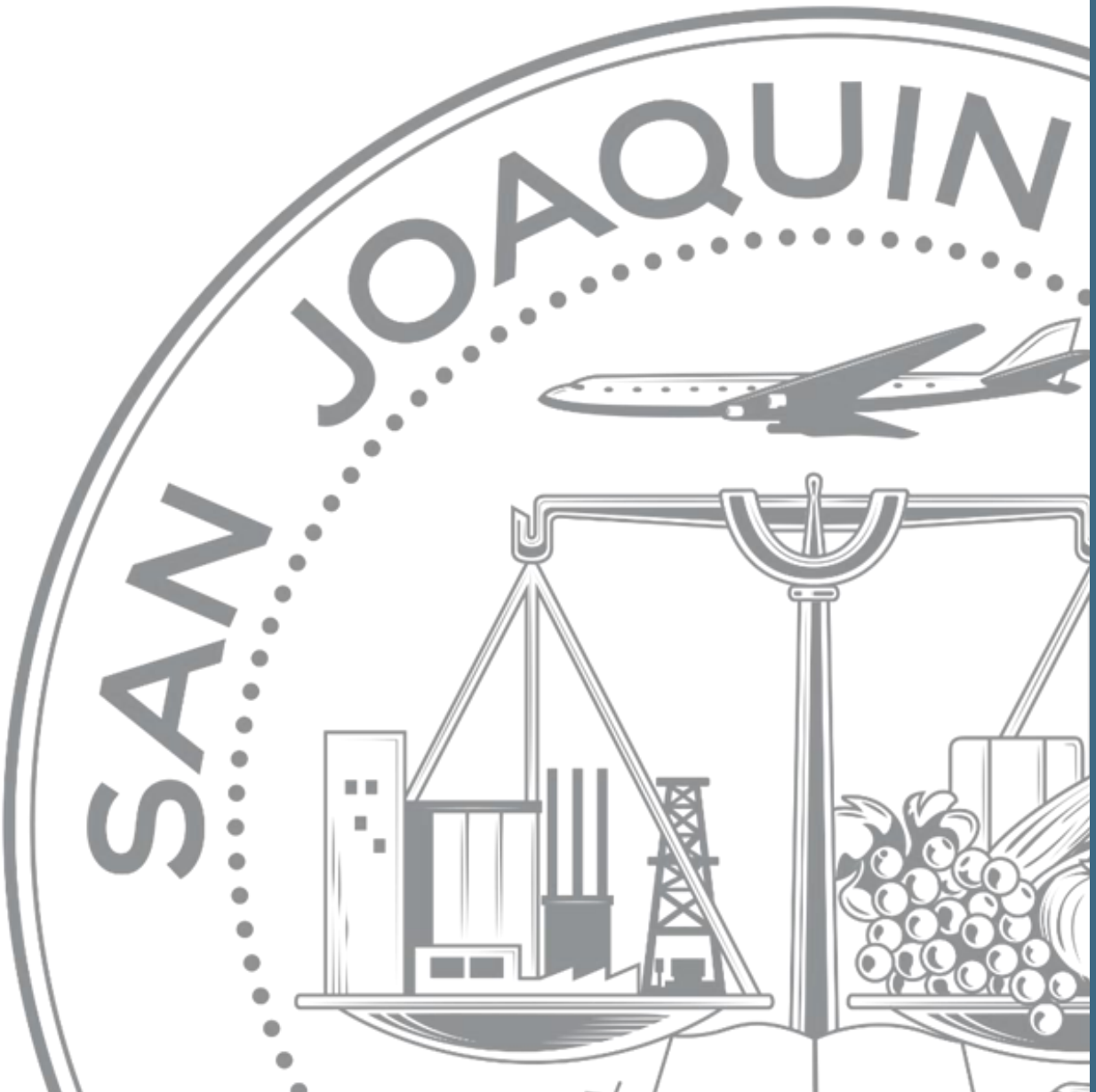
SAN JOAQUIN COUNTY

Greatness grows here.

Emergency Operations Plan

FINAL - April 23, 2019



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San Joaquin County Office of Emergency Services

Emergency Operations Plan

ACKNOWLEDGEMENTS

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

Edited and Printed
San Joaquin County Office of Emergency Services

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

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Forward

The County of San Joaquin Emergency Operations Plan (EOP) is an all-hazards document describing the county's incident management structure, compliance with relevant legal statutes, other relevant guidelines, whole community engagement, continuity of government focus, and critical components of the incident management structure. The incident management system is a component based system designed to be scaled up and components activated as necessary to reflect an incident or event's escalation from routine incident(s) to emergency, disaster, or catastrophe affecting the county. 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. Functional and hazard specific annexes to this EOP will outline specific response activities for response organizations.

This Emergency Operations Plan (EOP) accomplishes the following:

- Establishes a county incident 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 Comprehensive Preparedness Guide 101, version 2.0: Developing and Maintaining Emergency Operations Plans (CPG-101). 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.

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LETTER OF PROMULGATION

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

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

This plan was developed using generally accepted emergency management principles and practices. Incorporated are planning elements derived from the Federal Emergency Management Agency and California's emergency planning documents. Modifications to this plan may be made under the direction of the Director of Emergency Operations. Changes to this plan will be relayed digitally to all members of the distribution list. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption. This plan will be updated and reviewed at least every two years.

This plan is a statement of policy regarding emergency management and assigns tasks and responsibilities to the county, department heads, and various agencies and organizations specifying their roles during, before and after emergency or disaster situation. It is developed pursuant to the California Emergency Services Act and conforms to the Standardized Emergency Management System (SEMS). This plan is promulgated by the chairperson of the Emergency Services Council of San Joaquin County. The Emergency Services Council is empowered by County Ordinance to review and approve emergency and mutual aid plans.

This Emergency Operations Plan supersedes any previous versions. On March 14, 2019, the Emergency Services Council recommended approval of the plan and moved to send the plan to the San Joaquin County Board of Supervisors for final adoption.

Marcia Cunningham Date: 03/19/2019

Marcia Cunningham, Chair Emergency Services Council

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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.

Signed: _____ Date: 1-22-19
County Administrator

Signed: _____ Date: 1/22/19
Agricultural Commissioner

Signed: _____ Date: 1-22-19
Assessor-Recorder-County Clerk

Signed: _____ Date: 1-22-19
Auditor-Controller

Signed: _____ Date: 1.22.19
Child Support Services

Signed: _____ Date: 1/22/19
Community Development

Signed: _____ Date: 1/22/19
County Counsel

Signed: _____ Date: 1/22/19
District Attorney

Signed: _____ Date: 1/22/19
Employment and Economic Development

Signed: _____ Date: 1-22-2019
Environmental Health Department

Signed: _____ Date: 01/22/2019
General Services

Signed: _____ Date: 1-22-2019
Health Care Services

Signed: _____ Date: 1/22/19
Human Resources Division

Signed: _____ Date: 1/22/19
Human Services Agency

Signed: _____ Date: 1/22/19
Information Systems Division

Signed: _____ Date: 1/22/19
Probation

Signed: _____ Date: 1/22/19
Public Defender

Signed: _____ Date: 1-22-19
Public Works

Signed: _____ Date: 1-22-19
Purchasing and Support Services

Signed: _____ Date: 1-22-19
Sheriff-Coroner-Public Administrator

Signed: _____ Date: 1-22-19
Stockton Metropolitan Airport

Signed: _____ Date: 1-22-19
Treasurer/Tax Collector

_____ 1/22/19
SAN JOAQUIN GENERAL HOSPITAL

BEFORE THE BOARD OF SUPERVISORS OF THE COUNTY OF SAN JOAQUIN
STATE OF CALIFORNIA

RESOLUTION

R-19-52

RESOLUTION TO APPROVE AND ADOPT THE BASIC SAN JOAQUIN COUNTY EMERGENCY OPERATIONS PLAN

- - - - - - - - - - - - -

WHEREAS, the preservation of life and property is an inherent responsibility of local, state, and federal government; and;

WHEREAS, reasonable plans carried out by knowledgeable and well-trained personnel can and will minimize losses despite the fact that no plan can completely prevent death and destruction; and

WHEREAS, the County of San Joaquin has prepared this Emergency Operations Plan (EOP), in compliance with the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS), to ensure the most effective and efficient allocation of resources for the maximum benefit and protection of the civilian population during times of emergency; and

WHEREAS, this plan, an extension of the State of California Emergency Plan, establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts for respective staff; and

WHEREAS, County Departments have independently reviewed and indicated concurrence with the EOP by signature; and

WHEREAS, the Emergency Services Council has, in accordance with County Ordinance, reviewed and approved of the Emergency Operations Plan, as indicated in Letter of Promulgation; and

WHEREAS, this plan will be reviewed and exercised periodically, with minor improvements and adjustments made necessary and appropriate by the Director of Emergency Operations, to satisfy changing conditions and needs, without impacting any Board Policy; and

WHEREAS, recent adoption of an Emergency Operations Plan is necessary for San Joaquin County to be eligible for federal and state emergency management funding; and

WHEREAS the San Joaquin County Board of Supervisors gives its full support to this plan and urges all officials, employees, and residents – individually and collectively – to do their share in the total emergency effort of San Joaquin County during a disaster or proclamation of a local emergency.

NOW, THEREFORE, BE IT RESOLVED:

1. The Board of Supervisors hereby approves the Basic San Joaquin County Emergency Operations Plan.

2. This Emergency Operations Plan shall be implemented in accordance and conjunction with applicable State and Federal law, as well as all applicable County Board of Supervisors Order of Succession Resolutions and Local Emergency Proclamations.

3. The Board of Supervisors designates the Director of Emergency Operations to make minor improvements and adjustments to this Emergency Operations Plan as necessary and appropriate to satisfy changing conditions and need, without impacting Board Policy.

4. Any and all Emergency Operations Plans, previously adopted by the Board of Supervisors, are superseded by this Resolution.

PASSED AND ADOPTED April 23, 2019 , by the following vote of the Board of Supervisors, to wit:

AYES: Miller, Patti, Winn, Elliott, Villapudua

NOES: None

ABSENT: None

ABSTAIN: None

Miguel A. Villapudua

MIGUEL VILLAPUDUA
Chair, Board of Supervisors
County of San Joaquin
State of California

ATTEST: MIMI DUZENSKI
Clerk of the Board of Supervisors
Of the County of San Joaquin,
State of California

By **Mimi Duzenski**

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 Emergency Services Council. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by the San Joaquin County Director of Emergency Operations without formal Emergency Services 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.

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

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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.

