SAN JOAQUIN COUNTY

Greatness grows here.

Emergency Operations Plan

Draft October 2021

DRAFT

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

DRAFT

The San Joaquin County Emergency Operations Plan is available online at:
https://www.sjgov.org/department/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.

By definition, 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 maintenance of 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 concepts 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 3.0. 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 a number of 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.

DRAFT

LETTER OF PROMULGATION

DRAFT

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.

DRAFT

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
Entire Plan	• Updated links to websites • Updated references to existing plans, frameworks and guidance • Updated official title of Emergency Services Council to Disaster Council for consistency with County Ordinance • Formatting, grammar, and punctuation corrections. Headings and titles added for Table of Contents, to improve ease of manual search
Section 1	Clarification and streamline of plan organization and purpose and scope
	• 1.4 Role of Public Employees, added new clarifying language regarding disaster service workers from County ordinance • 1.5 Additional graphics added
Section 2	• 2.1 Hazards, climate, demographics updated with current data. • 2.2 Streamlined and reduced duplication of information
Section 3	Added clarifying language, reduced duplication of information, and re-organized sections
	• 3.4 Restructured EOC Activation levels and modified language for ease in understanding – Low, Moderate, High • 3.6 Updated language for additional planning considerations, including those with access and functional needs • 3.9 Identified vital records retention plans
Section 4	Clarified roles and responsibilities, added continuity of government, and clarified changes to the organizational structure
	• 4.3 Corrected changes to the Directors of Emergency Service and clarified roles of department heads • 4.5 Updated roles and responsibilities based on activations and input from agencies/departments • 4.7 Addition of Regional VOAD
Section 5	Clarified language to align with SEMS and NIMS • Movement of EOC activation information to section 3 • Identification of EOC staff assignments
Section 6	Updates to communications systems
Section 7	Clarification and updates to information and intelligence collection and dissemination processes
Section 8	Explanation of expenditure tracking, incident documentation, and record keeping
Section 9	Updated training and exercise requirements for County employees, EOC Staff, and stakeholders
Section 10	Updated basic language
Section 11	Updated references and language

DRAFT

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://www.sjgov.org/department/oes/default.

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	California Office of Emergency Services – Inland Region

DRAFT

TABLE OF CONTENTS

ACKNOWLEDGEMENTS **2**

FORWARD **3**

LETTER OF PROMULGATION **4**

PLAN CONCURRENCE AND SIGNATURES **5**

PLAN ADMINISTRATION 6
RECORD OF CHANGES 6
PLAN DISTRIBUTION 7
LIST OF TABLES AND FIGURES 10

1 INTRODUCTION **11**

1.1 GENERAL 11
1.2 PURPOSE AND SCOPE 12
1.3 PLAN ACTIVATION 13
1.4 ROLE OF PUBLIC EMPLOYEES 13
1.5 PLAN ORGANIZATION 13

2 BASIC PLAN **15**

2.1 SITUATION OVERVIEW 15
2.2 THREAT/HAZARD IDENTIFICATION AND CORE CAPABILITIES ASSESSMENT 19
2.3 EMERGENCY MANAGEMENT MISSION AREAS 21
2.4 PLANNING ASSUMPTIONS 23
2.5 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS) 24

3 CONCEPT OF OPERATIONS **27**

3.1 GENERAL 27
3.2 INCIDENT MANAGEMENT 27
3.3 PROCLAMATIONS 28
3.4 EMERGENCY OPERATIONS CENTER ACTIVATION 30
3.5 ALERT AND WARNING 35
3.6 ADDITIONAL PLANNING CONSIDERATIONS 38
3.7 PUBLIC INFORMATION 39
3.8 RECOVERY OPERATIONS 40
3.9 VITAL RECORDS RETENTION 42

4 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES **43**

4.1 GENERAL 43
4.2 DISASTER COUNCIL 43
4.3 COUNTY LEADERSHIP 44
4.4 CONTINUITY OF GOVERNMENT 47
4.5 RESPONSIBILITIES BY EMERGENCY SUPPORT FUNCTION 47
4.6 STATE MUTUAL AID REGIONS 61
4.7 LOCAL AND REGIONAL RESPONSE PARTNERS 63
4.8 STATE RESPONSE PARTNERS 64
4.9 FEDERAL RESPONSE PARTNERS 65

5 COMMAND AND CONTROL **66**

5.1 GENERAL 66

DRAFT

5.2 Emergency Operations Center 67
5.3 Department Operations Centers 69
5.4 Incident Command System 69

6 COMMUNICATIONS 74

6.1 Communication Systems 74
6.2 Interoperable Communications 74
6.3 Field/EOC Communications and Coordination 75

7 INFORMATION AND INTELLIGENCE COLLECTION, ANALYSIS AND DISSEMINATION 77

7.1 Information and Intelligence Collection 77
7.1 Technology 78
7.2 WebEOC 78

8 ADMINISTRATION, FINANCE AND LOGISTICS 79

8.1 Administration 79
8.2 Expenditure Tracking 79
8.3 After Action Reporting 81
8.4 Resource Management 81

9 PREPAREDNESS, TRAINING AND EXERCISES 83

9.1 Preparedness 83
9.2 Training Program 84
9.3 Exercise Program 85
9.4 Event Critique and After Action Reporting/Improvement Planning 86
9.5 Community Outreach and Preparedness Education 86
9.6 Funding and Sustainment 86

10 PLAN DEVELOPMENT AND MAINTENANCE 87

10.1 Plan Review and Maintenance 87

11 AUTHORITIES AND REFERENCES 88

11.1 Relationship to other plans 88
11.2 Authorities 91

12 ACRONYMS 93

13 DEFINITIONS 94

14 ATTACHMENTS 98

PART 2: EMERGENCY SUPPORT FUNCTION ANNEXES 99

PART 3: SUPPORT ANNEXES 100

PART 4: HAZARD ANNEXES 101

DRAFT

LIST OF TABLES AND FIGURES

Table 1: Threats and Hazards Facing the County 19
Table 2: National Preparedness Goal, Core Capabilities List 22
Table 3: SEMS EOC Activation Requirements 31
Table 4: EOC Activation Level and Descriptions 32
Table 5: Responsibilities by Emergency Support Function 49
Table 6: County Agency Responsibility Matrix 60
Table 7: Minimum ICS/SEMS/NIMS Training Requirements 85

Figure 1: Plan Hierarchy 14
Figure 2: Map of San Joaquin County 18
Figure 3: SEMS Levels .....
Figure 4: Incident Management in San Joaquin County .....
Figure 5: California Mutual Aid Regions Map 61
Figure 6: Primary EOC Location .....
Figure 7: Alternate EOC Location .....
Figure 8: County ICS Structure 70
Figure 9: Resource Requesting Process .....

DRAFT

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), other County departments, first responders, appropriate subject matter experts, and volunteer organizations. This plan contains broad objectives for protecting life and property 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.

DRAFT

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 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 3.0. 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, promote hazard mitigation, 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 County 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.

Neither does this plan 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) that reflect cognizance of the emergency management concepts contained herein. Coordinated response and support roles must be defined by these organizations to facilitate the ability to respond to any given incident.

DRAFT

1.3 Plan Activation

Once promulgated by the County Board of Supervisors, this EOP is in effect and may be implemented in 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 in order 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 Directors of Emergency Services have the support of all departments and divisions to respond to and provide the services, resources and capabilities 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 (DSW) 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 Directors of Emergency Services may require the emergency services of any County employee and may requisition necessary personnel of any department or agency. It is noted, however, that during a disaster, employees may be unable to report to work due to road closures, collapsed bridges, or other structural damage.

1.5 Plan Organization

Separate from the Emergency Operations Plan are documents developed and maintained by the departments with primary and supporting roles identified in the EOP. These documents may include Standard Operating Procedures (SOP), Standard Operating Guidelines (SOG), 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 County 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.

DRAFT

- 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 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 nongovernmental 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.

