management, and Public Health services.	X	X	X	X	X	X	X	◆
Senior Officials – Elected Officials and their staff, Department Heads, Members of the SJC MAC Group, etc.	ICS-402, Incident Command System for Executive Staff							

◆ Position specific training courses directed at EOC Credentialing programs or all-hazard position training; courses are not required but they are encouraged.

NIMS Training Program training guidelines are based on an individual's level of incident responsibility rather than on agency, rank, or discipline. This is because of variations in position responsibilities across different organizations. An individual's level of incident responsibility includes both the position within the incident management structure and the incident's complexity.

9.3 EXERCISE PROGRAM

The County will conduct exercises throughout the year to test and evaluate this EOP. The County will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and federal agencies to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the County will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises.⁴¹

⁴¹ Information about this program can be found at www.fema.gov/emergency-managers/national-preparedness/exercises/hseep.

OES will work with County departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through disaster management.

9.4 FUNDING AND SUSTAINMENT

It is a priority of the County to fund and maintain an emergency management organization that ensures the County's ability to respond to and recover from disasters. OES will work with the County Administrator, Board of Supervisors and community stakeholders to:

- Identify funding sources for disaster management programs, personnel, and equipment.
- Ensure that the Board of Supervisors is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.

10 PLAN DEVELOPMENT AND MAINTENANCE

10.1 PLAN REVIEW AND MAINTENANCE

The EOP will be reviewed by the County Disaster Council at a minimum of every five years to comply with County Ordinance. It will be the responsibility of the Director of Emergency Operations to review and approve necessary revisions and updates to the plan and/or supporting annexes pending the subsequent review by the Disaster Council.

Revisions/updates will be documented on the “Update/Revision List Form” and the form will be inserted into the front section of this Plan.

Annexes may be added to the Plan at future dates, as needed, and will be documented on the “Record of Changes” Form and the form will be inserted into the front section of this Plan.

10.1.1 Review Process

The review and approval process for this plan is conducted at five (5) levels: County, Department/Special District, Public/Community Comment, Disaster Council and Board of Supervisors.

At the Department/Special District level, each department assigned a primary or important secondary response role in the emergency organization is provided with a draft copy of the plan to review. They are requested to specifically comment on the role(s) prescribed for them in the emergency organization and to recommend appropriate changes. Approved changes will be incorporated in the final draft.

The plan will be shared with the public and community partners to ensure the needs of the whole community have been assessed. OES will provide opportunities for the public—town hall meetings, feedback forms, online accessibility, etc.—to provide feedback. Comments and feedback will be reviewed and incorporated as appropriate in the final draft.

The final draft of the plan is presented to the Disaster Council for review and to further ensure that policy issues regarding coordination of functions are clearly understood and/or clarified. The final draft is also sent to County Counsel for review to ensure its legal sufficiency. Upon a sign off by General Counsel and the Disaster Council, the Plan is submitted to the Board of Supervisors for approval.

The Board of Supervisors will issue a Letter of Promulgation or Resolution denoting approval of the Plan. The Board of Supervisors exercises overall authority and responsibility for the contents of this Plan.

11 AUTHORITIES AND REFERENCES

This section describes the Emergency Operations Plan authorities and references used in developing the overall plan.

11.1 RELATIONSHIP TO OTHER PLANS

Current County plans are maintained in the San Joaquin County Office of Emergency Services (EOC) library in hard copy and documents that are not protected for security purposes, may be viewed by visiting the website, www.sjgov.org/departments/OES. In some cases, plans developed for and by specific agencies will be referenced in this EOP, however, for continuity purposes, those plans will be stored, managed and maintained by their primary agency.

11.1.1 Federal Plans

The following federal plans guide emergency preparedness, response, and recovery at the federal level and provide support and guidance for state and local operations:

- **Homeland Security Presidential Directive 8. National Preparedness, Mar 2011.** Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States. It recognizes that preparedness is a shared responsibility. It calls on federal departments and agencies to work with the whole community around six elements
- **National Preparedness Goal, Sep 2015.** Describes the Nation's security and resilience posture through identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, and a whole community approach as its foundation
- **National Preparedness System, Nov 2011.** Provides guidance, programs, processes, and systems that support each component of the National Preparedness System to enable a collaborative, whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government
- **National Planning Frameworks.** A suite of five frameworks, covering each preparedness mission area: Prevention, Protection, Mitigation, Response or Recovery.
 - **National Prevention Framework, 2nd Edition, June 2016.** Provides the context for how the whole community is involved in preventing terrorism, and how prevention efforts related to all other parts of national preparedness. This covers the capabilities necessary to avoid, prevent, or stop threatened or actual act of terrorism
 - **National Protection Framework, 2nd Edition, June 2016.** Provides information to leaders and all levels of government on how the whole community can work together to secure the homeland against acts of terrorism, natural disasters, and other threats and hazards. This framework focuses on actions to deter threats, reduce vulnerabilities, and minimize the consequences associated with an incident
 - **National Mitigation Framework, 2nd 1st Edition, May 2013.** This document provides context for how the whole community works together and how mitigation efforts relate to all other parts of national preparedness. This covers the capabilities necessary to reduce the loss of life and property by lessening the effects of disasters
 - **National Response Framework, 4th Edition, Oct 2019.** Provides context for how the whole community works together and how response efforts relate to other parts of national preparedness. It covers the capabilities necessary to save lives,

protect property and the environment, and meet basic human needs after an incident has occurred

- **National Disaster Recovery Framework, 3rd Edition (Draft), Dec 2024.** Provides context for how the whole community works together to restore, redevelop and revitalize the health, social, economic, natural and environmental fabric of the community. The Recovery mission area covers the core capabilities necessary to help communities recover from a disaster
- **National Incident Management System, Oct 2017.** Provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity
- **National Incident Management System, Training Program, Summer 2020.** Defines a national NIMS training curriculum and personnel qualifications. The document provides guidance to stakeholders for developing their own training plans
- **Comprehensive Preparedness Guide (CPG) 101 v3.1: May 2025.** Provides guidance for developing emergency operations plans. It promotes a common understanding of the fundamentals of risk-informed planning and decision making to help planners examine a hazard or threat and produce integrated, coordinated, and synchronized plans

11.1.2 State Plans

The following State plans guide emergency preparedness, response, and recovery at the State level and provide support and guidance for local operations:

- **California Disaster Act of 1945** – created by State Legislature; combined the responsibilities for planning and preparing for emergencies, whether natural, technological and human-caused, into a single state agency
- **California Civil Defense and Disaster Relief Plan (1950)** – The Relief plan was the first comprehensive emergency plan developed by the State
- **California Disaster and Civil Defense Master Mutual Aid Agreement (1950)** – The cornerstone of California’s emergency management system, outlined the mutual aid system
- **California Governor Executive Order S-2-05** – Directs the National Incident Management System to be integrated into the State’s emergency system
- **California Emergency Services Act (ESA), 1970**, superseded the Disaster Act, and establishes the Governor’s Office of Emergency Services with a director reporting to the Governor. The office was given the responsibility to coordinate statewide emergency preparedness, post emergency recovery and mitigation efforts and the developed, review, approval, and integration of emergency plans
- **State of California Emergency Plan, 2024** – the SEP describes how response to natural or human-caused emergencies occur in California
- **Standardized Emergency Management System (SEMS), 2010.** Outlines the system designed to enhance coordination among response organizations and facilitate the flow of emergency information and resources within and between the organizational levels
- **California Disaster Assistance Act (CDAA) (2002)** – Authorizes the Director of Cal OES to administer a disaster assistance program that provides financial assistance from the state for costs incurred by local governments because of a disaster event
- **California Animal Response Emergency System (CARES) 2006** - CARES is an operational guidance to assist with all aspects of animal care and control in the event of a disaster or emergency. In addition, CARES provides resources for the public, for animal businesses, for shelters, and for emergency planners

- **State of California Emergency Management Mutual Aid Plan Mar 2022.** – Outlines mutual aid for emergency management personnel and technical specialists to support disaster operations of affected jurisdictions during an emergency to assist with response and recovery
- **Northern California Catastrophic Flood Response Plan, Jun 2018.** – Outlines catastrophic flood response activities for an eight county area including San Joaquin County

11.1.3 Regional Emergency Plans

The County is a partner in the California Office of Emergency Services Mutual Aid Region IV planning efforts, including the Region IV Multi-Casualty Incident Plan that includes planning with eleven counties in the Cal OES Region IV Mutual Aid Area. These include San Joaquin, Alpine, Amador, El Dorado, Calaveras, Nevada, Placer, Sacramento, Stanislaus, Tuolumne and Yolo. The plan outlines response and mutual aid sharing of resources primarily for large-scale multi-casualty incidents. The plan is updated by the San Joaquin County Emergency Medical Services Agency in concert with regional EMS Agencies and Fire and medical partners in emergency response.