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

TABLE OF CONTENTS

ACKNOWLEDGEMENTS **3**

FORWARD **5**

LETTER OF PROMULGATION **7**

PLAN CONCURRENCE AND SIGNATURES **9**

PLAN ADMINISTRATION 13
RECORD OF CHANGES 13
PLAN DISTRIBUTION 15
LIST OF TABLES AND FIGURES 18

1 INTRODUCTION **19**

1.1 GENERAL 19
1.2 PURPOSE AND SCOPE 20
1.3 PLAN ACTIVATION 20
1.4 PLAN ORGANIZATION 21

2 PART 1: BASIC PLAN **23**

2.1 SITUATION OVERVIEW 23
2.2 PLANNING ASSUMPTIONS 35
2.3 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS) 36

3 CONCEPT OF OPERATIONS **39**

3.1 GENERAL 39
3.2 EMERGENCY MANAGEMENT PHASES 39
3.3 INCIDENT MANAGEMENT 42
3.4 RECOVERY OPERATIONS 49
3.5 PROCLAMATIONS 53
3.6 ALERT AND WARNING 54
3.7 PUBLIC INFORMATION 58

4 ROLES AND RESPONSIBILITIES **60**

4.1 GENERAL 60
4.2 EMERGENCY MANAGEMENT ORGANIZATION 60
4.3 CALIFORNIA EMERGENCY SUPPORT FUNCTIONS 65
4.4 MUTUAL AID REGIONS 82
4.5 LOCAL AND REGIONAL RESPONSE PARTNERS 84
4.6 STATE RESPONSE PARTNERS 85
4.7 FEDERAL RESPONSE PARTNERS 86

5 COMMAND AND CONTROL **87**

5.1 GENERAL 87
5.2 EMERGENCY OPERATIONS CENTER 87
5.3 DEPARTMENT OPERATIONS CENTERS 92
5.4 INCIDENT COMMAND SYSTEM 92

6 COMMUNICATIONS **97**

6.1 COMMUNICATION SYSTEMS 97
6.2 INTEROPERABLE COMMUNICATIONS 97

6.3 Field/EOC Communications and Coordination 98
7 INFORMATION COLLECTION, ANALYSIS AND DISSEMINATION 100
7.1 Technology 100
7.2 WebEOC 100
8 ADMINISTRATION, FINANCE AND LOGISTICS 102
8.1 Administration 102
8.2 After Action Reporting 102
8.3 Expenditure Tracking 103
8.4 Resource Management 105
9 PREPAREDNESS, TRAINING AND EXERCISES 107
9.1 Preparedness 107
9.2 Training Program 108
9.3 Exercise Program 113
9.4 Event Critique and After Action Reporting/Improvement Planning 113
9.5 Community Outreach and Preparedness Education 113
9.6 Funding and Sustainment 113
10 PLAN DEVELOPMENT AND MAINTENANCE 115
10.1 Plan Review and Maintenance 115
11 AUTHORITIES AND REFERENCES 116
11.1 Relationship to other plans 116
11.2 Authorities 119
12 ACRONYMS 122
13 DEFINITIONS 124
14 ATTACHMENTS 129
PART 2: EMERGENCY SUPPORT FUNCTION ANNEXES 130
PART 3: SUPPORT ANNEXES 131
PART 4: HAZARD ANNEXES 132

LIST OF TABLES AND FIGURES

Table 1: Threats and Hazards Facing the County *27*
Table 2: National Preparedness Goal, 32 Core Capabilities List *34*
Table 3: EOC Activation Level and Descriptions *44*
Table 4: California Emergency Support Functions (CA-ESF) / Federal Emergency Support Function (ESF) Matrix *66*
Table 5: Responsibilities by Emergency Support Function *69*
Table 6: County Agency Responsibility Matrix *81*
Table 7: SEMS EOC Activation Requirements *89*
Table 8: EOC Staffing by Activation Levels *90*
Table 9: Minimum ICS/SEMS/NIMS Training Requirements *110*
Table 10: Incident Complexity for training needs *111*

Figure 1: Map of San Joaquin County *26*
Figure 2: SEMS Levels *37*
Figure 3: Incident Management in San Joaquin County *43*
Figure 4: California Mutual Aid Regions Map *82*
Figure 5: Primary EOC Location *90*
Figure 6: Alternate EOC Location *90*
Figure 7: County ICS Structure *93*
Figure 8: Resource Requesting Process *106*
Figure 9: NIMS Training Determined by Incident Complexity *112*

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 Office of Emergency Services is responsible for providing planning for the coordination and support of prevention, protection, mitigation, response and recovery efforts from large-scale emergencies and disasters, both natural and human-caused, to the citizens of the County for the purpose of saving lives, preventing property damage and protecting the environment.

Emergencies are handled effectively in the County every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the County encounters. This type of emergency is handled by individual responders or a team of responders who work together regularly to save lives, contain threats, and minimize damage. While the principles described in this EOP can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front line responders.

No plan can anticipate all the situations and conditions that may arise during major emergencies or disasters, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from major emergencies and disasters.

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 disabilities, and access, and functional needs [DAFN]) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the County will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency or

disaster is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens who are prepared to take care of themselves and their families, and to assist neighbors in the early phases of a major emergency or disaster, can make a significant contribution toward survival and community resiliency.

1.2 Purpose and Scope

1.2.1 Purpose

The primary purpose of the EOP is to outline the County's all-hazard approach to emergency operations to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas.

This EOP was developed incorporating the FEMA Comprehensive Preparedness Guide (CPG) 101 Version 2.0 and is consistent with the requirements of the National Incident Management System (NIMS), the Standardized Emergency Management System (SEMS), the National Response Framework (NRF), and the Incident Command System (ICS) and is the framework within which all emergency management activities will be conducted.

1.2.2 Scope

This plan provides guidance on response to the County's most likely and demanding emergency conditions. It does not supersede the well-established protocols for coping with day-to-day emergencies involving law enforcement, the fire service, medical aid, transportation services, flood control, or other discipline-specific emergency response systems. Rather, it places emphasis on those unusual and unique emergency conditions that will require extraordinary response beyond the ability of any one or set of organizations to respond.

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 guides (SOGs) or checklists 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.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders that support emergency or disaster operations. The general public is also welcome to review non-sensitive parts of this plan to better understand how the County manages emergency operations.

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 PLAN ORGANIZATION

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

1.4.1 Basic Plan

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

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

1.4.2 Emergency Support Function Annexes

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

1.4.3 Support Annexes

Support Annexes describe functions that do not fit within the scope of the ESF annexes described above 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 SAs are not limited to particular types of incidents, but rather are overarching in nature and applicable to nearly every type of incident.

1.4.4 Incident/Hazard Specific Annexes

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, Incident/Hazard Specific 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 Incident/Hazard Specific Annexes identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident.

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 2017. Between 1950 and 2008, the State's population tripled. California's population is expected to reach 41 million by 2020 and almost 50 million by 2050. According to the U.S. Census of 2016, approximately 2.6 million (6.8%) Californians over the age of five years have a disability. The state's population of older adults is also growing and, according to the California Department of Aging, in California there will be approximately 8.5 million people over the age of 60 by 2020 (21%), and almost 12.5 million people over the age of 60 by 2040 (25%).

County: The total population of San Joaquin County (15th most populated in the State) is approximately 745,424 people (Source: 2017 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 310,496 (41.6% overall). The other cities, in order of population size are Tracy (90,889), Manteca (79,268), Lodi (65,884), Lathrop (22,781), Ripon (15,667) and Escalon (7,588). 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 (23%). 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.

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.

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.

[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.

The average yearly high temperature in San Joaquin County is 73.6 °F, with a low of 49 °F, with an average rainfall of 19.6 inches. There are an average of 55 days a year with measureable precipitation. In the summer months, the temperature can range from the mid-90s up to 110 °F. On the average, there are 82 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 see temperatures in the upper 30s. On average there are only 19 days a year where temperatures are at or below freezing, with 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 from January – March, known as pineapple express or atmospheric rivers, in seasons where there was heavy snowfall in the Sierra Mountain Range, can cause the river levels to rise significantly. In some instances leading to flooding throughout the complex levee system in the county. The County has experienced a severe drought over time, with some moderate periods of recovery.

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.

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.

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.

The Stockton Metropolitan Airport is owned and operated by San Joaquin County. The primary runway is 10,650 feet in length and is 150 feet wide, making it ideal for its air cargo operations. A second smaller runway, 4,454 feet long and 75 feet wide is typically utilized by smaller aircraft

[2] www.portofstockton.com, 2018

to avoid taxiing the longer runway length. Amazon utilizes the airport as a hub with three flights daily to the Bay Area, and three per day from the East Coast, with plans to increase the number of daily flights. It also features passenger service by Allegiant Airlines, with service to Las Vegas, Mesa, and San Diego. Lodi and Tracy also have small municipal airports that provide general aviation services. Lodi Airport is a small public airport, with no control tower and a runway of 3,547 feet in length and 75 feet wide, primarily used for small privately owned aircraft. There is also a parachute training center and parachute drop zone approximately 1000 feet south of the runway. Tracy Municipal Airport does not have a control tower and is open to the public, with a primary runway of 4,001 feet in length and 75 feet wide. The airport is owned and operated by the City of Tracy.

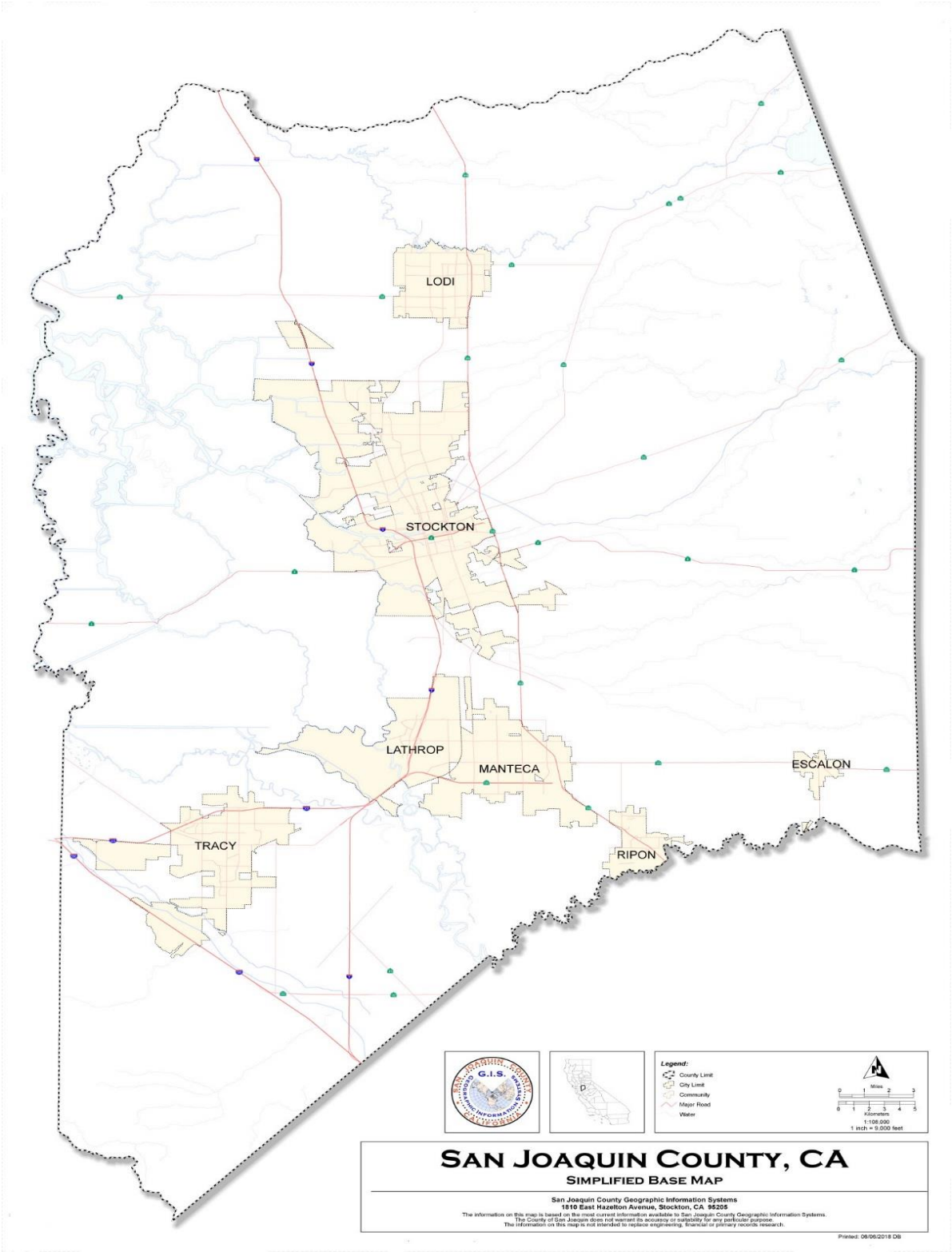
Land, air, rail, and waterways have led to a growing economy in warehousing and distribution centers that serve the Northern California Region with good and products.