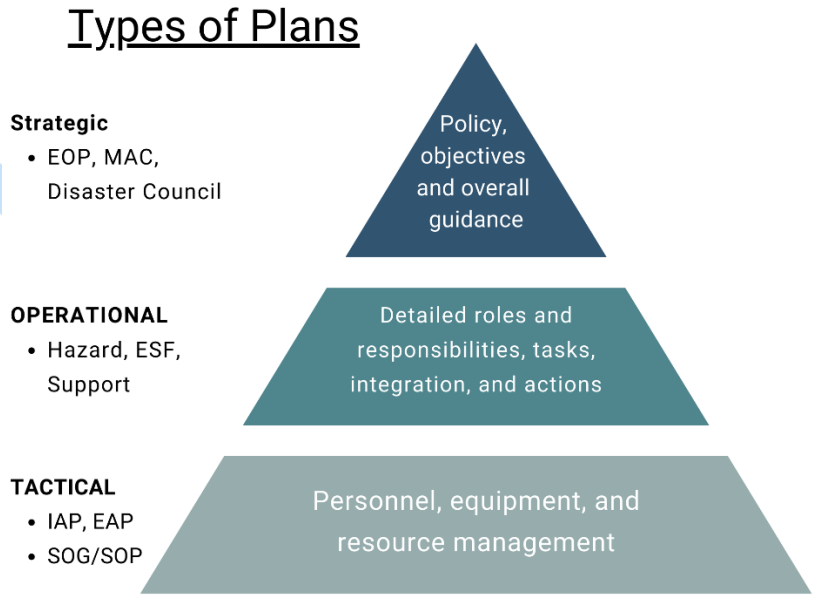
1.5.3 Hazard Annexes

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. 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 Hazard Identification and Vulnerability Assessment. The Hazard Annexes provide guidance for each hazard through the pre-incident, response, and recovery phases of an incident.

1.5.4 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.

Figure 1: Plan Hierarchy



DRAFT

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

State: California is the most populous state in the nation with an estimated population of 39.5 million in 2019. Between 1950 and 2008, the State's population tripled. California's population is expected to reach almost 50 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 12.5 million people over the age of 60 by 2040 (25%).

2.1.1 County Demographics

The total population of San Joaquin County is approximately 762,148 people (Source: 2019 US Census estimate). Most of the County's population resides in one of the seven incorporated cities of the County, with the County seat of Stockton having the largest per capita of 312,697 (41%). The other cities, in order of population size are Tracy (94,740), Manteca (83,028,) Lodi (67,586), Lathrop (24,483), Ripon (16,386) and Escalon (7,574). The unincorporated areas of the County host a population of 152,851 (20% of County).

Over 40% of all residents in San Joaquin County are speakers of a non-English language, which is higher than the national average. The most common language is Spanish. Other languages represented are Tagalog, Cambodian, Hmong and Laotian.

Medicare data indicates nearly 13% 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. It's estimated that nearly 10% of residents aged 20 and above are diagnosed with diabetes.

2.1.2 County Geography

San Joaquin County is located 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 Delta waterway system on the western portion of the County, in contrast to the eastern portion of the County, which consists of slight rolling hills of grasslands and rural farm lands.

Interstate 5, 205, 580 and Highways 99, 12, 88, 4, 120, 132, and 26 are the major transportation routes through the County. Interstate 5 and Highway 99 run north and south, while Highways 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.

[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://empowermap.hhs.gov and specific address/dependent data can be requested at the time of specific need.

DRAFT

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.

2.1.3 County Climate

The average yearly high temperature in San Joaquin County is 76.7 °F, with a low of 49.4 °F, with an average rainfall of 13.45 inches. There are 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 the average, there are 90 days where 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 several days in a row, a heavy fog known 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 pineapple express or atmospheric rivers. Some seasons there can be heavy snowfall in the Sierra Mountain Range, which can cause the river levels to rise significantly. In some instances leading to flooding throughout the complex levee system in the County. The County occasionally receives periods of severe drought, generally followed by moderate periods of recovery.

2.1.4 County Economy

San Joaquin's leading agricultural crops are made up of grapes, dairy, orchards of cherries, walnuts, and almonds, various field crops, such as tomatoes, hay, and alfalfa, and livestock. Land, air, rail, and waterways have led to a growing economy in warehousing and distribution centers that serve the Northern California Region with good 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 the bulk of the tracks. The Amtrak train and the Altamont Corridor Express trains share tracks moving people in all directions, many daily as they commute to the Bay Area for work opportunities. In 2016, it was estimated that nearly 10% of the employees in San Joaquin County have a commute time in excess of 90 minutes to work. The average commute time is nearly 32 minutes overall.

The San Joaquin River and the Sacramento River are major tributaries that snake around the area and make up the Delta, on the western portion of the County. Smaller rivers split throughout the County as the fresh water makes its way to the Pacific Ocean. The San Joaquin River was dredged in the early 20th Century to create the Stockton Deepwater Ship Channel, to allow for large ocean going vessels safe passage to Stockton. Over 4 million tons[2] of cargo is shipped annually, both in and out of the Port of Stockton, the fourth largest sea port in California.

[2] www.portofstockton.com, 2018

The Stockton Metropolitan Airport is owned and operated by San Joaquin County, through its Department of Aviation. The primary runway is 10,650 feet in length and is 150 feet wide, making it ideal for its air cargo and air carrier operations. A second smaller runway, 4,454 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, Modesto 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.

2.1.5 Additional Details

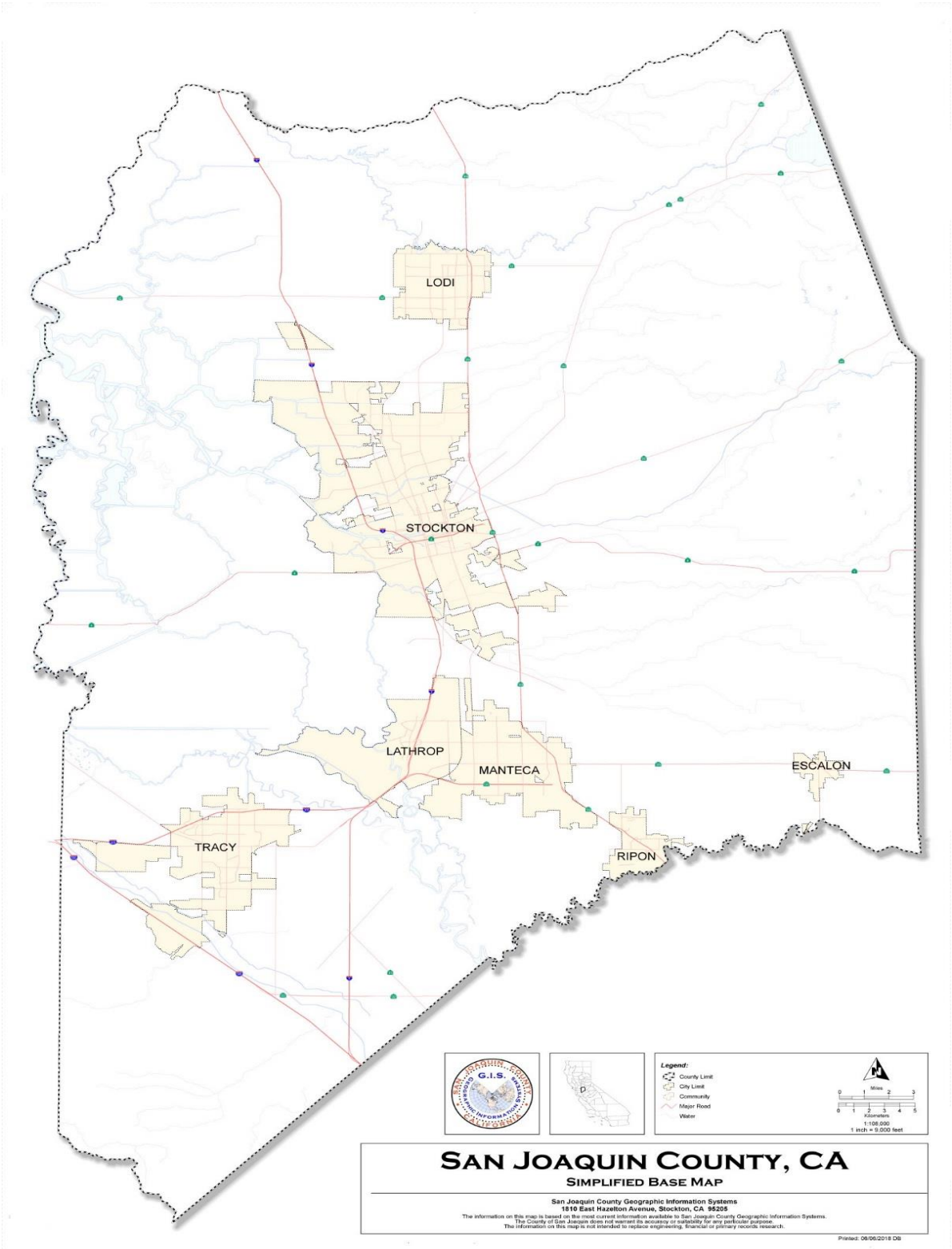
The Board of Supervisors is the governing body of the County and a number of special districts. Within the limits of state law and County charter, the Board is empowered to adopt ordinances, establish programs, levy taxes, appropriate funds, appoint certain officials, and zone property in the unincorporated 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 Executive Officer of the County and is responsible for implementing Board policies, administering County departments not headed by an elected official, 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 a war- related incident 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 responding organizations will be constrained in their response by the level of training, readiness activities, and interagency coordination undertaken prior to the event.