11.1.4 San Joaquin County Plans

This County EOP is part of a suite of plans that address various elements of the County's emergency management program. While EOP focuses on basic response and recovery, other plans address the County's approach to mitigation, continuity, and other aspects of emergency management. These plans are outlined in [Section 1.5](#).

11.1.5 City Plans and Special Districts

City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Cities are encouraged to coordinate their emergency planning and response operations with the County. All cities use SEMS/NIMS to manage incidents. The cities and several special districts have developed emergency plans intended to complement the County's EOP:

- Escalon
- Lathrop
- Lodi
- Manteca
- Mountain House
- Ripon
- Stockton
- Tracy
- Special District: Port of Stockton
- Special District: Office of Education, School Districts
- Special District: Reclamation District / Levee Maintaining Agencies
- Special District: Fire Districts
- Special District: Water and Irrigation Districts
- Special District: Sewer
- Special District: Cemetery
- Special District: Flood Control Districts

11.1.6 Emergency Response Plans

Plans developed by special districts, such as reclamation districts, county flood control districts, and irrigation districts are referenced as necessary. Emergency Response Plans are maintained specifically by their individual district with a current copy maintained in the Emergency Response Plan Library in the San Joaquin County Office of Emergency Services.

11.2 AUTHORITIES

11.2.1 *Federal:*

- Americans with Disabilities Act of 1990, Public Law 101-336, as amended
- Civil Rights Act of 1964, Public Law 88-352, Section VI
- Fair Housing Act of 1973
- Federal Civil Defense Act of 1950, Public Law 920
- Homeland Security Act of 2002, Public Law 107-296
- Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)
- Improving Access to Services for Persons with Limited English Proficiency, Executive Order 13166, August 2000
- Individuals with Disabilities in Emergency Preparedness, Executive Order 13347, July 2004,
- Individuals with Disabilities in Emergency Preparedness, Executive Order 13347, July 2004
- Older Americans Act of 1965, as amended
- Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308
- Post-Katrina Emergency Management Reform Act 2007, Public Law 109-295
- Post-Katrina Emergency Management Reform Act, 2006
- Presidential Policy Directive 8: National Preparedness 2008
- Rehabilitation Act of 1973
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, Public Law 93-288, (last amended April 2013)
- Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty (January 2012)
- FEMA Administrator’s Intent, Priorities Document (2015-2019)
- FEMA Comprehensive Preparedness Guide (CPG) 101, Developing and Maintaining Emergency Operations Plans, Version 3.1, May 2025
- FEMA Incident Management and Support Keystone, (January 2011)
- FEMA Strategic Plan 2022-2026
- FEMA Whole Community Approach to Emergency Management: Principles, Themes and Pathways for Action, December 2011
- National Disaster Housing Strategy (January 2009)
- National Disaster Recovery Framework (September 2011)
- National Incident Management System (October 2017)
- National Preparedness Goal (September 2015)
- National Response Framework (October 2019)
- National Fire Protection Agency (NFPA) 1600, (Edition 2019)
- National Prevention Framework (June 2016)

11.2.2 State

- Integrating Access and Functional Needs within Emergency Planning Process (June 2020)
- California Animal Response Emergency System (CARES) 2006
- California Assembly Bill 2311 (Brown, Chapter 520, Statutes of 2016 adding California Government Code section 8593.3)
- California Civil Defense and Disaster Relief Plan (1950)
- California Constitution, Article XI: Local Government
- California Coroners Mutual Aid Plan
- California Disaster Act of 1945
- California Disaster and Civil Defense Master Mutual Aid Agreement (1950)
- California Disaster Assistance Act (CDAA) (2002)
- California Emergency Services Act (1970)
- California Fire Service and Rescue Emergency Mutual Aid Plan
- California Law Enforcement Mutual Aid Plan
- Disaster Service Worker (Title 1, Division 4, Chapter 8 of the Government Code and section 3211.92 of the Labor Code)
- Standardized Emergency Management System (SEMS) 2010
- California State Emergency Plan (updated 2024)
- California Implementation Guidelines For The National Incident Management System (September 2006)

11.2.3 County

- San Joaquin County Ordinance, Title 4, Division 3, Civil Defense and Disaster, Chapter 1, Sections 4-3000 – 3012.