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.

Figure 1: Map of San Joaquin County



2.1.1 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.

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: 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.

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.

There are several rivers and streams that run through the county, many that are controlled through dam systems. See the information on Dam Failure below for more information on specific dams.

There are two flood stages, Warning and Flood Stage that trigger some form of activation by emergency services. Warning Stage is when initial action must be taken by concerned interests (livestock warning, removal of equipment from lowest overflow areas, or simply general surveillance of the situation). This level may produce overbank flows sufficient to cause minor flooding of low-lying lands and local roads. Flood stage is when overbank flows are of sufficient magnitude to cause considerable inundation of land and roads and/or threat of significant hazard to life and property.

For more information on flood monitoring and response, refer to the San Joaquin County Flood and Dam Failure Annex to this EOP.

Dam failure is the collapse or failure of an impoundment that causes significant downstream flooding. Flooding of the area below the dam may occur as the result of structural failure or overtopping of the dam.

San Joaquin County has a number of rivers and streams that pass through it on their way to the ocean and therefore large areas are subject to flooding in the event of a dam failure. The San Joaquin River, fed by Cosumnes, Mokelumne, Calaveras, Stanislaus, Tuolumne and Merced Rivers has a number of dams that allow water releases to be controlled. Some of the larger ones are discussed below. There are twelve dams, which directly or indirectly, could cause damage if there were an incident. Historically catastrophic dam failure has not occurred however overtopping due to excessive rain and run-off has been an issue.

New Melones Dam, bordering Tuolumne and Calaveras Counties, is located on the Stanislaus River and operated by the U.S. Bureau of Reclamation. Gross pool capacity of New Melones is 2,420,000 acre feet. Don Pedro Dam, in Tuolumne County on the upper Tuolumne River, has a gross pool capacity of 2,030,000 acre feet and is operated by the Turlock Irrigation Districts and is jointly owned by the Turlock Irrigation District (TID) and the Modesto Irrigation District (MID).

The Friant Dam, located on the San Joaquin River on the border of Fresno and Madera Counties, is a concrete dam completed in 1942 as part of a U.S. Bureau of Reclamation project. The Dam has a gross capacity of 520,528 acre feet.

New Hogan Dam, along the Calaveras River is in Calaveras County and was built by the U.S. Army Corps of Engineers in 1963. Total capacity is 317,100 acre feet.

San Luis Dam or B.F. Sisk Dam holds up to 2 million acre feet of water and is the largest off-stream dam in the United States. It is owned and operated by the U.S. Bureau of Reclamation. The dam, in Merced County, lies in a highly seismically active area, and parts of the Ortigalita fault run through the reservoir. It is only 28 miles from the San Andreas Fault and 23 miles from the Calaveras-Hayward Fault. The water comes from the San Joaquin-Sacramento River Delta area and is pumped uphill from the O'Neill Forebay, which is fed by the California Aqueduct. Failure of this dam could inundate agriculture lands and residences along Interstate 5 at the San Joaquin River, including parts of Manteca up to western Stockton.

New Exchequer Dam, located in Mariposa County, on the Merced River has a capacity of 1,024,600 acre feet. It is operated by the Merced Irrigation District. The Merced River feeds into the San Joaquin River and would have similar impacts as listed above for the San Luis Dam.

The catastrophic failure of any one of these dams could cause injuries, loss of life, limit transportation routes, and a decrease in vital utilities. Additionally, because of San Joaquin County's strong agricultural influences significant downstream property damage and the loss of domestic and farm production animals will be a major concern.

More information on dam failure, including detailed inundation maps, may be found in the San Joaquin County Flood and Dam Failure Annex or in each of the specific Dam Emergency Action Plans maintained in the San Joaquin County Office of Emergency Services.

Drought: A period of deficiency of the needed water supply. 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. If drought conditions were to 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. In 1988, the County Board of Supervisors established the Agricultural Drought Task Force as a body with the intention of gathering information and situational status to provide recommendations to the Board to assist or mitigate problems resulting from long periods of drought activity.

Severe Thunderstorm/Rain: A period of precipitation that can overcome the natural ability of the environment or man-made structures to control the runoff. This may lead to local or widespread flooding. Excessive rain in areas outside of the county such as the Sierra Nevada Mountains and foothills can still affect the county by having runoff exit through the rivers systems of the Central Valley and into the Delta. Excessive rain and accompanying winds in 1982, 1990, 1993, 1995, 2005 and 2006 caused severe loss to agriculture crops, including over $115 Million in Cherry crop losses combined.

Excessive Heat: 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.

Climate change: Modeling in the San Joaquin County area forecasts an increase in the frequency, intensity and duration of extreme heat events and heat waves, which are likely to increase the risk of mortality and morbidity due to heat-related illness and exacerbation of

existing chronic health conditions. Those most at risk and vulnerable to climate-related illness are the elderly, individuals with chronic conditions such as heart and lung disease, diabetes, and mental illnesses, infants, the socially or economically disadvantaged, and those who work outdoors.

Additionally, the higher temperatures throughout the California will cause an earlier melting of the snowpack resulting in high water and stress on the Delta Levee system surrounding San Joaquin County and less drinking water available to citizens in non-rainfall months of the year.

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.

Earthquake: A movement in the crust of the earth that can be quantifiably measured by the seismic waves created. They are most commonly found on plate boundaries, but can also be associated with volcanic activity and can occur anywhere on the face of the earth. Earthquakes range from small and deep sub-surface events to large-scale near-surface events that have catastrophic effects on man-made structures and natural topography.

The only known fault line runs along I-580 in the southern part of the county at the foot of the Del Puerto hills. There have been a few minor quakes felt in and around the county, typically as part of a larger quake in the bay area. The last reported damage in the county as a result of a quake was in 1989 where there were some localized damages reported in Tracy and waves felt around the County. Prior to that, there were eight small quakes without damage in the county dating back to 1881. The Bay Area, nearly 85 miles west is on a series of active faults, where the population and infrastructure could realize numerous injuries and damage from an earthquake. The San Joaquin County area could potentially become a hub to transport patients and people by air to safer areas until recovery is completed. This could mean increases in numbers of people needing shelter for themselves or their pets.

Energy Shortage: Losses in the ability of the power grid or energy infrastructure to meet the current needs of a type of consumption. This can include a drop in oil reserves leading to gasoline shortages, the disruption of an electrical power grid (transmission systems), or an overloading of the power grid due to excessive demand. Events and resources far beyond the boundaries of San Joaquin County can influence energy shortages.

Gasoline shortages due to supply issues ranging from hostile activities and recession have occurred about once every ten years since the 1970s. In 2000/01 there were rolling blackouts from an energy shortage. The Statewide electrical grid has modernized their equipment and rolling blackouts, although not unheard of, are better managed with flex alerts, where energy consumption is decreased on a voluntary basis.

Hazardous Materials: 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.

Train Derailment: An accident on a railway in which a train leaves the rails resulting in damage, injury, and death. Broken or misaligned rails, excessive speed, faults in the train, its wheels, and collisions can cause derailment with obstructions on the track. Derailment can also occur as a secondary effect in the aftermath of a collision between two or more trains. One of the most significant hazard of a derailment is when a freight train with cars of LNG or LPG is involved. Derailed Liquefied Natural Gas (LNG) and Liquefied Petroleum Gas (LPG) cars involved in a fire can in the right circumstances create a catastrophic explosion and fire called a BLEVE (Boiling Liquid Expanding Vapor Explosion). In San Joaquin County since the rails are shared between freight and people movers, the chance of injuries are increased. Two Freight trains derailed, one was an Amtrak train, where 53 people were injured in 1989.

Public Health Emergency: 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, an epidemic of measles or a period of excessive temperatures. Additionally influenza has resulted in increased hospitalizations and deaths in recent years.

Civil Disturbance: 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. Locations within San Joaquin County that have large public gatherings have the potential for unstable conditions, possibly impacting an Operational Area Organization member's ability to provide sufficient law enforcement and fire protective services.

The effects of civil disturbances are varied and are usually based upon the type, severity, scope and duration of the disturbance. The effects of civil disturbances include traffic congestion or gridlock, illegal assemblies, disruption of utility service, property damage, injuries and potentially loss of life.

The Policy Manual for 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: Terrorism involves a struggle between competing principles and ideologies below the level of conventional war. 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.

A terrorist attack can take many paths. However, 80% of past terrorist attacks in the country involved explosives. Under the Federal authority of Presidential Decision Directive-39, the FBI is the lead agency in any act of foreign or domestic terrorism and will assume command of the incident and subsequent criminal investigation. The first responders to a terrorist attack will be responsible for the swift treatment of the injured, the preservation of the crime scene and to assist in the ultimate arrest and prosecution of the terrorists.

The effects of terrorist attacks can vary greatly depending on the type, severity, scope and duration of the activity. Terrorist activities may result in disruption of utility services, property damage and mass loss of life.

Cybersecurity: 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.

Cyberspace is particularly difficult to secure due to a number of factors: the ability of malicious actors to operate from anywhere in the world, the linkages between cyberspace and physical systems, and the difficulty of reducing vulnerabilities and consequences in complex cyber networks. Of growing concern is the cyber threat to critical infrastructure, which is increasingly subject to sophisticated cyber intrusions that pose new risks. As information technology becomes increasingly integrated with physical infrastructure operations, there is increased risk for wide scale or high-consequence events that could cause harm or disrupt services upon which our economy and the daily lives of millions of Americans depend.

Effectively securing the County's critical infrastructure requires investments in network resiliency as well as cyber infrastructure protection. Because the County relies on cyber networks and assets to provide public safety, security, and economic prosperity, it is necessary that information systems are maintained, protected and secured from exploitation and attack.