DRAFT

Figure 2: Map of San Joaquin County



2.2 THREAT/HAZARD IDENTIFICATION AND CORE CAPABILITIES ASSESSMENT

The County develops a Threat/Hazard Identification and Core Capabilities Assessment periodically to more thoroughly understand the risks, and sets performance outcomes and targets. Table 1 lists the threats and hazards identified most recently and highlighted the Hazard Specific Plans maintained in San Joaquin County.

Table 1: Threats and Hazards Facing the County

Natural	Technological	Human-Caused
Animal Disease	Air Pollution	Armed Attack (Active Shooter)
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	**Levy 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 represent the most likely.

Flood/Levee Break/Dam Failure[3]: 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. When levees can no longer hold back the water as designed, they can break. 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.

[3] *Reference the Flood and Dam Failure Hazard Annex.*

DRAFT

Flooding in San Joaquin impacts many different areas such as people, road, buildings residential/commercial, parks/recreation areas, agriculture, and critical facilities. The fiscal ramifications from flooding can happen due to road closures that effect businesses, County owned park closures, airport closures. During a flood event, County staff are called to respond to help with various response activities and can cause an increased financial burden on San Joaquin's economy. There have been several millions of dollars of loss due to floods as a result of levee breaks over the past several years. Dating back to 1980, sixteen separate events caused levee, agriculture, commercial and real estate damages.

Drought:[4] In California, it is generally caused by a lack of precipitation. 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 rains 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 salt-water intrusion into the Delta water supply.

Extreme Weather:[5] A period where the temperature either rises quickly to a higher than normal temperature and then drops (spike), or a prolonged period of hot days beyond what is normally experienced. For temperatures to be considered extreme, they must have an adverse impact on human health or agriculture. In 2003 and 2006 there were extreme heat losses to agriculture and economic. In 2006, there were 23 human deaths related to the heat. Agriculture losses in 2006 amounted to over $21 Million.

Historically, San Joaquin Valley has experienced record-setting low temperatures in the Stockton area, several times since 1990. In December 1998, an unusually cold winter led to crop freezes from December 20 through 27, 1998, and multiple days until May 1999 with freezing temperatures overnight. Again, 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, early arrival of cold air can damage or kill produce for farmers, as well as plants and flowers at your home or business. A freeze occurs when the temperature drops below 32°F. Freezes and their effects are significant during the growing season. Frost develops on clear, calm nights and can occur when the air temperature is in the mid-30s.

Energy Outage[6]: 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 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 wildfires due to electricity. Since the energy

[4] *Reference the Drought and Water Shortage Hazard Annex.*
[5] *Reference the Severe Weather Hazard Annex.*
[6] *Reference the Electrical System De-Energization Hazard Annex.*

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.

Hazardous Materials:[7] Events where the release of a hazardous material, substance or waste poses a threat to people, property 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. Hazardous materials response due to spills/incidents has been on the increase in the past few years, with 311 releases in 2017-18.

Public Health Emergency[8]: An emergency declared by the County or the state public health officer of a health threat to the general populace of the County. This could be a pandemic such as the H1N1 flu, COVID-19, an epidemic of measles or a period of excessive temperatures. Additionally, influenza has resulted in increased hospitalizations and deaths in recent years.

Civil Disturbance: [9]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 controversial political, judicial, or economic issues and/or events. The San Joaquin County Sheriff's Department outlines 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) and Hostage Negotiation Teams (HNT) for the purpose of providing specialized support in handling critical field operations beyond the capacity of field officers.

Terrorism[10]: A terrorist act is defined as: "The use, or threatened use, of force to achieve a political or social goal." The person(s) who instigates these acts can be from either foreign or domestic sources, and unfortunately, terrorist acts in America are increasing in frequency. We can count on the fact that these attacks will continue, that any place in our country can be a target, and that the local law enforcement officers, firefighters and emergency medical personnel will be called on to handle the first response to these acts.

The term WMD (Weapons of Mass Destruction) is used to identify large-scale terrorist incidents. Additionally, there is now an emphasis to plan and train local agencies for "Domestic Terrorism" terrorist acts that are promulgated toward domestic targets and by in-country perpetrators.

Cybersecurity:[11] Cyberspace and its underlying infrastructure are vulnerable to a wide range of risk stemming from both physical and cyber threats and hazards. Sophisticated cyber actors and nation-states exploit vulnerabilities to steal information and money and are developing capabilities to disrupt, destroy, or threaten the delivery of essential services. A range of traditional crimes is now being perpetrated through cyberspace. This includes the production and distribution of child pornography and child exploitation conspiracies, banking and financial fraud, intellectual property violations, and other crimes, all of which have substantial human and economic consequences.

2.3 EMERGENCY MANAGEMENT MISSION AREAS

This plan adheres to the emergency management principle of all-hazards planning, which is based on the fact that most responsibilities and functions performed during an emergency are

[7] *Reference the ESF 10-Hazardous Materials Plan*
[8] *Public Health Services maintains a Public Health Emergency Response Plans*
[9] *County Sheriff's Department maintains related policy and procedures*
[10] *County Sheriff's Department maintains related policy and procedures*
[11] *County Information Services Division maintains a Disaster Recovery Plan*

not hazard-specific. The focus of this EOP is response and short-term recovery actions. Nevertheless, this plan 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 Frameworks.

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 identifies the National Preparedness Goal's thirty-two core capabilities under their appropriate Emergency Management Mission area. The core capabilities, 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 2: National Preparedness Goal, Core Capabilities List

<table>
<tr><th colspan="5">Five Mission Areas</th></tr>
<tr><th>PREVENTION</th><th>PROTECTION</th><th>MITIGATION</th><th>RESPONSE</th><th>RECOVERY</th></tr>
<tr><td colspan="5">Planning</td></tr>
<tr><td colspan="5">Public Information and Warning</td></tr>
<tr><td colspan="5">Operational Coordination</td></tr>
<tr><td colspan="2">Intelligence and Information Sharing</td><td rowspan="5">Community Resilience

Long-Term Vulnerability Reduction

Risk and Disaster Resilience Assessment

Threats and Hazard identification</td><td colspan="2">Infrastructure Systems</td></tr>
<tr><td colspan="2">Interdiction and Disruption</td><td rowspan="4">Critical Transportation

Environmental Response/Health and Safety

Fatality Management Services

Fire Management and Suppression

Logistics and Supply Chain Management

Mass Care Services</td><td rowspan="4">Economic Recovery

Health and Social Services

Housing

Natural and Cultural Resources</td></tr>
<tr><td colspan="2">Screening, Search and Detection</td></tr>
<tr><td>Forensics and Attribution</td><td>Access Control and Identify Verification

Cybersecurity

Physical Protective Measures</td></tr>
</table>

DRAFT

	Risk Management for Protection Programs and Activities 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 will 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 responding organizations will be constrained in their response 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.
- 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 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 under the NIMS/SEMS protocol.
- The 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 will come to San Joaquin County's aid through the Mutual Aid Agreement and/or other mechanisms and agreements.

DRAFT

- If needed, the Regional Emergency Operations Center (REOC) will make additional resource requests through the State Operations Center (SOC).
- If Federal Assistance is needed, requests will be coordinated through the State Operations Center.
- Public, private and volunteer organizations, and the general public will have to utilize their own resources and be self-sufficient for potentially several days, possibly longer.
- The citizens in the County will be expected to provide for their immediate needs to the extent possible for potentially a number of 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 the response phase of emergency management. SEMS is required by the California Emergency Services Act for management 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 in order to be eligible for any reimbursement of response-related costs under the State's disaster assistance programs.

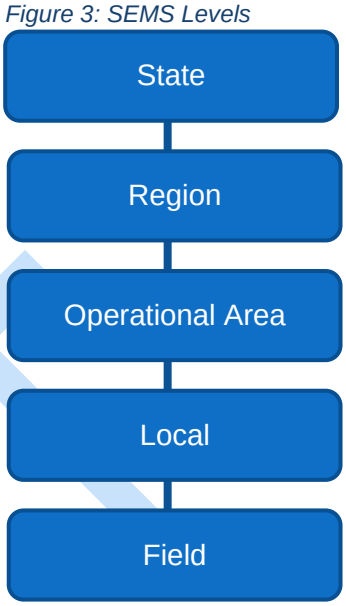
2.5.1 **There are five SEMS organization levels.**

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.

DRAFT

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.

Figure 3: SEMS Levels



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, 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 also between the OAs and the State Level. The Regional Level operates out of a Regional Emergency Operations Center (REOC). California is separated into three Regional Administrative areas, Coastal, Inland and Southern. San Joaquin County is part of the Inland Region.