12 ACRONYMS

AAR	After Action Report	ICP	Incident Command Post
ADA	Americans with Disabilities Act	ICS	Incident Command System
AFN	Access and Functional Needs	IMT	Incident Management Team
ALERT	Automated Local Evaluation in Real Time	IPAWS	Integrated Public Alert and Warning System
ARC	American Red Cross	ISD	Information Systems Division
ARES	Amateur Radio Emergency Services	JIC	Joint Information Center
BOS	Board of Supervisors	JIS	Joint Information System
CADRE	Collaborating Agencies Disaster Relief Effort	MAC	Multi-Agency Coordination
CAL FIRE	California Department of Forestry and Fire Protection	MMAA	California Master Mutual Aid Agreement
Cal OES	California Governor's Office of Emergency Services	MSEL	Master Scenario Events List
CBO	Community-Based Organization	NRF	National Response Framework
CDAA	California Disaster Assistance Act	NGO	Non-Governmental Organization
CDFA	California Department of Food and Agriculture	NIMS	National Incident Management System
CERT	Community Emergency Response Team	NWS	National Weather Service
COOP	Continuity of Operations Plans	OA	Operational Area
DOC	Department Operations Center	OA EOC	Operational Area Emergency Operations Center
DPEC	Disaster Preparedness Executive Committee	OASIS	Operational Area Satellite Information System
DSW	Disaster Service Worker	OES	Office of Emergency Services
EMS	Emergency Medical Services	PG&E	Pacific Gas and Electric Company
EAP	Emergency Action Plan	PIO	Public Information Officer
EAS	Emergency Alert System	PL	Public Law
EMMA	Emergency Management Mutual Aid	PNP	Private Non-Profit
EMPG	Emergency Management Performance Grant	PPD	Presidential Policy Directive
EOC	Emergency Operations Center	RACES	Radio Amateur Civil Emergency Services
EOP	Emergency Operations Plan	REOC	Regional Emergency Operations Center
ESF	Emergency Support Function	SBA	Small Business Administration
FE	Functional Exercise	SEMS	Standardized Emergency Management System
FEMA	Federal Emergency Management Agency	SEP	State Emergency Plan
FSE	Full-Scale Exercise	SimCell	Simulation Cell
GIS	Global Information System	SMS	Short Message Service
HazMat	Hazardous Materials	SOC	State Operations Center
HSPD	Homeland Security Presidential Directive	SOG	Standard Operating Guide
IAP	Incident Action Plan	SOP	Standard Operating Procedures
IC	Incident Commander	TTX	Tabletop Exercise
		USDA	U.S. Department of Agriculture
		VOAD	Voluntary Organizations Active in Disasters
		WEA	Wireless Emergency Alert

13 DEFINITIONS

Accessible – A facility is accessible if it has the legally required features and/or qualities that ensure entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

Affected Population – Anyone who has been displaced, injured, or suffered some loss due to a disaster.

Agency – A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

American Red Cross (Red Cross) – The Red Cross is a humanitarian organization, led by volunteers, that provides relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

Americans with Disabilities Act (ADA) – The Americans with Disabilities Act prohibits discrimination against people with disabilities in employment, transportation, public accommodation, communications, and governmental activities. The ADA also establishes requirements for telecommunications relay services.

Annex – An annex is an addition to a document.

Appendix – Appendices provide relevant information already referenced in the guidance. Typically, this includes forms used or other necessary information.

Catastrophic Event – Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

Civil Unrest – Civil unrest involves a disruption of the typical social order—it can involve a strike, protest, riot or insurrection, and it can be non-violent or involve violence—that requires governmental intervention to maintain public safety.

Common Operating Picture – A continuously updated overview of an incident compiled throughout an incident's life cycle from data shared between integrated systems for communication, information management, and intelligence and information sharing. The common operating picture allows incident managers at all levels to make effective, consistent, and timely decisions. The common operating picture also helps ensure consistency at all levels of incident management across jurisdictions, as well as between various governmental jurisdictions and private-sector and nongovernmental entities that are engaged.