2.1.2 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 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 on the following page identifies the National Preparedness Goal's thirty-two core capabilities under their appropriate Emergency Management Mission area. The core capabilities are not exclusive to any single government or organization, but rather require the combined efforts of the whole community.

Table 2: National Preparedness Goal, 32 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="4">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="3">Critical Transportation

Environmental Response/Health and Safety

Fatality Management Services

Fire Management and Suppression

Logistics and Supply Chain Management

Mass Care Services

Mass Search and Rescue Operations

On-Scene Security, Protection, and Law Enforcement

Operational Communications

Public Health, Healthcare, and Emergency Medical Services

Situational Assessment</td><td rowspan="3">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

Risk Management for Protection Programs and Activities

Supply Chain Integrity and Security</td></tr>
</table>

2.2 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.
- County support of City emergency operations will be based on the principal of self- help. 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 insert themselves 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 Stanislaus County's aid through the Mutual Aid Agreement and/or other mechanisms and agreements.
- 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.

2.3 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.

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

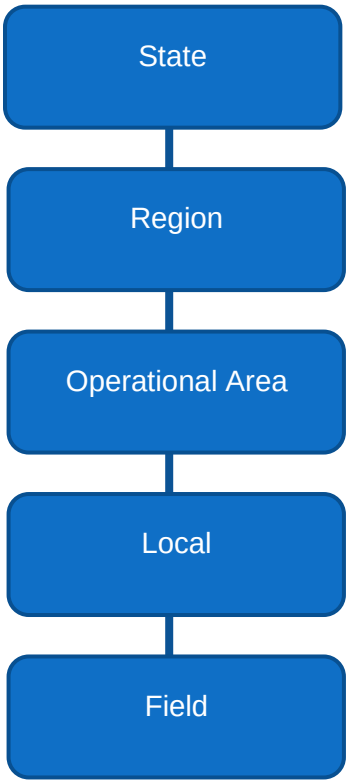
Field – The Field Level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat. This is the incident level where the emergency response begins. SEMS regulations require the 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.

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

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

Figure 2: SEMS Levels



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).

2.3.2 Operational Area Responsibilities

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

- Communicating information within the OA on SEMS and NIMS requirements and guidelines.
- Coordinating SEMS and NIMS training and development among county departments and agencies.

- Reporting SEMS/NIMS compliance to Cal OES and the Department of Homeland Security.
- Incorporating SEMS/NIMS requirements into this EOP and San Joaquin Ordinance Code with adoption by the County Board of Supervisors.
- Identification of all county departments and agencies involved in field level response.
- Identification of departments and agencies with a DOC.
- Coordinating with local jurisdictions and volunteer and private agencies on development and implementation of SEMS and NIMS.
- Identification of special districts that operate or provide services within the OA.
- Determining the emergency role of the OA special districts and making provisions for coordination during emergencies.
- Identification of local volunteer and private agencies that 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

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

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, police services, and public works departments. Depending on the type of incident, initial response also may include hospitals, local environmental and public health departments, and hazardous material teams. In all emergencies, saving and protecting human lives is the top priority of the County and emergency response personnel.

The County is responsible for disaster management and protecting life and property of citizens within this jurisdiction. This EOP will be used when the County or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where County resources are limited and/or have been expended.

3.2 EMERGENCY MANAGEMENT PHASES

Emergency management is categorized into a series of phases; each phase is unique and will cause the initiation of a response level consistent with it.

3.2.1 Prevention and Mitigation

Prevention and Mitigation planning includes a review of ways to avert future emergencies and reduce the impact of future disasters. Specific hazard mitigation plans are prepared subsequent to a federally declared disaster. They reflect the current risk analysis and mitigation priorities specific to the declared disaster. Mitigation efforts include, but are not limited to the following:

- Amend local ordinances and statues, such as zoning ordinances, building codes, and other enforcement codes;
- Initiate structural retrofitting measures;
- Assess tax levies or abatements;
- Emphasize public education and awareness;
- Undertake flood control project;
- Remove fuel in areas having a high potential for wildfires; and
- Assess and alter land use planning.

3.2.2 Preparedness

Day-to-day preparedness phase involves activities undertaken in advance of an emergency. These activities develop operational capabilities and improve effective response to disasters. Disaster plans are developed and revised to guide disaster response and increase available resources. Planning activities include developing hazard analysis, writing mutual aid agreements, training response personnel, and improving public information and communications systems.

These preparedness activities are part of the implementation of the County EOP, as well as related plans and procedures, which are in effect at all times to provide authorization to accomplish these essential preparedness activities.

As a crisis begins to develop, government takes action to increase its readiness. Actions taken during the buildup of a crisis are designed to increase an organization's ability to respond effectively to a disaster. Increased readiness actions include briefing government officials, reviewing plans, preparing information for release to the public, updating resource lists, and testing warning and communications systems. Events that may trigger increased readiness are:

- A flood or severe winter storm advisory;
- Excessive heat advisory;
- An expansive hazardous materials incident;
- An outbreak of disease activity;
- A rapidly-deteriorating international situation that could lead to an attack upon the United States; or
- Information or circumstances indicating the potential for acts of violence, terrorism, or civil unrest.

3.2.3 Response

During the response phase, emergency managers set goals, prioritize actions, and outline operational strategies. This plan provides a broad overview of those goals, priorities, and strategies.

Operational Goals: During this phase, persons that are charged with responsibilities should focus on the following five goals:

- Meet basic human needs.
- Address the needs of individuals with disabilities and others with access and functional needs.
- Mitigate operational hazards.
- Restore essential services.
- Support community and economic recovery.

Operational Priorities govern resource allocation and the response strategies for the County and its political subdivisions during an emergency. The operational priorities addressed in this plan are:

- Save Lives – The preservation and sustainment of life is the top priority of emergency managers and first responders and takes precedence over all other considerations.
- Protect Health and Safety – Measures should be taken to mitigate the emergency's impact on public health and safety.
- Protect Property – All feasible efforts must be made to protect public and private property and resources, including critical infrastructure, from damage during and after an emergency.
- Preserve the Environment – All possible efforts must be made to preserve the environment and protect it from damage during an emergency.

In order to meet the operational goals, emergency responders should consider the following operational strategies:

- Meet basic human needs – All possible efforts must be made to supply resources to meet basic human needs, including food, water, accessible shelter, medical treatment, and security during an emergency.

- Address needs of individuals with disabilities or access and functional needs – Persons with disabilities and others with access and functional needs may be disproportionally impacted during and after an emergency. The needs of individuals with disabilities or access and functional needs must be considered and addressed before, during, and after disasters.
- Mitigate hazards – As soon as practical, suppress, reduce, or eliminate hazards and/or risks to persons and property during the disaster response. Lessen the actual or potential effects or consequences of future emergencies.
- Restore essential services – Power, water, sanitation, accessible transportation, and other essential services must be restored as rapidly as possible to assist communities in returning to normal daily activities.
- Support Community and Economic Recovery – All members of the community must collaborate to ensure recovery operations are conducted efficiently, effectively, and equitably, promoting expeditious recovery of the affected areas.

3.2.4 Pre-Emergency

When emergency management authorities are able to recognize the approach of a potential disaster, actions are taken to save lives and protect property. The response phase is activated to coordinate emergency response activities. During this phase, warning systems may be activated, resources may be mobilized, EOCs may be activated, and evacuations may begin.

3.2.5 Immediate Emergency Response

During this phase, emphasis is placed on saving lives and property, attempting to establish and maintain control of a situation, and minimizing the effects of the disaster. Immediate response is accomplished within the affected area by local government agencies and segments of the private sector. The primary activities are on-scene by first or early responders. Some examples of initial response activities include:

- Brief the CAO and key officials or employees on the situation;
- Disseminate warnings, emergency public information, and instructions to the citizens of the unincorporated areas of County;
- Conduct evacuations and/or rescue operations;
- Care for displaced persons and treat the injured;
- Conduct initial damage assessments and surveys;
- Assess the need for mutual aid assistance;
- Restrict movement of traffic and people;
- Establish Unified Command(s);
- Coordinate with state and federal agencies working in the field; and
- Develop and implement incident Action Plans.

3.2.6 On-Going (or sustained) Emergency Response

As the emergency continues, assistance is provided to victims of the disaster and efforts are made to reduce secondary damage. Countywide mutual aid may be provided to assist with these efforts. Response support facilities may also be established. The incident's resource requirements continually change to meet the needs of the incident. Examples of sustained response activities include:

- Preparation of detailed damage assessments;
- Operation of mass care and shelter facilities;

- Conduct coroner operations;
- Procure required resources to sustain operations;
- Document situation status;
- Protect, control, and allocate resources;
- Restore vital utility services;
- Document expenditures;
- Develop and implement Action Plans for extended operations;
- Disseminate emergency public information;
- Declare a local emergency;
- Request a gubernatorial and federal declaration, if required;
- Prioritized resource allocations; and
- Inter/multiagency coordination.

3.2.7 Recovery

Recovery activities begin as conditions permit during and following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the County. This EOP is not a recovery plan; however, the County recognizes that response and recovery activities often take place concurrently until life safety and emergency protective actions are completed.

Recovery operations are the actions taken to restore vital services, help citizens resume self-sufficiency, and help communities return to pre-event or “new normal” conditions.

3.3 INCIDENT MANAGEMENT

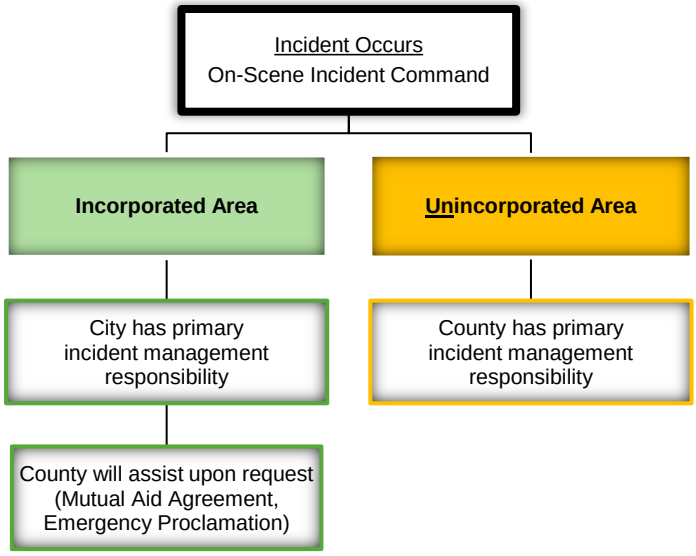
3.3.1 Jurisdictional Authority

The jurisdiction[3] in which the incident occurs has jurisdictional authority and primary responsibility for managing the incident:

[3] 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.

Figure 3: Incident Management in San Joaquin County



- 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.

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.

3.3.2 Incident Levels

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. The following Table 3 demonstrates the activation levels based upon a description of the EOC activation. This section further describes the levels.