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 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

DRAFT

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 have an emergency response role.
- Determining the emergency role of the OA volunteer and private agencies and making provisions for coordination during emergencies.
- 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.

DRAFT

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 past history of incidents. Plans may include policies governing prevention and protection before, response during, or recovery after an incident. Items like priorities are policies documented in the plans. 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 coordinates and share 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.

Emergency response efforts are often time-critical endeavors that require difficult prioritization of resources. During San Joaquin County Emergency Operations Center (EOC) activations, prioritization of resources will operate under the strategic guidance of the San Joaquin Multi-Agency Coordination (SJ MAC) Group[12]. 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.

3.2 INCIDENT MANAGEMENT

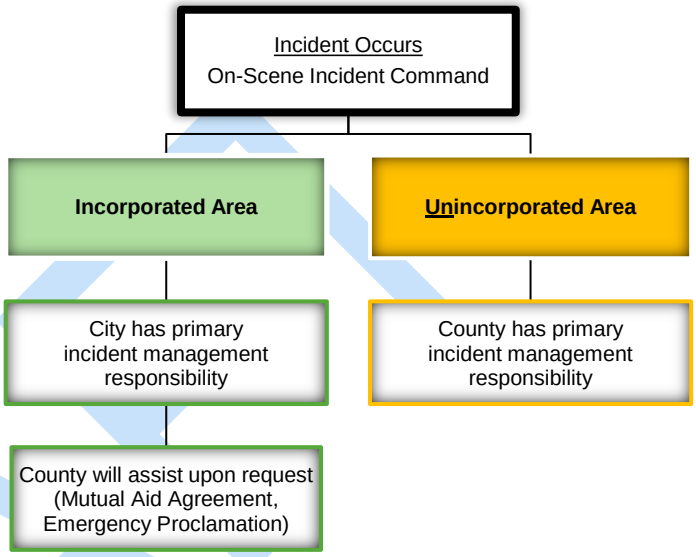
3.2.1 Jurisdictional Authority

The jurisdiction[13] in which the incident occurs has jurisdictional authority and primary responsibility for managing the incident:

[12] *Reference the Support Annex San Joaquin Multi-Agency Coordination Group Plan.*
[13] *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.)*

- Initial response is provided by local first responders and directed by On-Scene Incident Command. Activities may include rescue, firefighting, emergency medical services, crime scene investigations, traffic and crowd control, evacuation and emergency public information, among others. On-Scene Incident Command may establish a Unified Command 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 4: 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 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.

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 state 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 persons and property exist within the jurisdictional limits of a County, city and County, or 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, or with respect to regulated energy utilities, a sudden and severe energy shortage that requires extraordinary measures beyond authority vested in the California Public Utilities Commission (PUC).

Local proclamations may authorize additional emergency powers to local officials per 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.

The Director of Emergency Services is a shared role between the Chair of the Board of Supervisors and the County Administrator, with equal authority.

As provided in the San Joaquin County Code[14], the Directors 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 Directors of Emergency Services proclaim a local emergency, the local emergency shall not remain in effect for a period in excess of 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.[15]

The Directors 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.

The Director of Emergency Operations maintains the Standard Operating Guidelines, which includes instructions and templates for Emergency Proclamations.

[14] *San Joaquin County Ordinance, Title 4, Division 3, Civil Defense and Disaster, Chapter 1, Sections 4-3000 – 3012.*
[15] *California Government Code Section 8680.9*

3.3.2 Local Health Officer Proclamation

The County Health Officer is authorized by California Health and Safety Code[16] to take any preventive measure necessary to protect and preserve the public health from any public health hazard during a local emergency or State of Emergency within their jurisdiction. Preventive measures include abatement, correction, removal, or any other protective steps which may be taken against any public health hazard that is caused by a disaster and affects public health. The County Health Officer may declare a local health emergency in the County or any area thereof affected by the threat to public health. When the County Health Officer has declared a health emergency, the Board of Supervisors must ratify it within seven (7) days to remain in effect. 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 at the earliest possible date that conditions warrant.

3.4 Emergency Operations Center Activation[17]

An OES Duty Officer is on call 24 hours a day, seven days a week, and is 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, or through the San Joaquin County Sheriff's Department Dispatch Center at 209-468-4400. Reports may also originate from concerned citizens, 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) Directors of Emergency Services;
2) Director of Emergency Operations or;
3) As required by SEMS based upon activation conditions chart. (See Activation Requirements in Table 3).

DRAFT

[16] *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.*

[17] *Reference the Emergency Support Function #5, Emergency Management Plan*.

Table 3: SEMS EOC Activation Requirements

Minimum Activation Requirements per SEMS Regulations

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

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.*

The level of activity within an EOC often grows as the size, scope and complexity of the incident grow. The OA EOC staffing levels are consistent with the State's incident levels for continuity. The County EOC will operate within the levels outlined below. Any of these levels can involve

both in-person and off-site personnel coordinating virtually. Table 4 demonstrates the activation levels based upon a description of the EOC activation. This section further describes the levels.

Table 4: 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. Slightly elevated beyond day to day events or incidents.
Moderate	Establish hazard-specific functions requiring a moderate level of resources.
High	Highest level of EOC activation for complex incidents that require either a broad range of resources or a high degree of coordination and/or support.

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 needs 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 multiagency or departmental response, specialized resources, or is beyond the capabilities of local resources. This level requires activation additional EOC staff and positions, selected ESF's, County departments, or 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—or 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 be a complete and full activation with all organizational elements at full staffing.

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 of time passed 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. County OES staff will alert the Directors of Emergency Services or designee

DRAFT

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 4.

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 department heads or HR staff on an annual basis. Test messages will be sent twice a year to act as drills.

3.4.3 Interoperability[18]

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.

[18] *Reference the San Joaquin County Tactical Interoperable Communications Plan.*

3.4.5 Resource Management[19]

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 Directors of Emergency Services will consult the SJ MAC Group to assist in making the final allocation decisions for the Operational Area. Final decisions are based upon consensus of the group. In-County resources will be allocated according to the following guidelines:

- Deploy resources according to the following priorities:
  1. Protection of life
  2. Protection of responding resources
  3. Protection of public facilities
  4. Protection of private property.
- Distribute resources so that the most benefit is provided for the amount of resources expended.
- Coordinate citizen appeals for assistance through the Public Information Officer (PIO) at the EOC or Joint Information Center (JIC). Use local media 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 region to 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 situation 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 Directors 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.

[19] *Reference the Emergency Support Function #7, Resources Plan.*

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 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 wastes, 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 damages caused by, another similar disaster in the future.

3.5 ALERT AND WARNING[20]

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 to summarize the expected outcomes of the emergency actions. These actions could include evacuation orders, locations of point of distribution (for food, water, medicine, etc.), direct 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.
- **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 to an individual or organization by prior arrangement in order 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?

[20] *See ESF-15- Public Information or the Alert and Warning Support Annex*

DRAFT

3.5.1 Public Notification

Under 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 delivered by a designated Public Information Officer working under the direction of an IC or Emergency Operations Center (EOC) Director.

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. Further, 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 complicated by several methods to include people with functional needs, cultural or language barriers, or access and availability 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 ensuring all methods of communications are available to be used. Other considerations will include providing 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 the 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 guides and within the rules and regulations of the Federal Communications Commission (FCC). FCC rules and regulations require all participating stations with an EAS operating area to broadcast a common program. The local EAS stations for San Joaquin include:

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

DRAFT

Each broadcast station volunteers to participate in EAS and agrees to comply with established rules and regulations of the FCC. Reference: FCC EAS Plan, Sacramento – Sierra Area, South Zone, includes San Joaquin and Calaveras Counties. Updated 2004.

3.5.2.2 Wireless Emergency Alerts

The Wireless Emergency Alert (WEA) system is another option available to send text messages to cellphones in a geographic area without opting-in. The unique alert tone and vibration is accompanied by a brief text message. WEA can reach targeted audiences very quickly, but the limited length WEA messages make them most effective with used in concert with EAS or other systems.

3.5.2.3 Telephone Notification System

All County Public Safety Answering Points (PSAP) have access to a Telephone Notification system. This system is often referred to as a "reverse 9-1-1 system." The current system is capable of alerting a specified geographic area, or identifying an area around a specific point. The telephone notification system can provide extensive warning information, but the speed of calling large groups can be limited by the capabilities of the system making the phone calls.

For unincorporated areas, the County Sheriff's Department Dispatch is responsible for activating the telephone notification system. The city jurisdictions have access to activate a similar system for their city. Notification information should be similar in nature to the information sent by the EAS system.