Community-Based Organization (CBO) – Non-profit organizations that operate within a single local community and constitute a subset of the wider group of NGOs. They are frequently run by volunteers and often self-funded. Some are formally incorporated with written charters and a board of directors, while others are much smaller and more informal.

Crisis – Phenomenon, event, active threat, or trend, with or without specific location, posing seemingly inevitable harm to life, property, environment, organizational performance, reputation, or way of life reasonably or ethically necessitating deliberate urgent intervention. (A crisis may be local, national, or global)

Critical Infrastructure – Systems, assets, and networks, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Dam Failure – Partial or complete collapse of a dam causing downstream flooding.

Demobilization – The orderly, safe, and efficient return of a resource to its original location and status.

County of San Joaquin Emergency Operations Plan

Disaster – Any natural event or emergency (hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, etc....), or regardless of cause, any fire, flood, or explosion which the President determines to be of such severity as to warrant major federal disaster assistance.

Disaster Service Worker (DSW) – The Disaster Service Worker program is a state-funded worker's compensation program for government employees and affiliated volunteers who provide services to protect the health and safety, and preserve the lives and property, of the people of California.

Emergency – Incident(s) or crisis(es) (air pollution, fire, flood, storm, epidemic, riot, drought, sudden/severe energy shortage, plant or animal infestation or disease, Governor's warning of earthquake/volcanic predictions, and earthquakes, etc....) posing threat to safety of persons, property, or the environment that exceeds an organization's resources/capability.

Emergency Management – As subset of incident management, the coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters.

Emergency Medical Services (EMS) – A service, providing out-of-hospital, acute medical care, transport to definitive care, and other medical transport to patients with illnesses and injuries, which prevent the patient from transporting themselves.

Emergency Operations – Actions taken during an emergency to protect life and property, care for the people affected, and restore essential community services.

Emergency Operations Center (EOC) – A site from which government officials coordinate, monitor, and support response activities during an emergency.

Emergency Operations Plan (EOP) – A document that describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

Emergency Support Functions (ESFs) – Used by the Federal Government and many State governments as the primary mechanism at the operational level to organize and provide assistance. ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorying, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.

Evacuation – Organized and supervised dispersal of people from dangerous or potentially dangerous areas.

Evacuee – All persons removed or moving from areas threatened or struck by a disaster.

Federal Emergency Management Agency (FEMA) – The Federal Emergency Management Agency (FEMA) is the federal agency responsible for coordinating emergency planning, preparedness, risk reduction, response, and recovery. The agency works closely with state and local governments by funding emergency programs and providing technical guidance and training. These coordinated activities at the federal, state, and local levels ensure a broad-based emergency program to ensure public safety and protect property.

Flood – A general and temporary condition of inundation of normally dry land areas from overflow of inland or tidal waters, unusual or rapid accumulation or runoff of surface waters, or mudslides/mudflows caused by accumulation of water.

Hazard – Any source of danger or element of risk to people or property.

Hazardous Material – Any substance or material that when involved in an accident and released in sufficient quantities, poses a risk to people's health, safety, and/or property. These substances and materials include explosives, radioactive materials, flammable liquids or solids, combustible liquids or solids, poisons, oxidizers, toxins, and corrosive materials.

Incident – The physical manifestation of crisis, event, or occurrence that has adversely affected life, property, or the environment requiring the response of at least one individual.

Incident Action Plan (IAP) – An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command System (ICS) – The Incident Command System (ICS) is a standardized emergency management concept designed to provide an integrated organizational structure for managing emergencies, and to enable coordinated emergency response across jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during emergencies.

Interoperability – The ability of emergency management/response personnel to interact and work well together. In the context of technology, interoperability also refers to having an emergency communications system that is the same or is linked to the same system that a jurisdiction uses for nonemergency procedures, and that effectively interfaces with national standards as they are developed.

Jurisdiction – A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, and local boundary lines) or functional (e.g., law enforcement, public health).

Jurisdictional Agency – The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

Limited English Proficiency – Persons who do not speak English as their primary language and who have a limited ability to read, speak, write, or understand English.

Local Jurisdiction – Local jurisdiction refers to the cities, towns, school districts, and special districts that are encompassed within the geographical borders of San Joaquin County. In the case of unincorporated areas, local jurisdiction refers to the County itself.