Table 3: EOC Activation Level and Descriptions

Activation Level	Description
Level 3	Activities that are normal for the EOC when no incident or specific risk or hazard has been identified. (Low level)
Level 2	Certain EOC members/organizations are activated to monitor a credible threat, risk, or hazard and/or support the response to a new and potentially evolving incident. (moderate level)
Level 1	EOC activation requires comprehensive response and/or assistance to support major incident or credible threat. (high level)

3.3.2.1 Level 3 Normal Operations / Steady State

During normal day-to-day activities, the EOC will be in a steady state or monitoring when no specific risk or hazard has been identified. This means that the Duty Officer will continue to monitor activity levels and maintain situational awareness.

3.3.2.2 Level 2 Partial Activation

Partial Activations are characterized by a need for OES staff to monitor a credible threat, risk or hazard and/or provide support to a response for a new or potentially evolving incident. Partial activation is used to establish hazard-specific functions without activating the entire response organization. This approach may be optimal for planned public events, incidents of moderate size and scope or incidents requiring specialized resource support. OES will determine initial staffing. EOC Command will determine which portions of the EOP to implement.

3.3.2.3 Level 1 Full Activation

Level 1 situations are major incidents that require the application of a broad range of community resources to save lives and protect property. The level of activation would be a complete and full activation with all organizational elements at full staffing. Examples of such situations include an airline crash in a populated area, a major earthquake, etc. Emergency plans will be implemented and the EOC will be activated to coordinate response and recovery activities.

3.3.2.4 Deactivation

The EOC director deactivates EOC staff as circumstances allow and the EOC returns to its normal operations/steady state condition. 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 steady-state 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.

3.3.3 Alerting and Notifying Staff

County OES will monitor developing or occurring hazardous events, evaluate the need for activation of the EOC, confer with department representatives, and issue notifications for EOC activation. County OES will alert the Director of General Services or designee and contact EOC personnel as appropriate. An email update will be provided to all EOC staff and County

employees notifying them of the activation with pertinent details. The OES staff and applicable responders to the EOC are part of the California Health Alert Network (CAHAN) system. CAHAN 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.

See ESF- 5: EOC Management for more details on EOC callback procedures.

3.3.3.1 Interoperability

Interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together through the use of 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 Procedures (SOP), 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.

See the San Joaquin County Tactical Interoperable Communications Plan for more information.

3.3.4 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.

On a day-to-day basis, and during low level incidents when the EOC is not fully activated, the 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.

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the San Joaquin County Sheriff's Department will notify the California State Threat Assessment Center (STAC), California's primary Fusion Center. During a terrorist incident, the STAC will support situational awareness and intelligence gathering functions.

3.3.5 Resource Management

When the EOC is activated, the Logistics, Operations, and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all County resources. In a situation where resource allocations are in dispute, the Director of Emergency Services will consult the San Joaquin Multi-Agency Coordination Group (SJ MAC)[4] 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.

See ESF 7 – Resource Support Annex for more information.

3.3.6 Populations with Disabilities, and Others with Access and Functional Needs (DAFN)

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, sexual orientation, or functional needs. DAFN Populations are members of the community who experience physical, mental, or medical care needs and who may require assistance before, during, and after an emergency incident after exhausting their usual resources and support network. Examples of individuals who have access and functional needs include[5], but are not limited to:

- Individuals who are deaf or hard of hearing
- Individuals with limited English proficiency or who are non-English speaking
- Individuals with developmental or intellectual disabilities
- Children
- Elderly

[4] Reference the Support Annex San Joaquin Multi-Agency Coordination Group Plan.
[5] Assembly Bill 2311, Chapter 520, adding California Government Code Section 8593.3 definition.

- Individuals without vehicles
- Individuals with special dietary needs
- Individuals who experience physical disabilities
- Individuals with medical or chronic conditions, or injuries
- People living in institutionalized settings
- Pregnant women
- Individuals who are low income, homeless, or transportation disadvantaged, including those that are dependent upon public transit

Persons with DAFN within the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. To the greatest extent possible, the County will assist them in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in an accessible manner.

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

3.3.6.1 Americans with Disabilities Act Accessibility

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.

See the ADA Checklist for Emergency Shelters for more information[6]

3.3.6.2 Children and Disasters

Planning and preparing for the unique needs of children is of utmost concern 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, OES 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.

Schools are encouraged to prepare for all hazards including sheltering in place for a number of days. Staff members from OES may assist with planning and preparedness in the school (K–12) setting.

[6] https://www.ada.gov/pcatoolkit/chap7shelterchk.htm, Americans with Disabilities Act ADA Checklist for Emergency Shelters, revised 2016;

3.3.6.3 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, the County may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the County may request assistance through mutual to the Region or State.

3.3.7 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 Director of Emergency Operations, with advice from the on-scene Incident Commander, Unified Command, and/or EOC Director will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored.

3.3.8 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.

3.4 RECOVERY OPERATIONS

The County of San Joaquin, the cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, and Tracy, and Special Districts serving the 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 structure impacts to 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 County Administrator and the Director of Emergency Services. Recovery issues involving Operational Area Organization members, including San Joaquin County departments and Special Districts, will be coordinated and managed between the County Administrator and designated agency representatives.

3.4.1 Recovery Damage/Safety Assessment/Damage Assessment Teams

The recovery damage/safety assessment is the basis for determining the type and amount of local, state and/or federal financial assistance that may be available for recovery.

During the response phase, an Initial Damage Assessment is developed. A detailed Damage/Safety Assessment will be completed during the recovery phase and is needed to apply for the various disaster financial assistance programs.

The Public Works Department, in coordination with the County Office of Emergency Services and other applicable County Departments, as well as appropriate utilities and non-government organizations will complete the damage/safety assessment. Each Jurisdiction will have the responsibly of completing a damage assessment and forwarding their findings to the County Office of Emergency Services. Special Districts will in most cases complete their own damage assessment.

3.4.2 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. 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 costs should also be racked for cost recovery purposes.

It will be the responsibility of the County, Jurisdictions and Special Districts to collect 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 found in the Finance Section Binder located in the Emergency Operations Center. Special Districts not within a city should submit documentation to the County Recovery Manager.

3.4.3 Recovery After-Action/Improvement Plan Reporting

The SEMS regulations require any city, city and county, or county proclaiming a local emergency for which the Governor 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.

3.4.4 Recovery Disaster Assistance

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

Local Government responds to the local emergency, supplemented by neighboring communities and volunteer agencies. If the local government is unable to adequately respond to the emergency, they turn to the state for assistance.
The Local Government proclaims a Local Emergency, which allows the state to respond with aid to the emergency if warranted. However, there may be some aid available from the State that does not require a proclamation.

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

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

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

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

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

When requesting implementation of disaster assistance programs, some key areas of concern must be adequately addressed. These areas include the needs of distinct groups, disaster assistance available at each level of declaration, and the level of detail required on each request for disaster assistance. The disaster assistance programs have been developed for the needs of four distinct groups:

- individuals and families (Individual Assistance)
- businesses (including agriculture interests) (SBA)
- governments (Public Assistance)
- non-profit organizations (Public Assistance)

In San Joaquin County, the Office of Emergency Services (OES) will complete the necessary public assistance program application and supporting materials for the County. Each jurisdiction and special district has the responsibility for completion and submittal of the required documents for both state and federal public assistance programs.

3.4.4.1 Individual Assistance

Individuals are expected, whenever possible, to provide for themselves and be responsible for their own personal recovery. However, many individuals will expect the County and Cities to deliver assistance to them well after the disaster and may be eligible for local government, State and FEMA assistance programs dependent upon the type and severity of the disaster.

3.4.4.2 Public Assistance

If authorized, State and Federal grants are available to local government, utility districts, school districts and certain non-profit organizations to repair, reconstruct, and mitigate the risk of future damage.

3.4.4.3 Business Assistance

Businesses, including agriculture interests, may be eligible for assistance through the Small Business Administration (SBA). Both state and federal public assistance grants are administered by the California Office of Emergency Services (Cal OES).

3.4.4.4 Local Assistance Center (LAC)

San Joaquin County may establish one or more assistance centers to provide “one stop shopping” for disaster victims. Local Assistance Centers may include representatives from programs reflecting individual assistance, small business administration (SBA), and public assistance, as well as private insurance providers.

3.4.4.5 Federal Public Assistance Program

The federal public assistance program is authorized under the Federal Disaster Relief Act of 1974, as amended by the Robert T. Stafford Disaster Relief and Emergency Assistance Amendments of 1988. The federal program requires a local emergency proclamation, state of emergency proclamation, and a federal declaration of a major disaster or emergency.

State agencies, Counties, Cities, Special Districts, K-12 schools, colleges, private non-profit organizations private non-profit organizations including educational, utility, emergency, medical, and custodial care facilities are eligible for the Federal Public Assistance Program.

There are 7 categories of work projects under the federal program:

- Category A - Debris Clearance
- Category B - Emergency Protective Measures
- Category C - Road System Repairs
- Category D - Water Control Facilities
- Category E - Buildings and Equipment
- Category F - Public Utility Systems
- Category G - Other (Parks, Recreational Facilities, etc.)

CalOES is responsible for processing all sub-grants for applicants, including providing technical assistance and advice to sub grantees; providing state support for damage survey activities; ensuring that potential applicants for assistance are aware of available federal assistance; and, submitting documents necessary for grant awards.

3.4.4.6 Federal Fire Management Assistance Grant (FMAG)

The Fire Management Assistance Grant (FMAG) is federal financial assistance available to States, local and tribal governments, for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands. FMAG is requested by a Local or State fire agency through the California Office of Emergency Services (Cal OES).

3.4.4.7 California Disaster Assistance Act (CDAA) Program

The California Disaster Assistance Act (CDAA) Program authorizes the Director of the California Governor’s Office of Emergency Services (Cal OES) to administer a disaster assistance program that provides financial assistance from the state for costs incurred a result of a disaster event.

The state program provides funding to cities, counties, special districts, school districts, and community colleges in the event of a state disaster. Certain eligible Private Nonprofits (PNP) or an Intermediary PNP applicant may be eligible to receive state assistance for extraordinary costs incurred while providing assistance at the request of local agencies during a state disaster event. Eligible projects are subject to 75% / 25% state/local cost sharing. Applicant must submit final claim within 60-days of the completion of all approved projects.

Refer to the ESF-14 Recovery Annex for more detailed recovery information.

3.5 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).

3.5.1 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.

As provided in the San Joaquin County Code[7], the Director of Emergency Services is empowered to request the Board of Supervisors to proclaim the existence or threatened existence of a "local emergency" if the Board of Supervisors is in session, or to issue such proclamation if the Board of Supervisors is not in session. Whenever the Director of Emergency

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

Services proclaims a local emergency, the local emergency shall not remain in effect for a period 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 thirty (30) days, until the Board terminates the local emergency.

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

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

In the event the Emergency Services Director is unavailable or unable to perform his/her duties in an emergency, he/she will be succeeded by the Assistant Director of General Services, the County Administrator, the Assistant County Administrator, the Sheriff or the County Health Officer, in that order shall assume all powers and duties as conferred upon the Director per county Ordinance[8].

3.5.2 Local Health Officer Proclamation

The County Health Officer is authorized by California Health and Safety Code[9] 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 a health emergency has been declared by the County Health Officer, it must be ratified by the Board of Supervisors 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.

3.6 ALERT AND WARNING

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.