It should be noted that the Telephone Notification System is for "hard-lines" or "land-line" phones. VOIP (Voice-Over-Internet-Protocol) phone lines may or may not be capable of receiving emergency messages, dependent on how the VOIP service provider reports information regarding the phones owner periodically. This means that those utilizing VOIP (Voice-over-internet-protocol) services or cell phones may not be included in this technology for alerting. Because a VOIP phone number is not tied to a physical phone line, but rather can be plugged into a modem anywhere there is an adequate internet connection. A VOIP phone may not be reliable under the Telephone Notification System.

3.5.2.4 Alternate notification methods

In-Person notifications, such as door-to-door notification, such as that by a uniformed public safety officer may be utilized in addition to the above warning media. Due to its labor intensity and time consuming involvement, 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 or Sheriff's Department.

Loudspeakers 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 elders.

DRAFT

3.6 ADDITIONAL PLANNING CONSIDERATIONS

3.6.1 Populations with Access and Functional Needs (AFN)[21]

The California Government Code section 8593.3 (effective January 1, 2017) defines people with access and functional needs as individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, or limited or no English proficiency, 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.

Persons within the County, including those in the AFN community, 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, emergency public information, and critical public services in an accessible manner.

3.6.1.1 Americans with Disabilities Act Accessibility[22]

San Joaquin County complies with the ADA and does not deny access to services at any time on the basis of 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.

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

[21] *See also ESF-6: Care and Shelter Annex for more information*
[22] *See the ADA Checklist for Emergency Shelters for more information*

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 INFORMATION[23]

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 and state agencies, representatives from AFN populations such as non-English-speakers, staff from nonprofit emergency support organizations, representatives from fixed facilities, third party emergency alert and telephone notification vendors, and broadcasters. These partnerships help inform overall guidance and input into emergency public warning and public information, 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 be utilized by the County to manage public information and provide critical information sharing and coordination across jurisdictions, organizations, and agencies during an incident. Similar to the function of the PIO in ICS, the JIS will be used to 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 distributed to ensure consistency. Also similar to ICS, 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 is a physical or internet based virtual location where PIOs can gather, increased information needs can be handled, and the media can gather information on all aspects 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 lead PIO.

3.7.2 Methods of Public Information Dissemination

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 commercial media, websites, blogs, social media, call centers, or town hall events may provide public information. Each distribution method has strengths and weaknesses. The PIO must determine the best methods of media distribution 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 must ensure that all communications are accurate, consistent, and coordinated to avoid public confusion.

[23] *See ESF-15 Public Information Support Annex for more details.*

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 www.211sj.org or by dialing 2-1-1. Call specialists are available 24/7; 365 days a year and can provide information in 170 languages. When events in the County require information to be shared with the community, or to field questions from the community, often times SJ211 is called upon to assist in fielding questions. This means they are provided fact sheets and information to help citizens get the answers they seek.

3.8 RECOVERY OPERATIONS[24]

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 such services 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
- Repair of damaged homes and property
- 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.
- **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 condition. 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 Directors 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.

[24] *Reference the ESF 14 Plan or Recovery Plan for more information*

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.

Damage to facilities such as: public buildings, levees, roads, bridges, water control facilities, recreational and park facilities, and schools must be documented to be eligible for disaster assistance programs. Debris removal and emergency response costs should also be tracked for cost recovery purposes.

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.

DRAFT

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 San Joaquin County Information Systems Division (ISD) 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 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. This Plan was developed based upon risk calculations performed by ISD's management team. The various Information Business Impact Analysis (BIAs) performed on all of the major applications and systems supported by ISD form the basis for the actions and responses identified in this Plan and for calculating the potential losses, both tangible and intangible, that could result from a major disaster. Included in the assessment was a projection of the Critical Time Frames that applications and systems supported by ISD could potentially be disrupted. The review also included available alternative manual procedures that could be adopted in the event of an extended computer outage. The analysis was used to identify the types and severity of potential events that could disrupt County business operations.

In developing this Plan, the goal was to create a dynamic living document that will enable ISD to 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. In order to meet this requirement, continuous training and Plan updates must occur on a recurring basis to reflect current organizational structure and current technological environment.

DRAFT

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 situation 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, 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. This is an informal and flexible grouping of senior public officials. Members as identified in County Ordinance 4-3002, include the Directors 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 when the Directors 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.

DRAFT

- 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 the purpose of 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, budget, and political direction 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. In the event that proclamation of emergency is needed, the County will initiate and terminate the local emergency through a declaration by the Board of Supervisors. The Chair of the Board of Supervisors will act in the shared role of 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, co-Director of Emergency Services, 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 enforce ordinances, orders or regulations established by the board.

4.3.3 Directors of Emergency Services

The Directors of Emergency Services are the Chair of the Board of Supervisors and the County Administrator, sharing the role jointly, and with equal authority by County ordinance. The Directors of Emergency Services have 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

DRAFT

proclamation will be ratified by the Board of Supervisors within seven days and reviewed every thirty (30) 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 Directors of Emergency Services may requisition necessary personnel or material of any County department or agency. More information regarding proclamations may be found in section 3.3.

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 2091, 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.

DRAFT

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, the majority of 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 in their COOP plan:
    - 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 personnel 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. 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 counties training database, PeopleSoft. See section 9.2 for more information on the 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. After-hours, the Duty Officer can be reached by contacting the County Sheriff Communications Center (Dispatch) at 209-468-4400. The OES duty officer shall be notified of any threats, events or situations by local responders, city jurisdictions or special districts that may require the 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

DRAFT

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.

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.

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 County Administrator is unavailable to perform their duties, they will be succeeded in the following order:

1. Assistant County Administrator
2. 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 within their department Continuity of Operations Plan (COOP). All employees must be trained on 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 implementing their respective 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 to 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 date[25] and resources are available for preparedness at SJReady.org.

4.5 RESPONSIBILITIES BY EMERGENCY SUPPORT FUNCTION

The following section, Table 5 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.

[25] *San Joaquin County Administrative Policy 1910- Employee Preparedness Program, San Joaquin County Administrative Policy 2591- Disaster Service Worker.*

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. **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 are maintained by the primary agency/department.

DRAFT

Table 5: 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)	*Assists in the management of transportation systems and infrastructure during domestic threats or in response to incidents.* • Monitoring and reporting 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		*Provides resources, support and restoration of government emergency telecommunications, including voice and data.* **Communication Systems (ISD)** • 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	*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.* • Conducting pre-incident and post-incident assessments of public works and infrastructure. • Executing emergency contract support for life-saving 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.

DRAFT

Function	Primary County Agency	Secondary County Support	Description
ESF #4 Fire and Rescue	Fire Districts	Community Development – Fire Warden	*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 scene rescue activities and provides personnel, equipment and supplies to support local jurisdictions.* • 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.

DRAFT

ESF #5 Emergency Management	Office of Emergency Services	Agricultural Commissioner Assessor-Recorder-County Clerk Auditor-Controller Child Support Services Community Development County Administrator County Counsel District Attorney Employment and Economic Division Environmental Health General Services Health Care Services Human Resources Human Services Agency Information Systems Division Parks and Recreation Public Works Purchasing and Support Services San Joaquin General Hospital Sheriff-Coroner-Public Administrator Fire Districts	*Coordinates and resolves issues among the ESFs in the phases of emergency management to ensure consistency in the development and maintenance of the annexes.* • 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.

DRAFT

Function	Primary County Agency	Secondary County Support	Description
ESF #6 Care and Shelter	Human Services Agency	Public Health Services Environmental Health Department Behavioral Health Services (Mental Health) Sheriff's Department-Animal Control	*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.* • Maintaining and implementing procedures for care and shelter of displaced persons. • 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 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 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 AFN (e.g., People with Access and Functional Needs such as unaccompanied children, elderly), • Coordinating special care requirements for service animals and/or pets.
ESF #7 Resources	Office of Emergency Services	Purchasing and Support services Human Resources Public Works	*Coordinates plans and activities to locate, procure and pre-position resources to support emergency operations.* • 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 to logistics and tactical operations. • Establishing emergency purchasing procedures and/or a disaster contingency fund. • Maintaining records of emergency-related expenditures for purchases and personnel.

DRAFT

Function	Primary County Agency	Secondary County Support	Description
ESF #8 Public Health & Medical	Health Care Services NOTE: It's important to note that the Medical Health Operational Area Coordinator[26] (MHOAC) is the designated point of contact for Mutual Aid with Regional, 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	*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.* 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. • Coordinating public health surveillance. • 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.

DRAFT

[26] *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	*The Emergency Medical Services (EMS) Agency is responsible for oversight of the Emergency Medical System.* Responsibilities related to **EMS** include: • 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. Responsibilities related to **Environmental Health** include: • 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. Responsibilities related to **Behavioral Health** include: • Provision or coordination of Mental Health services. • Health surveillance of community health status.