Mitigation – Pre-event planning and actions that aim to lessen the occurrence or effects of potential disaster.

Mobilization – The process and procedures used by organizations; federal, state and local for activating, assembling, and transporting resources that have been requested to respond to or support an incident.

Multi-Agency Coordination (MAC) – The participation of government and other organizations involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

Multi-Jurisdiction Incident – An incident where multiple jurisdictions have a statutory responsibility. Under ICS, these incidents will be managed under Unified Command.

Mutual Aid – Is the voluntary aid and assistance by the provision of services and facilities, including but not limited to fire, police, medical and health, communication, transportation, and utilities. Mutual aid is intended to provide adequate resources, facilities, and other support to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

Mutual Aid Agreement – Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

Natural Disaster – Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe which causes, or which may cause, substantial damage or injury to civilian property or persons.

National Incident Management System (NIMS) – The National Incident Management System (NIMS) provides a comprehensive approach to emergency management for all hazards. NIMS integrates existing best practices into a consistent nationwide approach to domestic emergency management that is

applicable to all jurisdictional levels (public and private) and across functional disciplines. NIMS is based on a balance of flexibility and standardization. NIMS is flexible and allows government and private entities at all levels to work together to manage domestic emergencies, regardless of their cause, size, location, or complexity. NIMS also provides a set of standardized organizational structures.

National Response Framework (NRF) – The National Response Framework (NRF) presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies—from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. The Framework documents the key response principles, roles, and structures that organize national response. It describes how communities, States, the Federal Government, and private-sector and non-governmental partners apply these principles for a coordinated, effective national response.

Non-Governmental Organization (NGO) – An entity with an association that is based on interests of its members, individuals, or institutions, and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the Red Cross.

Office of Emergency Services (OES) – OES is the lead agency in fulfilling the County’s responsibility under the California Emergency Services Act and serves as the Operational Area Coordinator for San Joaquin County under SEMS.

Operational Area (OA) – A geographical area that encompasses all local governments within a county, including the county. The OA serves as the coordination and communications link between the local government and the state. The OA prioritizes resources and coordinates mutual aid among entities within the OA.

Operational Area Emergency Operations Center (OA EOC) – The physical location at which the coordination of information and resources to support OA activities normally takes place.

Plan – A document that describes the broad, overall jurisdictional response to potential extraordinary emergencies or disasters.

Planned Event – A planned, nonemergency activity (e.g., sporting event, concert, parade, etc.).

Preparedness – The range of deliberate, critical tasks and activities necessary to build, sustain, and improve operational capability. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and NGOs to identify threats, determine vulnerabilities, and identify required resources.

Prevention – Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property.

Private Sector – Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

Recovery – The long-term activities beyond the initial emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable.

Resources – Personnel and equipment available, for assignment to incidents or to EOCs.

Response – Activities that address the direct effects of an incident; immediate actions to save lives, protect property.

Shelter – Facilities providing safe, sanitary, and secure refuge before, during, and after disaster incidents. Shelters may include general population shelters, medical needs shelters, or household pet shelters.

Special District – A unit of local government (other than a city or county, with authority or responsibility to own, operate, or maintain a project (e.g., a water district, fire district).

Special Needs Populations – Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence,

communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation disadvantaged.

Standardized Emergency Management System (SEMS) – The Standardized Emergency Management System (SEMS) is used to manage emergency response in California. SEMS consists of five hierarchical levels: field, local, operational area, regional, and State. SEMS incorporates the principles of the Incident Command System, the Master Mutual Aid Agreement, existing discipline-specific mutual aid agreements, the Operational Area concept, and multi-agency or interagency coordination and communication. Under SEMS, response activities are managed at the lowest possible organizational level.

State of Emergency – An eminent impending incident(s) or crisis(es) posing threat to safety of persons, property, or the environment that is/are likely to exceed resources/capability of the proclaiming political jurisdiction, or the existence of an active incident which threatens a population and the adequacy of local resources is unknown.

Terrorism – The use of, or threatened use of, criminal violence by non-state actors against civilians or civilian infrastructure to achieve political ends through fear and intimidation.

Threat – Communicated, demonstrated, or inferred intent and potential capability to harm life, property, environment, organizational performance, or way of life.

Volunteer Organizations Active in Disasters (VOAD) – Established disaster relief organizations, which for the most part are faith-based and national in scope yet play a major role in disaster recovery at the local level.