[8] San Joaquin County Ordinance, Title 4, Division 3, Civil Defense and Disaster, Chapter 1, Sections 4-3005 B.
[9] 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.

- **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?

See the Alert and Warning Functional Annex for more specific information.

3.6.1 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.

Communication access can be complex for some people with disabilities and others with access and functional needs, therefore the County supports emergency notifications through several methods and will likely use more than one method to ensure the best results.

Communication is information that is understood, used, and trusted. People with reduced or no ability to see, hear, speak, read, remember, and understand, or who have cognitive limitations

and limited language proficiency may have difficulty receiving and understanding emergency information.

3.6.2 Notification Methods

The County has various systems available for disseminating warnings and emergency information to the public. During emergency broadcasts or emergency notifications, the County will work with broadcast news outlets to ensure interpreters are available to be viewed. 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.

The following notification methods may be utilized by the County in an emergency.

3.6.2.1 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 to the President to address the American public during a national emergency. The system also may be used by 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[10]

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.

3.6.2.2 Wireless Emergency Alerts

The Federal Wireless Emergency Alert (WEA) system is another option available to send text messages to cellphones in a geographic area. The unique alert tone and vibration is accompanied by a brief (90 character) text message. WEA and other alerts to wireless devices 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.

[10] Changed from 93.1 FM to 92.9 FM in June 2009, per FCC letter dated June 2009.

3.6.2.3 Telephone Notification System

All county Public Safety Answering Points (PSAPS) in the county 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 county, 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. Requests to send an alert go through the duty Sergeant of the law enforcement agency of jurisdiction for the alert. 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.

3.6.2.4 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.

3.6.2.5 Information Dissemination

During or immediately following a public emergency, critical information may be disseminated by the Public Information Officer or Joint Information Center (JIC) or the Incident Commander via a variety of methods including, but not limited to: press conferences, press releases, operational area briefings, partner emails, conference calls, website, phone banks, local radio, and various forms of social media.

3.6.2.6 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.

3.7 PUBLIC INFORMATION

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. 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 DAFN populations such as non-English-speakers and disabled residents, 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.

The PIO is a member of the Command Staff who is responsible for interfacing with the public, media, and other agencies during all emergency mission phases *(see Section 5.4.1.3. for more information)*. During an emergency, the PIO gathers, verifies, coordinates, and disseminates accurate, accessible, and timely information and is an important link between the emergency management organization and the community. The information the PIO provides to a community can call people to action, educate and inform, change behavior and attitudes, create a positive impression of the County's emergency management organization, and prepare the community for an emergency.

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.

3.7.1 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. The information must be distributed in a variety of methods to ensure accessibility and comprehensive penetration of the message. Methods of public information dissemination include press releases, social media, media briefings, internet, newsletters, and call centers. 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.

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

4 ROLES AND 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 lying 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.

Most County departments have emergency functions that are similar to their normal duties. Each department is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Specific responsibilities are outlined below, as well as in individual annexes.

4.2 EMERGENCY MANAGEMENT ORGANIZATION

4.2.1 Emergency Services Council

The Emergency Services 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 Director of General Services/Director of Emergency Services (Chair), County Administrator, 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 Emergency Services Council is apprised of situations and major operations but is not directly engaged in tactical response operations. Meetings of the Emergency Services Council are convened when the Director of Emergency Services requests that the group assemble.

Key general responsibilities of the Emergency Services Council include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary organizations, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local preparedness, response, recovery, and mitigation efforts within the jurisdiction, including the private sector, as appropriate.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of the whole community:

    - The jurisdiction, including persons, property, and structures
    - Disabilities, access and functional needs (DAFN) populations, including unaccompanied children and those with service animals
    - Individuals with household pets

- Leading and encouraging all citizens (including DAFN populations) to take preparedness actions.
- Encouraging residents to participate in volunteer organizations and training courses.

4.2.1.1 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 declaration of emergency is needed, the County will initiate and terminate the state of emergency through a declaration by the Board of Supervisors.

General responsibilities of the Board of Supervisors include:

- Establishing emergency management authority by County resolution.
- Adopting an EOP and other emergency management–related resolutions.
- Declaring a state of emergency and providing support to the on-scene Incident Commander in requesting assistance through the County.
- Act as liaison to the community during activation of the EOC.
- Act on emergency funding needs.

4.2.1.2 County Administrator

The County Administrator is a member of the Emergency Services Council.

4.2.1.3 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.

4.2.1.4 Director of General Services / Director of Emergency Services

The Director of General Services is the Director of Emergency Services by county ordinance. The Director of General Services has been empowered to:

1) Request the Board of Supervisors proclaim the existence or threatened existence of a "local emergency" if the Board of Supervisors is in session, or to issue such proclamation if the Board of Supervisors is not in session. A local emergency proclamation will be ratified by the Board of Supervisors within seven days and reviewed every 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 Director of Emergency Services may requisition necessary personnel or material of any County department or agency.

4.2.1.5 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 Emergency Services Council, recommend for adoption by the Board of Supervisors such ordinances and resolutions and rules and agreements as are necessary to implement such plans, mobilize the County Emergency Organization and County equipment, coordinate emergency response activities including responses to energy shortages, perform such duties within an operational area organization as may be assigned through agreement with cities and special districts, and establish and conduct educational plans and programs.

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.
- Activating 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.

4.2.1.6 Office of Emergency Services Duty Officer

The Emergency Operations Director fills the role of duty officer in most instances. A Duty Officer is available on-call 24 hours a day, seven days a week. During normal business hours, the duty officer may be reached by contacting OES at 209-953-6200. After-hours contact information is maintained by the County Sheriff Communications Center (Dispatch) at 209-468-4400. The OES duty officer should be advised of any threats, unusual events or situations by CalOES, local responders, city jurisdictions or special districts. Reports may also originate from concerned citizens, on-scene incident command, or other agencies. The duty officer has the responsibility to monitor and follow up on any threat that has the potential to impact the County, including initiating appropriate EOC activation callouts if an activation is deemed necessary by the Director.

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.

4.2.1.7 County Department Heads

Department Heads collaborate with the Emergency Services Council during development of local emergency plans and provide key response resources. County department heads and their staffs develop, plan, and train to learn internal policies and procedures 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. Department heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the Director of Emergency Services.

4.2.2 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 standard SOPs.

- 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 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.

4.2.3 Continuity of Government

During emergency coordination, the San Joaquin County Code section 4-3005-B outlines the succession of management. In the event the Director of Emergency Services (Director of General Services) is not available to perform his/her duties during an emergency, he/she will be succeeded in the following order:

1. Assistant Director of General Services
2. County Administrator
3. Assistant County Administrator
4. Sheriff
5. 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 Cooperative Operations (COOP) Plan. 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 plans and procedures to ensure continued delivery of vital services during an emergency.

4.2.4 Safety of Employees and Family

In accordance with the County of San Joaquin Injury and Illness Prevention Program, employees are responsible for their own health and safety. Employees should attempt to contact their supervisors and managers as soon as possible following an incident. The 9-1-1 service should only be utilized if emergency assistance is needed. Agencies and departments will implement their respective Continuity of Operations Plans (COOP) to establish alternate facilities and staff locations as needed. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

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 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[11].

4.3 California Emergency Support Functions

The California Emergency Support Functions (CA-ESFs) are intended for use by the State of California. They outline 18 primary disciplines or activities essential to addressing the emergency management needs of communities in all phases of emergency management.

The CA-ESFs are designed to bring together discipline specific stakeholders at all levels of government to collaborate and function within the four phases of emergency management. Local governments and Operational Areas are not required to implement the CA-ESF concept unless they choose to do so.

On the following pages, Table 4 lists and defines the CA-ESF and identifies the State lead agency and the federal ESF with the closest similarities.

[11] San Joaquin County Administrative Policy 1910, Employee Preparedness Program

Table 4: California Emergency Support Functions (CA-ESF) / Federal Emergency Support Function (ESF) Matrix

Ca ESF Title	State Agency with Lead Responsibility	Equivalent Federal ESF Title	Key Roles
CA-ESF 1 - Transportation	Transportation Agency	ESF#1 - Transportation	Assists in the management of transportation systems and infrastructure during domestic threats or in response to incidents.
CA-ESF 2 - Communications	Governor's Office of Emergency Services	ESF#2 - Communications	Provides resources, support and restoration of government emergency telecommunications, including voice and data.
CA-ESF 3 - Construction & Engineering	Government Operations Agency	ESF#3 -Public Works & Engineering	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.
CA-ESF 4 - Fire and Rescue	Governor's Office of Emergency Services	ESF#4 - Firefighting	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.
CA-ESF 5 - Management	Governor's Office of Emergency Services	ESF#5 - Emergency Management	Coordinates and resolves issues among the CA-EFs in the phases of emergency management to ensure consistency in the development and maintenance of the SEP annexes. During emergencies, serves in an advisory capacity to the EOC
CA-ESF 6 - Care & Shelter	Health and Human Services Agency	ESF#6 - Mass Care, Emergency Assistance, House and Human Services	Coordinates the actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery
CA-ESF 7 - Resources	Government Operations Agency	ESF#7 - Logistics Management and Resource Support	Coordinates plans and activities to locate, procure and pre-position resources to support emergency operations

Ca ESF Title	State Agency with Lead Responsibility	Equivalent Federal ESF Title	Key Roles
CA-ESF 8 - Public Health & Medical	Health and Human Services Agency	ESF#8 - Public Health & Medical Services	Coordinates Public Health, Emergency Medical Services and Environmental Health activities and services statewide in support of local jurisdiction resource needs for preparedness, response, and recovery from emergencies and disasters.
CA- ESF 9 - Search and Rescue			Merged with ESF4 and ESF13 as appropriate.
CA-ESF 10 - Hazardous Materials	Environmental Protection Agency	ESF#10 - Oil and Hazardous Materials Response	Coordinates prevention, mitigation and recovery from a threat to the public or environment by actual or potential hazardous materials releases, including oil spills.
CA-ESF 11 - Food & Agriculture	Department of Food and Agriculture	ESF#11 - Agriculture and Natural Resources	Supports and coordinates activities impacting the agriculture and food industry, and supports the recovery of impacted industries and resources post disaster.
CA-ESF 12 - Utilities	Natural Resources Agency	ESF#12 - Energy	Coordinates resources and support to private sector to restore gas, electric, water, wastewater and telecommunications.
CA-ESF 13 - Law Enforcement	Governor's Office of Emergency Services	ESF#13 - Public Safety and Security	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.
CA-ESF 14 - Recovery	Governor's Office of Emergency Services	ESF#14 Long-Term Community Recovery	Supports and enables economic recovery of communities and California from the long-term consequences of extraordinary emergencies and disasters.
CA-ESF 15 - Public Information	Governor's Office of Emergency Services	ESF#15 - External Affairs	Supports the accurate, coordinated, timely and accessible information to affected audiences, including governments, media, the private sector and the local populace, including people with disabilities and those with access and functional needs.
CA-ESF 16 – Evacuation			Merged into CA-ESF 13 Law Enforcement.