DRAFT

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 Office of the Medical Examiner	The Director of the EMS Agency also serves as the Medical Health Operational Area Coordinator (MHOAC) for San Joaquin County. Responsibilities related to the **MHOAC** include: • 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. Medical Examiner: • Coordinate mass fatality operations with funeral directors to provide identification and disposal of deceased.
ESF # 10 Hazardous Materials	Environmental Health Department	Public Works Fire Districts Law Enforcement	*Coordinates prevention, mitigation and recovery from a threat to the public or environment by actual or potential hazardous materials releases, including oil spills.* • Response to hazardous materials releases (chemical, biological, etc.). • Providing subject matter consultation, as needed. • Assessing the potential health effects of a 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.

DRAFT

Function	Primary County Agency	Secondary County Support	Description

ESF#11
Food and Agriculture
	Agricultural Commissioner
	
	Sheriff's Office – Animal Control
		Environmental Health Department	*Supports and coordinates activities affecting the agriculture and food industry, and supports the recovery of impacted industries and resources post disaster.*
			
			<u>Agricultural Commissioner Responsibilities include:</u>
			• Work with agricultural industry to evaluate and prepare Disaster Declaration information to submit to State.
			• Disseminate information to agricultural industry.
			• In case of Foreign Animal Disease outbreak, work with USDA and CDFA in support of incident. This includes depopulation of animals and secure safe disposal of carcasses.
			• Protecting the State's natural resources from the impacts of a disaster.
			
			<u>Environmental Health Responsibilities include</u>:
			• Providing inspection of Dairies and Confined Animal Facilities.
			• Coordinate and share information with Agricultural Commissioner related to impacted agricultural operations, including animal mortality issues.
			• Work with ESF-12 partners to ensure electricity and other infrastructure needs in an effort to mitigate weather and other disaster related animal deaths.
			
			<u>Animal Control Responsibilities related to agriculture and animal protection include:</u>
			• Coordinating animal/veterinary/wildlife response during a disaster, including:
			  • Capturing/rescuing animals that have escaped confinement or have been displaced from their natural habitat.
			  • Providing emergency care to injured animals.
			  • Providing humane care, handling, and sheltering to animals.
			• Maintaining and implementing procedures for the care and shelter of animals in a major emergency or disaster.
			• Identifying and securing locations for housing animals during an evacuation.

DRAFT

Function	Primary County Agency	Secondary County Support	Description
ESF #12 Utilities	Office of Emergency Services	Public Works Environmental Health Department	*Coordinates resources and support to private sector to restore gas, electric, water, wastewater and telecommunications.* • 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 Plans.
ESF #13 Law Enforcement	Sheriff	Probation District Attorney Bureau of Investigations	*Coordinates law enforcement personnel and equipment to support responsible law enforcement agencies, coroner activities and public safety in accordance with Law Enforcement and Coroner's Mutual Aid Plans.* • 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 persons lost outdoors. • Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow. • Evacuation of general public from areas that are deemed unsafe. District Attorney • Victim Witness – for incidents with a criminal element • Crisis intervention • Restraining orders/court assistance

DRAFT

Function	Primary County Agency	Secondary County Support	Description
ESF #14 Recovery	Office of Emergency Services	All County Departments	*Supports and enables economic recovery of community from the long-term consequences of extraordinary emergencies and disasters.* • 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	Other county departments with trained PIOs. Subject matter experts.	*Supports the 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.* • Disseminating emergency alerts, as requested by the on-scene Incident Commander, EOC Unified Command, EOC Manager, or PIO. • Receiving and disseminating warning information to the public and key County Officials. • Identify and describe actions taken to provide continuous and accessible public information about the incident, secondary effects, and recovery activities. • Coordinate messaging through the Joint Information System, or establish a Joint Information Center as needed. • 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. • Identify prepared messages, materials, and resources for a variety of hazards.

DRAFT

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	*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.* • 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.

DRAFT

The following County Agency Responsibilities Matrix, Table 6, highlights the California ESF and the County Department Roles. It lists the County Lead Agency and supporting stakeholders for each Emergency Support Function.

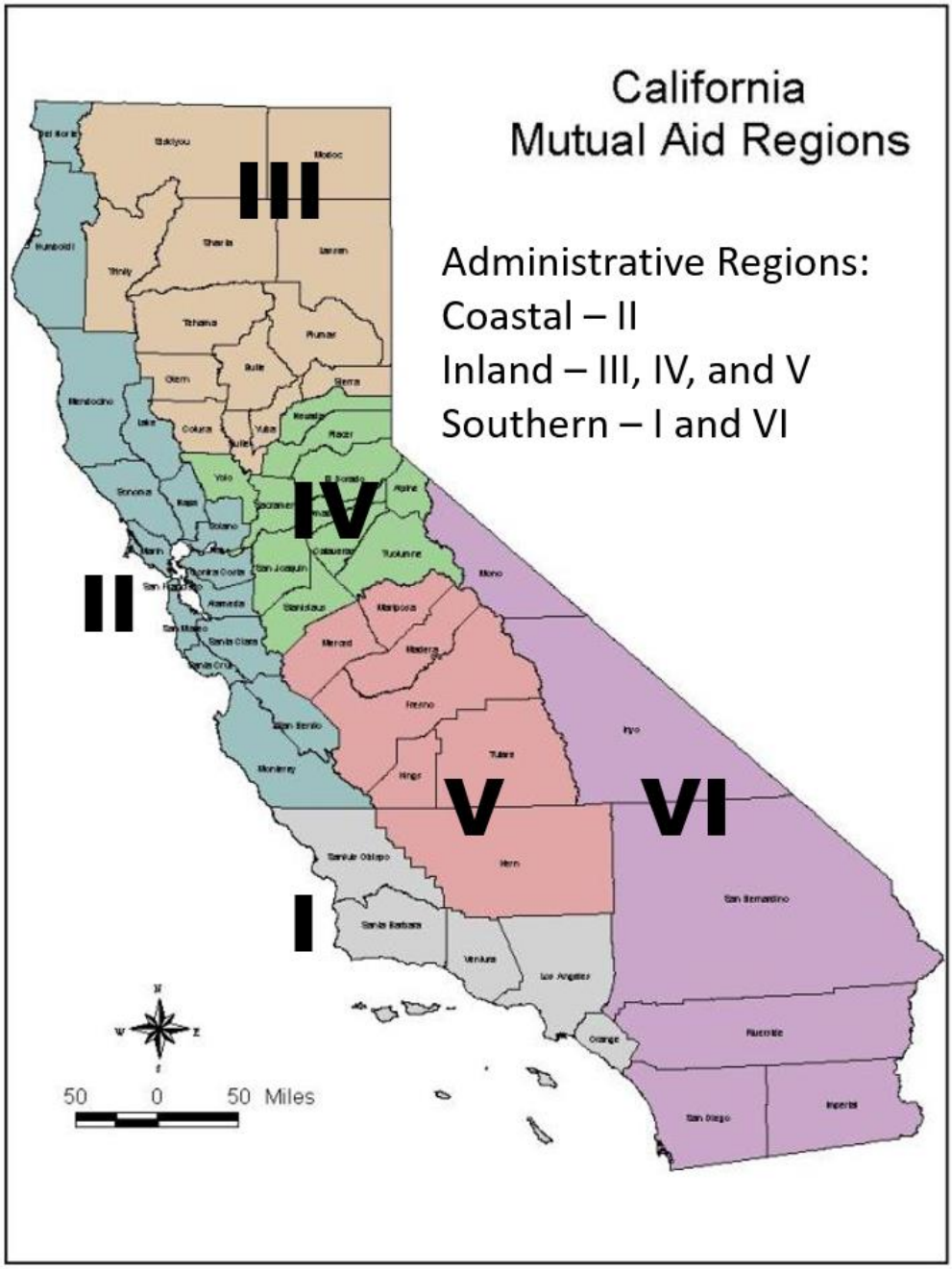
Table 6: County Agency Responsibility Matrix

	County Agency Responsibilities Matrix	**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**	**Sheriffs Department**	**Treasurer-tax Collector**	**Fire District/Department**
	California Emergency Support Functions P = Primary S = Support																										
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	P	S	S	S	S	S	S	S
15.	Public Information	S			S			S	S				S							P	S	P			P		P
17.	Volunteer & Donation Mgt.																			P							

4.6 STATE MUTUAL AID REGIONS

For mutual aid coordination purposes, California has been divided into three Administrative Regions (Inland/Coastal/Southern) and six mutual aid 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 located in region IV.

Figure 5: California Mutual Aid Regions Map



4.6.1 Mutual Aid Agreements

The California Disaster and Civil Defense 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. A list of current agreements is maintained in the WebEOC Document Library.