14 ATTACHMENTS

San Joaquin County Operational Area Agreement – Placeholder

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PART 2: EMERGENCY SUPPORT FUNCTION ANNEXES⁴²

The most current versions of the listed annexes and support plans can be found here:

<https://sjgov.org/departments/oes/emergency-plans>

ESF 1 - Transportation

ESF 2 - Communications (Radio uses, 911 backup, Includes TICP, RACES/HAM)

ESF 3 - Construction & Engineering

ESF 4 - Fire and Rescue

ESF 5 - Management (Initial Notification, Incident Assessment, Incident Command, Emergency Operations Center, and Proclamations)

ESF 6 - Care & Shelter (Sheltering, Emergency Assistance, Emergency Housing)

ESF 7 - Resources (Logistics support, points of distribution)

ESF 8 - Public Health & Medical (Public Health, Disease Control, Mental Health, Crisis, Vector Control, medical surge, Mass casualty/fatality)

ESF 9 - Search and Rescue (Merged into ESF 4 and ESF 13)

ESF 10 - Hazardous Materials

ESF 11 - Food & Agriculture

ESF 12 - Utilities (Systems and infrastructure)

ESF 13 - Law Enforcement – (Public safety and security)

ESF 14 - Recovery (Damage assessment/Debris Management, long-term recovery needs)

ESF 15 - Public Information (Information Sharing, rumor control, social media, JIC, JIS, PIO, Media relations)

ESF 16 - Evacuation (Merged into ESF 13)

ESF 17 - Volunteer & Donations Management – (Management of volunteers and donations)

ESF 18 - Cybersecurity (Identifying, mitigating, and responding to cyber incidents)

⁴² This is a list of California Emergency Support Functions. Federal ESF9-Search and Rescue was merged into ESF-4 and ESF-13 as appropriate for California; Federal ESF16-Evacuation was merged into ESF-13 in California

PART 3: SUPPORT ANNEXES

Alert and Warning – EAS, WEA, reverse 911, alarms, pre-scripted messages

Long Term Recovery- Recovery includes the coordinated gathering and evaluation of damage, accurate estimation of the financial value of losses and recovery costs, engagement of whole community regarding impacts, needs, and resources, the quick application for State and Federal disaster relief funds if needed, timely restoration of community services and infrastructure.

Evacuation / Population Protection (In-Progress) – Actions taken to ensure areas impacted or in danger of impact by a disaster can be evacuated or sheltered-in-place.

Multi-Agency Coordination –processes to establish and execute mutual aid agreements and multijurisdictional coordination in support of incident response – EMMA at Local level.

PART 4: HAZARD ANNEXES

Severe Weather (Heat/Cold/Storm) - Identify and describe the jurisdiction's specific concerns, capabilities, training, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from severe storms and/or extreme heat or cold events. Include a hazard analysis summary that discusses where/how hurricanes/severe storms are likely to impact the jurisdiction.

Flood and Dam Failure - Identify and describe the jurisdiction's specific concerns, capabilities, training, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from flood/dam emergencies/disasters (e.g., flash floods, inundation floods, floods resulting from dam failures or ice jams). Include a hazard summary that discusses where (e.g., 100-year and common floodplains) and how floods are likely to impact the jurisdiction.

Drought - Identify and describe the jurisdiction's specific concerns, capabilities, training, agencies, and resources that will be used to mitigate against, prepare for, respond to, and recover from droughts (e.g., water conservation, public water outages, and wildfire issues). Include a hazard analysis summary that discusses where/how droughts are likely to impact the jurisdiction. SB552 compliant.

Electrical System De-Energization - Plan a collaborative response by local governments, special districts, and allied agencies in the County Operational Area (OA) to the threat of or actual de-energization of electrical systems due to extreme fire danger conditions (frequently referred to as a Public Safety Power Shutoff).

PART 5: OTHER PLANS

Local Hazard Mitigation Plan - The Local Hazard Mitigation Plan intends to provide strategies for the County and other local jurisdictions to identify and implement mitigation actions for reducing damages from various natural and technological disasters. This Local Hazard Mitigation Plan should develop an ongoing process for mitigating damage before and after a disaster. Revisions of the General Plan(s) will include new suggestions and planning guidance for hazard mitigation goals, objectives, actions, and implementation strategies.