Ca ESF Title	State Agency with Lead Responsibility	Equivalent Federal ESF Title	Key Roles
CA-ESF 17 - Volunteer & Donations Management	California Volunteers	(Under ESF#6)	Supports responsible 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.
CA-ESF 18 - Cybersecurity	Governor's Office of Emergency Services	(Under ESF#2 and 13)	This is covered under ESF #2 at the county level.

4.3.1 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.

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 and will coordinate with supporting agencies to ensure tasks are completed.

Policies and procedures for these coordination efforts are maintained by the primary agency/department. 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.

Table 5: Responsibilities by Emergency Support Function

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #1 Transportation	Office of Emergency Services	Public Works	• 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 County systems or infrastructure are damaged, unavailable, or overwhelmed. • Coordinating the restoration and recovery of County 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		**Alert and Warning** • Monitoring emergency communications networks. • 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. **Communication Systems** • Establishing and maintaining emergency communications systems. • Coordinating the use of all public and private communication systems necessary during emergencies. • Managing and coordinating all emergency communication within the EOC, once activated. • Managing and coordinating all emergency notifications to departments and officials (e.g., during transition to continuity facilities or succession notification).

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #3 Construction & Engineering	Public Works Department	Community Development (Permits) General Services-Facilities Management Risk Management Environmental Health Department	• 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.
ESF #4 Fire	(Community Development) Fire Warden Fire Districts		• 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.

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #5 Emergency Management	Office of Emergency Services		The Director of Emergency Operations is responsible for maintaining the readiness of the EOC, identifying support staff, and ensuring that they are adequately trained to perform their position duties. County departments will be requested to designate personnel who can be made available to be trained by the Office of Emergency Services and to work in the EOC during an emergency. Other departments may be requested to provide assistance in an emergency. The following tasks are necessary for the County to support and coordinate response operations during an emergency: • Providing 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. • Requesting 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.

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #6 Care and Shelter	Human Services Agency	Public Health Services Environmental Health Department Behavioral Health Services (Mental Health)	• 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 DAFN (e.g., People with Disabilities or Access and Functional Needs such as unaccompanied children, elderly), • Coordinating special care requirements for service animals and/or pets.

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #7 Resources	Office of Emergency Services	Purchasing and Support services Human Resources Public Works (Ground support for resource deliveries)	• 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.
ESF #8 Public Health & Medical	Health Care Services NOTE: It's important to note that the Medical Health Operational Area Coordinator[12] (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	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. Such outbreaks may be caused by bioterrorism, epidemic or pandemic diseases, novel and highly fatal infectious agents, or biological or chemical toxin incidents. • Coordinating public health surveillance. • Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed. • Coordinating mass fatality operations with the Medical Examiner and Funeral Directors to provide identification and disposal of the deceased. • Coordinating isolation and/or quarantine actions, as needed and permitted. • Coordinating dissemination of public health information.

[12] 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 of Responsibilities
ESF #8 Public Health & Medical (continued)	Health Care Services NOTE: It's important to note that the Medical Health Operational Area Coordinator (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	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.

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #8 Public Health & Medical (continued)	Health Care Services NOTE: It's important to note that the Medical Health Operational Area Coordinator (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	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 medical and health events with 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.
ESF # 10 Hazardous Materials	Environmental Health Department	Public Works Fire Districts Law Enforcement	• 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.

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF#11 Food and Agriculture	Agricultural Commissioner	Environmental Health Department	<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.

	Sheriff's Office – Animal Control		<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 (including service animals, pets, and livestock).
			• Maintaining and implementing procedures for the care and shelter of animals in a major emergency or disaster.

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #12 Utilities	Office of Emergency Services	Public Works Environmental Health Department	• 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	• 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. • Coroner District Attorney • Victim Witness – for incidents with a criminal element • Crisis intervention • Restraining orders/court assistance

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #14 Recovery	Office of Emergency Services	Public Works Auditor Controller Community Development Assessor-Recorder General Services – Facilities Environmental Health Agricultural Commissioner Emergency Medical Services Agency Employment and Economic Development Human Services Agency Purchasing Healthcare Services Agency General Services-Parks and Recreation District Attorney	• Directing emergency recovery in times of disaster by providing leadership in coordinating private and governmental-sector emergency recovery efforts. • Participating with State partners to conduct damage assessments; identifying and facilitating availability and use of recovery funding. • Accessing recovery and mitigation grant and insurance programs; providing outreach, public education, and community involvement in recovery planning. • Coordinating logistics management and resource support, providing assistance as needed. • Locating, purchasing, and coordinating delivery of resources necessary during or after a major emergency or disaster in the County. • Ensuring accurate documentation of the recovery effort to secure federal reimbursement of funds. • Assessing healthcare critical infrastructure • Providing small business assistance. • Assessment of crop damages/losses. • Conducting damage assessments of real property, residential properties, water wells and infrastructure. • Household waste cleanup. • Cost tracking and fiscal management. • Provision or coordination of information for recovery of property • May designate a coordinator/liaison to participate in all phases of the County Disaster Management program

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #15 Public Information	Office of Emergency Services	Other county departments with trained PIOs. Subject matter experts.	• Preparing readily deployable content to communicate incident-specific information. • Conducting ongoing hazard awareness and public education programs. • Compiling and preparing emergency information for the public in case of emergency. • Coordinating with other agencies to ensure consistency of education and emergency information. • Coordinating with the EOC Joint Information Center to provide information to those impacted by the incident. • Arranging for media representatives to receive regular briefings on the County's status during extended emergency situations. • Securing printed and photographic documentation of the disaster situation. • Handling unscheduled inquiries from the media and the public. • Being aware of non-English-speaking and/or bilingual population centers within the County and preparing training and news releases accordingly. • Monitoring the media and correcting misinformation. • Overseeing and providing information to call-takers who receive requests for assistance from the public.

Function	Primary County Agency	Secondary County Support	Description of Responsibilities
ESF #17 Volunteer and Donations Management	Office of Emergency Services	Emergency Medical Services Agency, Disaster healthcare Volunteer Admin.	• 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.

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.

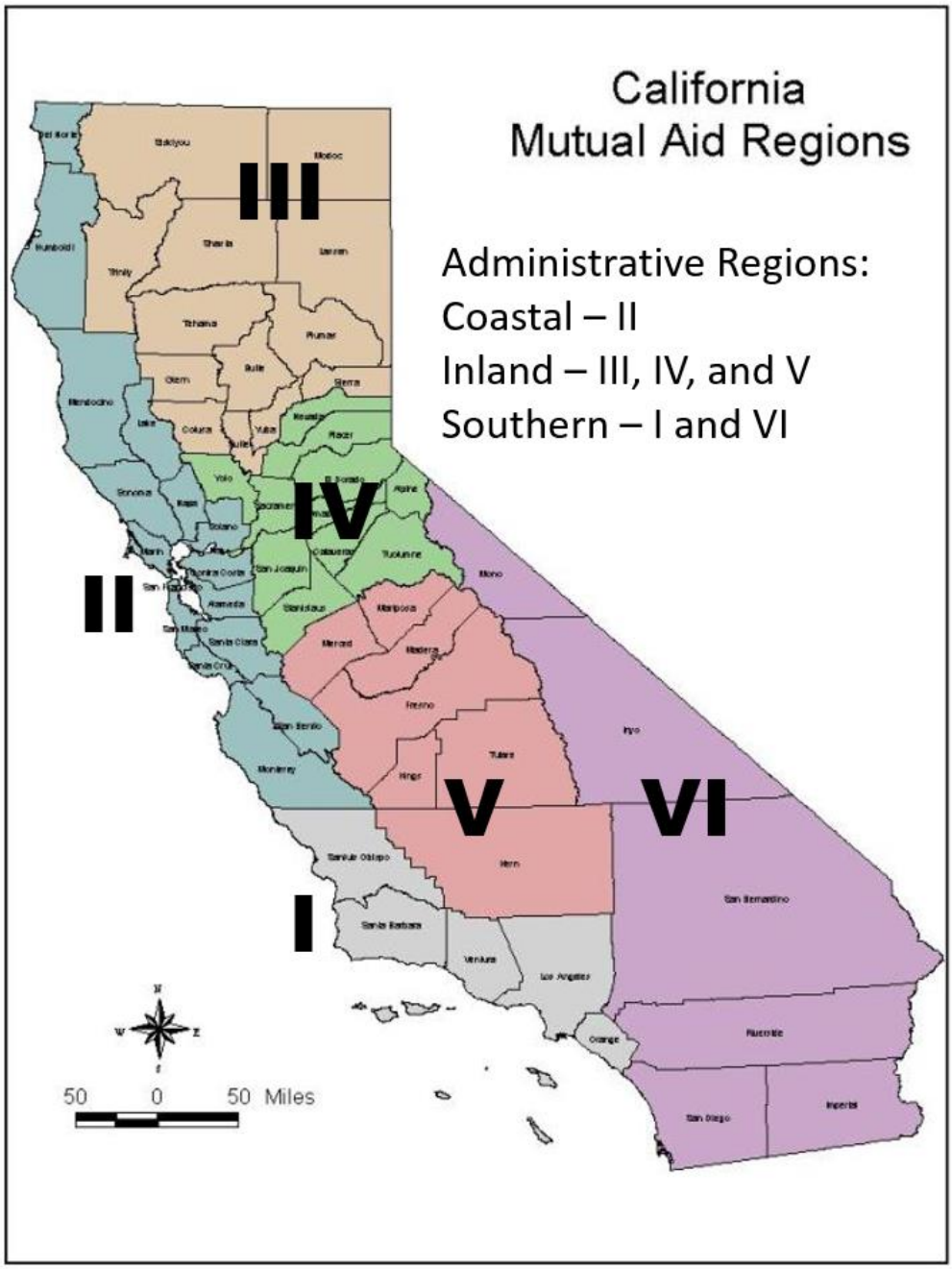
Table 6: County Agency Responsibility Matrix

	County Agency Responsibilities Matrix *California Emergency Support Functions* P = Primary S = Support	**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**	**Human Resources**	**Human Services Agency**	**Information Services Department**	**Office of Emergency Services**	**Public Health Services**	**Public Information Officer**	**Public Works**	**Purchasing Department**	**Sheriff/Coroner**	**Treasurer-tax Collector**	**Fire District/Department**
1.	Transportation																	P			P				
2.	Communications																P	S							
3.	Construction/Engineering						S						S					S			P				
4.	Fire & Rescue						S											S							P
5.	Management							S	S									P							
6.	Care & Shelter				S		S			S	S		S	S		P		S	S			S	S		S
7.	Resources														S			P			S	S			
8.	Public Health & Medical				P						P		P					S	P						
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	P			S	S		S	
15.	Public Information	S			S			S	S				S					P	S	P			P		P
17.	Volunteer & Donation Mgt.																	P							

4.4 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 4: California Mutual Aid Regions Map



4.4.1 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.

4.4.1.1 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

4.4.1.2 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.

4.4.1.3 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.

4.4.1.4 Mutual Aid Resource Management

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 incident action plan in the Logistics Section, generally the Resource Unit Leader.

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

4.5 LOCAL AND REGIONAL RESPONSE PARTNERS

4.5.1 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.