4.6.1.1 Mutual Aid Responsibilities

Incorporated Cities:

- Develop and maintain an Emergency Management Plan consistent with the State Emergency Operations Plan and the Master Mutual Aid Agreement
- Maintain liaison with neighboring jurisdictions, the San Joaquin County Operational Area, and State Office of Emergency Services (OES)
- 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
- Maintain liaison with Cal OES personnel
- Request mutual aid from the Cal OES Region IV Manager

Cal OES - Region IV (REOC):

- Maintain liaison with State, Federal, and Local authorities
- Provide planning guidance and assistance to Operational Area and Local jurisdictions
- Respond to requests for mutual aid
- Provide a clearinghouse for emergency operation information

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

4.6.1.2 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 states' EMAC Coordinator are responsible for facilitating requests for assistance pursuant to EMAC.

DRAFT

4.6.1.3 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 provide assistance 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.

4.6.1.4 Mutual Aid Resource Management[27]

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.

[27] *See ESF#7 – Resource Management for more information on resource requesting.*

- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

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 Individuals and Households

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 can contribute by:

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications closely.
- Volunteering with established organizations.
- Enrolling in emergency preparedness, response, and recovery training courses.
- Encouraging children to participate in preparedness activities.

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."

DRAFT

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 in the event that 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.

DRAFT

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 Administrator; however, the Director of General Services, as the Directors 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-declared 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 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 Requirements.[28]

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 will be submitted to the OES Duty Officer, who will notify the Directors of Emergency Services 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.

If appropriate, the on-scene Incident Commander, Unified Command or Area Command may recommend that the Directors of Emergency Services request the Board of Supervisors to proclaim the existence or threatened existence of a "local emergency". In addition, the Directors of Emergency Services may also request the Governor to proclaim a "state of emergency" when, in their opinion the locally available resources are considered inadequate to cope with the emergency.

[28] *Table 3: SEMS EOC Activation Requirements*

DRAFT

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, 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.

5.2.1 Emergency Operations Center Activation[29]

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.

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

Figure 6: Primary EOC Location

Figure 7: Alternate EOC Location

[29] *See ESF #5 Management Functional Annex.*

conditions require relocation of the EOC, then the EOC Command will designate an alternate facility.

5.2.3 Emergency Operations Center Staffing[30]

Depending on the incident type, County departments will provide staff 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. In the event that local staffing resources are not adequate to maintain County EOC operations, the County may request support from the State.

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 have the authority to make the decisions associated with their Command and General Staff positions.

Due to 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.

[30] *Additional information see ESF-5, Emergency Management*

5.3 Department Operations Centers

DOC 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 situation. 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

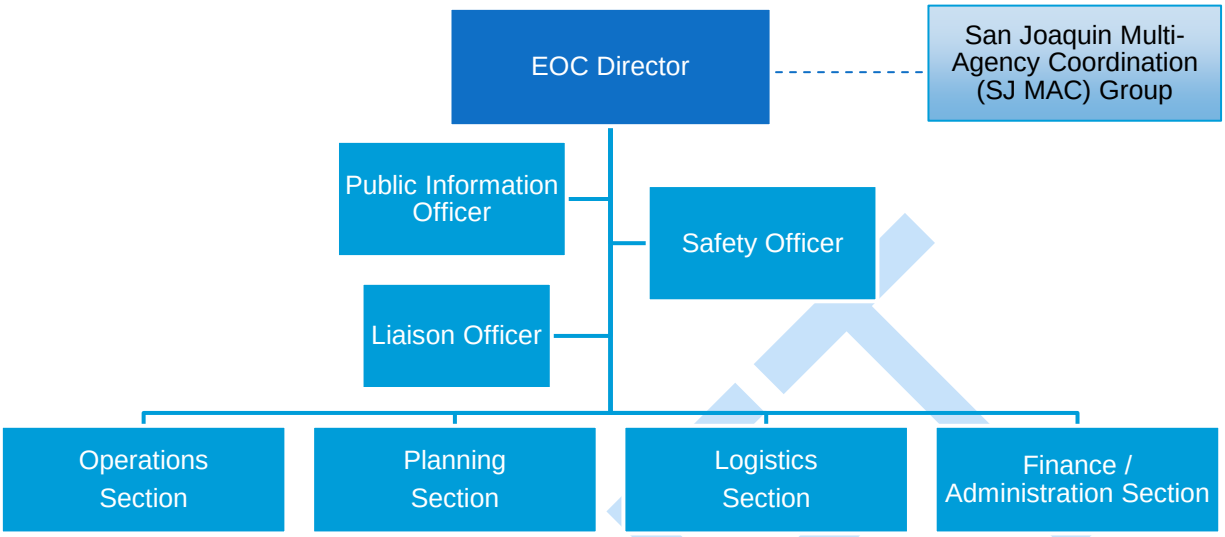
The ICS is a portion of SEMS/NIMS, and is designed as an organizational model to assure vertical and horizontal integration of jurisdictional interactions before, during, and after an emergency. All levels of government work together to address the full spectrum of services through preparedness and operations in the mission areas of prevention, protection, 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 to manage resources and activities during an emergency response, in order to communicate with other responding agencies using common terminology and operating procedures.

The County ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) 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 lower level emergencies such as a minor incident involving a single emergency response agency (Level 1) or in non-emergency situations (e.g., event planning) as an opportunity to practice the structure. The County has established an Emergency management organization supporting EOC activation and ICS operational procedures, and position checklists. These checklists are available at the EOC.

DRAFT

Figure 8: County ICS Structure



5.4.1 Command Staff

5.4.1.1 Unified Command/EOC Director

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, county, regional, state, and federal agencies into the same organizational system, maximizing coordination of response activities and avoiding duplication of efforts. A structure called Unified Command allows the Incident Command position to be shared among several agencies and organizations that maintain jurisdiction. Unified

Command members work to resolve countywide issues in a cooperative fashion to enable a more efficient response and recovery.

The composition of an EOC Command structure is determined by the nature of the hazard and the appropriate agency leads. Those engaged as Unified Command structure use a collaborative process to establish and rank incident priorities and determine incident objectives. The structure enables members to resolve issues in a cooperative fashion and promotes a more efficient response. Primary duties include:

- Establish objectives and manage/coordinate EOC operations through the delegation process.
- Ensure that staff and responders have what they need to accomplish their mission, to the extent possible.
- Serve as an advisor to the Disaster Council.

5.4.1.2 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.

DRAFT

- 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.

5.4.1.3 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. 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.

5.4.1.4 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 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

DRAFT

- Requesting resources as needed
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

5.4.2.2 Planning Section

The Planning Section is responsible for 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, liaise with the Sacramento Regional Threat Assessment Center (Sacrtac.org).
- 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 DSW, 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 Area Command

An 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

DRAFT

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 communications and 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.

5.4.4 Multi-Agency Coordination[31]

In the event that 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 the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

DRAFT

[31] *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
- Satellite 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)
- 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, San Jose Water, Red Cross)
    - Low band frequencies (EOC to EOC radios)

The County utilizes WebEOC—an emergency management information system—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 staff through the Emergency Medical Services Agency. Additional information is on-line at www.sjgov.org/ems/webeocinfo.htm.

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 the San Joaquin County Tactical Interoperability Communications Plan (TICP).

DRAFT

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 that which is 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 Regional Emergency Operations Center (REOC) and the REOC 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 type 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 OA EOC provides support to the field and local EOCs.

Special Districts will likely reach out to the San Joaquin County Office of Emergency Services 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. In the event that there are numerous incidents occurring throughout the County all of which are demanding the same departmental resources, it may be necessary to

DRAFT

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).

DRAFT

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 develop a common operating picture (COP). Having a comprehensive COP is a result of continuous information collection and analysis through various means and products to develop context relevant to the incident. The situation report becomes a document creating a COP among all involved partners 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 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).

REOC: The REOC will summarize situation reports received from the OA EOC, state field units, state DOCs and other reporting disciplines, and forward to the State Operations Center (SOC).

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 the 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.

DRAFT

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 EOC Action Plan. While the Situation Report is produced as needed, the EOC Action Plan is typically developed for each operational period. The Planning Section prepares the EOC Action Plan, with input from the appropriate functional areas, County departments, partners, and local jurisdictions.

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

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

7.1 TECHNOLOGY

The use of technology via the worldwide internet has redefined the parameters of emergency management and has enhanced simultaneous record keeping for the County. The utilization of internet web-hosted 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 real time video/audio conferencing.

7.2 WEBEOC

San Joaquin County utilizes Web EOC 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 EOC responders are able to 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 ESF-8, Public Health and Medical entities, some ESF-6 agencies, and the City EOC's. In addition, OES and incident management teams are fully integrated into WebEOC. County resources are coordinated through the Resource Request and Deployment Module (RRDM) within WebEOC as well.

DRAFT

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 Directors of Emergency Services, in consultation with EOC Command will meet to decide how to address emergency funding needs and will request a declaration of emergency if not already in process. 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 provides assistance for 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 damages 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.

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.

DRAFT

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 though the FEMA Grant Portal. [32]

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 staffs 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 a special coding for emergency expenditure tracking which is used for both labor and equipment.

The Finance Section will compile reports, including total expenditures by category. The Finance Section Chief will submit a summary report on total costs to the EOC Director as

[32] *https://www.fema.gov/assistance/public*

requested. This information will be used for state and federal disaster assistance applications. The expenditure data and documentation is vital to state and federal agencies for requesting financial assistance during and after the disaster.

8.3 After Action Reporting

Procedures and Regulations – section 2450(a) of the SEMS Regulations states that…"Any city, city and county, or county declaring a local emergency for which the Governor proclaims a State of Emergency…shall complete and transmit an after action report (AAR) to the California Governor's Office of Emergency Services (Cal OES) within ninety (90) days of the close of the incident period as specified in the California Code of Regulations, section 2900(q).

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

- Response actions taken.
- Application of SEMS.
- Suggested modifications to SEMS.
- Necessary modifications to plans and procedures.
- 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.

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 [33]

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 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

[33] *See ESF 7 for more details about Resource Management*

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.

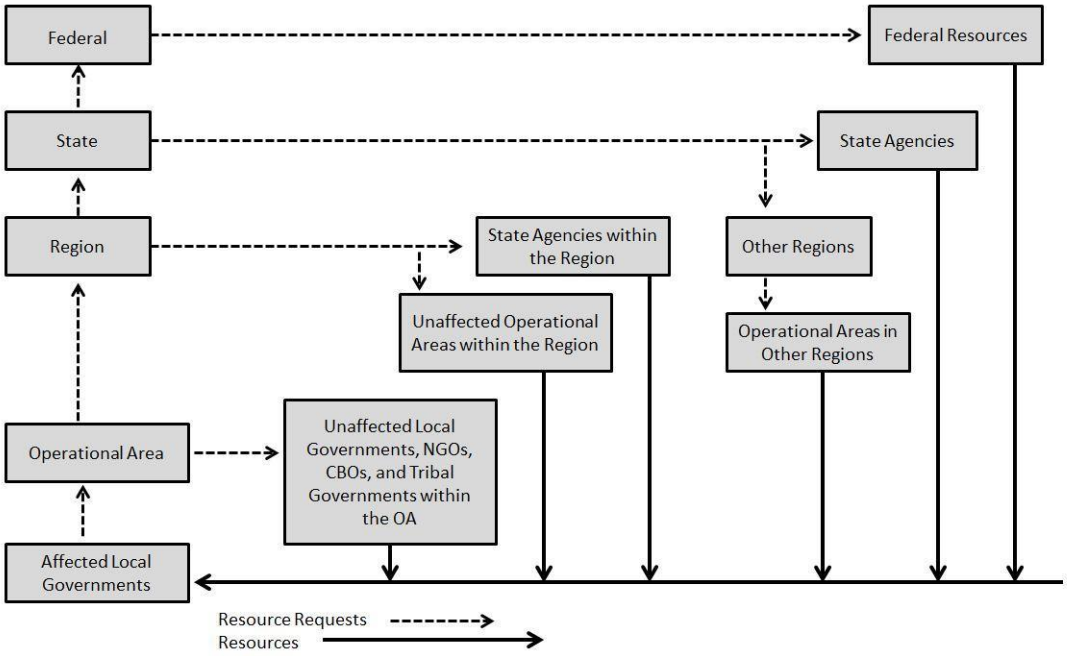
Resource requests from jurisdictions within the County will be coordinated with the OA EOC to determine if the resource is available internally or other, more appropriate sources are located within the OA. All resource requests will be documented, allocated, tracked, and demobilized through the County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

Emergency Management Mutual Aid Coordinators[34] 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.

Resource requests for equipment, personnel or technical assistance not available within the County should be coordinated with the OA EOC to the Inland Region REOC. 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.

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).

Figure 9: Resource Requesting Process



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-

[34] *Refer to the California Emergency Managers Mutual Aid plan for more information.*

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, plan 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 member jurisdictions and our citizens upon request.

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.

DRAFT

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.

The Office of Emergency Services, 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.

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.
- **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.
- **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 trainings. Table 7 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.

DRAFT

- **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-800 National Response Framework (NRF), an Introduction:** The course introduces participants to the concepts and principles of the NRF.

Table 7: 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 to fill 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 to fill 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 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.[35]

[35] *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 Event Critique and After Action Reporting/Improvement Planning

In order 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. 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.

See section 8.3 for more information on the AAR. In some cases, for exercises, an HSEEP AAR form may also be utilized to meet specific grant requirements, if specified.

9.5 Community Outreach and Preparedness Education

The County will educate the public about threats, disasters, and what to do when an emergency occurs. The County maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the County's overall readiness.

Information about the County's public education programs, hazard and mitigation information, and other disaster management and emergency services can be found on the County's website at www.SJReady.org.

9.6 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.

DRAFT

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 two 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 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 make or recommend appropriate changes. The changes are incorporated in the final draft.

The Plan will be shared with the public and community partners to ensure the needs of the entire community have been assessed. OES will provide several opportunities for the public to provide feedback, such as town halls, feedback forms, online accessibility, etc. 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.

DRAFT

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/department/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,* Dec 2003.** Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **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 all-of-Nation 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 Framework.** A suite of five frameworks, covering each preparedness mission area: Prevention, Protection, Mitigation, Response or Recovery.
    - **National Prevention Framework, 2nd Edition.** Provides the contexts 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.** 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 Edition.** 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, 3rd Edition.** 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.

DRAFT

  - **National Disaster Recovery Framework, 2nd Edition.** 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, update 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: September 2021**. 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**, 2017 – the SEP describes how response to natural or human-caused emergencies occurs in California.
- **Standardized Emergency Management System (SEMS),** 2009, outlined 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 as a result 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.

DRAFT

- **State of California Emergency Management Mutual Aid Plan** – Outlines mutual aid for emergency management personnel and technical specialists to support disaster operations of affected jurisdictions during an emergency in order to assist with response and recovery.
- **Northern California Catastrophic Flood Response Plan,** 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
- 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

DRAFT

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 Legal Authorities

In the context of this EOP, a major emergency or disaster is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. Additionally, best practices and lessons-learned have also been integrated in to this plan where possible; these were identified in the review of after-action reports from recent national large-scale disasters, incidents, and events (to include Stafford Act, non-Stafford Act, terrorist non-Stafford act, and off-shore non-Stafford act incidents and events).

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 2.0, November 2010
- FEMA Incident Management and Support Keystone, (January 2011)
- FEMA Strategic Plan 2011-2014
- 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 (December 2008)
- National Preparedness Goal (September 2011)
- National Response Framework (January 2008)
- National Fire Protection Agency (NFPA) 1600, (Edition 2019)

DRAFT

State

- Access and Functional Needs in Emergencies (2016)
- 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) 1996
- State of California Emergency Plan (updated 2017)

County

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

DRAFT

12 ACRONYMS

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

DRAFT

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.

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.

Catastrophe – A series of cascading human-caused/influenced events or incidents with or without a human caused genesis, the adverse effects/consequences of which are potentially, seemingly, or definitively irreversible. A catastrophe may be caused by a disaster, or may be the cause of a disaster, but it may not be either. A catastrophe may be an emergency or cause a state of emergency, or, an emergency or state of emergency may cause a catastrophe, but a catastrophe may not be any of the above.

Civil Unrest – Civil unrest involves a disruption of the typical social order; it can involve a strike or protest, and it can be non-violent or involve violence. Riots and rebellions are both forms of civil unrest.

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-funding. Some are formally incorporated with written charters and boards 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)

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

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.

DRAFT

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.

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 insure 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 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.

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

DRAFT

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 – 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 also 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.

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.

DRAFT

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).

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 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.

DRAFT

14 ATTACHMENTS

San Joaquin County Operational Area Agreement - Placeholder

DRAFT

PART 2: EMERGENCY SUPPORT FUNCTION ANNEXES[36]

ESF 1 - Transportation

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

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 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 17 - Volunteer & Donations Management – Unaffiliated volunteers/organizations will be managed; actions take to establish staff donation management functions; verify/vet organizations that operate relief funds in the area.

DRAFT

[36] *ESF's 9, 16 and 18 do not appear on this list and will be covered as listed: 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 and appears in Part 3 Support Annexes; and ESF-18 Cybersecurity is part of ESF-2 Communications.*

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.

DRAFT

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.

Electrical System De-Energization - Guide 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.

DRAFT