4.5.2 Private Sector

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

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.
- Developing and exercising emergency plans before an incident occurs.

- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

4.5.3 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.

4.5.4 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.

4.6 State Response Partners

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

During an emergency or disaster, the Governor coordinates statewide emergency operations through Cal OES and its mutual aid regions. The Emergency Services Act (ESA) states in part: "During a state of emergency the Governor shall, to the extent he deems necessary, have

complete authority over all agencies of the state government and the right to exercise within the area designated all police power vested in the state."

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

4.7 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.

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 Director 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 jurisdiction (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 such duties 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 is within one of the seven incorporated Cities of the County, the Emergency Operations Center for the City will be activated, based on that cities Emergency Operations Plan. Under SEMS the activation of a city EOC will trigger a County EOC activation.

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 Director 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 Command or Multi-Agency Coordination System (MACS), ensuring proper coordination of resources across agencies.

If appropriate, the on-scene Incident Commander, Unified Command or EOC Command may recommend that the Director of Emergency Services request the Board of Supervisors to proclaim the existence or threatened existence of a “local emergency”. In addition, the Director 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.

5.2 EMERGENCY OPERATIONS CENTER

The EOC supports incident response activities, including tracking, management, and allocation of appropriate resources and personnel, and may also serve as a Multi-Agency Coordination Center, if needed. The EOC will be activated upon notification of a possible or actual emergency.

5.2.1 Emergency Operations Center Activation

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.

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

1) Director of Emergency Services;
2) Director of Emergency Operations or;
3) As required by SEMS based upon activation conditions chart. (See activation requirements in Table 7 on the next page).

When determination is made to activate the EOC, an alert will be conveyed in a declarative manner to notify Emergency Services Council membership and to summon assigned EOC staff to fill necessary positions.

The level of activation is determined by the nature of the emergency, the numbers of personnel needed, the EOC positions activated, and the type of resources needed to effectively support the event. The EOC "levels" of activation are provided as a guide to ensure rapid response during time of emergency.

See ESF #5 Management Functional Annex or the EOC Operational Plans maintained in the EOC.

Table 7: 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.

5.2.2 Emergency Operations Center Locations

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

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

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

Figure 5: Primary EOC Location

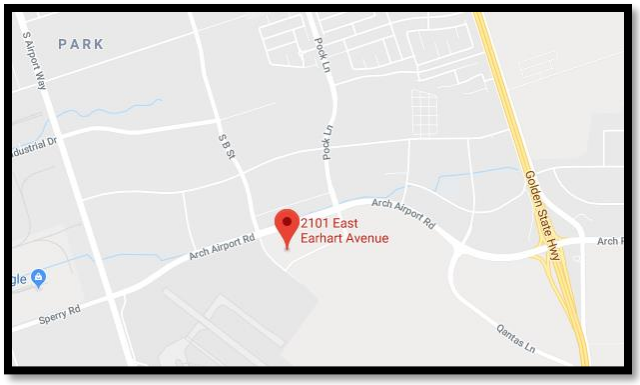
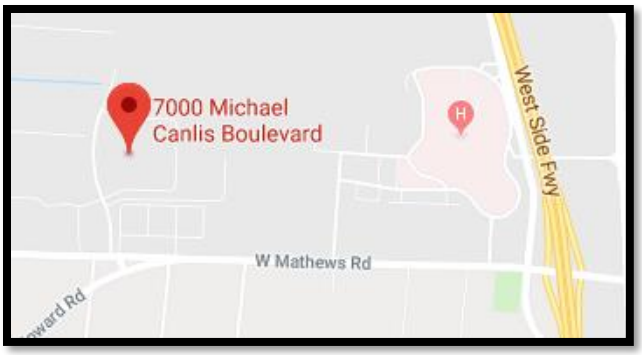


Figure 6: Alternate EOC Location



5.2.3 Emergency Operations Center Staffing

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.

The following Table 8 demonstrates recommended minimum staffing levels for the San Joaquin County EOC based upon an event or situation.

Table 8: EOC Staffing by Activation Levels

Event/Situation	EOC Minimum Staffing

Activation Level Three (3)	
• Severe weather advisory • Small incidents/events involving two or more County departments • Flood Watch • Activation requested by a local government with an activated EOC • Resource requests received from outside County (Example: Fire, Law Enforcement, Emergency Medical Services, Public Works	• EOC Director • Planning Section Chief • Logistics Section Chief • Representatives of responding County Departments
Activation Level Two (2)	

• Moderate earthquake
• Major wildland fire affecting developed area
• Major wind or rain storm
• Two or more large incidents involving two or more County Departments
• Earthquake advisory/prediction (OES Levels 2 or 3)
• Local emergency declared or proclaimed by:
  ○ Two or more cities
  ○ San Joaquin County and one or more cities
• San Joaquin County or a City requests a Governor's Proclamation of a State of Emergency
• A State of Emergency is Proclaimed by the Governor for the County or two or more cities
• Multiple Resources are requested from outside the San Joaquin County Operational Area
	• EOC Director
	• All Section Chiefs (General Staff)
	• Branches and Units as appropriate for the situation
	• Representatives of responding County Departments
	• Agency Representatives as appropriate

Activation Level One (1)	
• Major county-wide or regional emergency or disaster • Multiple Departments with heavy resource involvement • Major earthquake damage	• All EOC positions

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. This decision is made by the on-scene Incident Commander, EOC Unified Command, EOC Command, and Director of Emergency Operations.

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 Director of Emergency Services.

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.

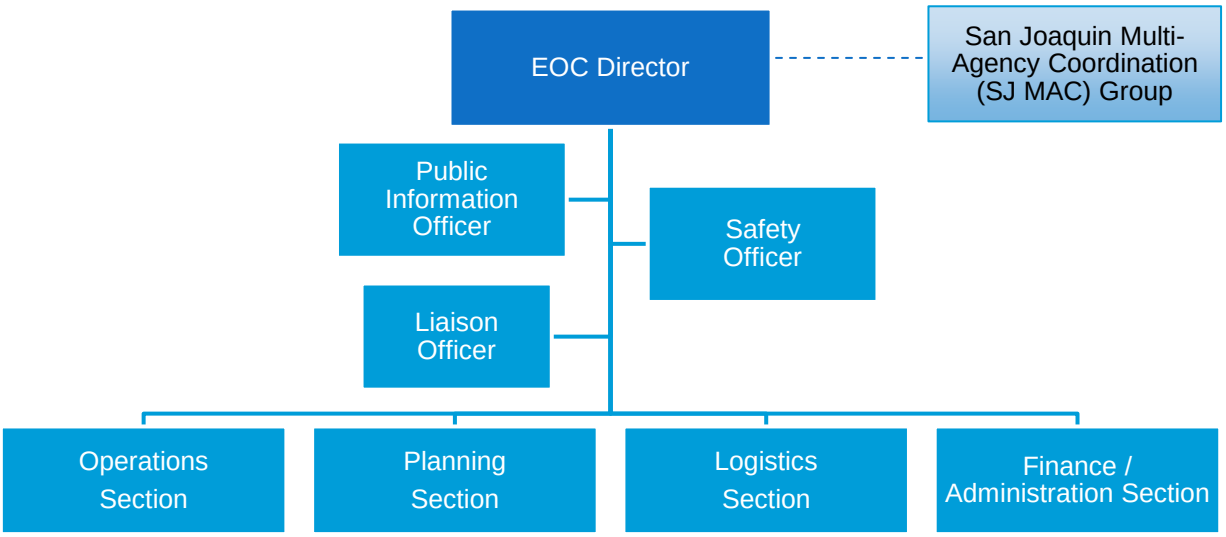
5.4 Incident Command System

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.

Figure 7: County ICS Structure



5.4.1 Command Staff

5.4.1.1 Unified Command

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 Emergency Services 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 Safety Officer's responsibilities include:

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

5.4.1.3 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'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. 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 Chief is responsible for:

- Developing and coordinating operations to carry out the Incident Action Plan.
    - Directing implementation of unit operational plans
- 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 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 Incident Action Plan.
- 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 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 Incident Action Plan.

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 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 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

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.

See the San Joaquin Multi-Agency Coordination Plan.

6 COMMUNICATIONS

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Plain language is essential to first responder and public safety and will be used by all County personnel during emergencies. The use of common terminology enables emergency responders, EOC personnel, and County staff, as well as personnel from neighboring jurisdictions or the State, to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

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)
- 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. Users can seek new accounts by contacting the System Administrator via email at SJCwebEOCadmin@sjgov.org. 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).

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 activate Department Operations Centers (DOCs). These DOCs would be responsible for supporting and coordinating the command posts in the field.

Incident Commanders (ICs) in the field may communicate with the Department Operations Centers (DOCs) which in turn will communicate and coordinate with the EOC. Depending on the incident, the ICs may communicate directly with the EOC, usually to their counterpart in the Operations section. When the EOC is directly overseeing the incident command teams, the EOC is operating in a centralized coordination and direction mode. DOCs are an excellent way to help maintain situational awareness for both the department and for the EOC. A DOC may be activated even when an EOC is not, if there are multiple incidents in one department but external resources are not needed. The decision to activate a DOC is made by the Department Director (or his/her designee).

7 INFORMATION COLLECTION, ANALYSIS AND DISSEMINATION

An Emergency Operations Center (EOC) is responsible for gathering timely, accurate, accessible and consistent intelligence during an emergency. Situation reports should create a common operating picture and be used to adjust the operational goals, priorities and strategies.

To ensure effective intelligence flow, emergency response agencies at all levels must establish communications systems and protocols to organize, integrate and coordinate intelligence among the affected agencies. The flow of situation reports among the levels of government should occur as:

Field: Field situation reports should be 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 other reporting disciplines, 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.

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 and some ESF-6 agencies. In addition OES and the Incident Management Team are fully integrated into WebEOC. Addition of positions for each of the seven cities into the system is in planning stages, awaiting a proper funding source. In some cases, specific viewing privileges have been added to allow specific positions within a city EOC to have viewing and editing rights in order to share situational awareness. County resources are coordinated through the Resource Request and Deployment Module (RRDM) within WebEOC as well.

8 ADMINISTRATION, FINANCE AND LOGISTICS

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

8.1 ADMINISTRATION

The Administration function manages all financial, administrative and cost analysis aspects of the emergency. During a major emergency or disaster, the County is likely to find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the Board of Supervisors. If an incident in the County requires major redirection of County fiscal resources, the Director of General 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 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.

The AAR's primary audience will be Cal OES and county employees, including management. As public documents, they are accessible to anyone who requests a copy and will be made available through the Office of Emergency Services.

The AAR will be written in simple language, well structured, brief and well presented, and geared to the primary audience. Data for the AAR will be collected from debrief reports and other documents developed during the disaster response, and discussions with emergency responders. The most up-to-date form, Local Government AAR Template with instructions, can be obtained from the Cal OES[13] web page.

8.3 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.

8.3.1 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

[13] The referenced After Action Report Template for local government agencies is available from the CalOES website at http://www.caloes.ca.gov/for-governments-tribal/recovery/after-action-corrective-action-reporting

increased revenue or subsidy for the emergency service. Ineligible expenses include costs for standby personnel and/or equipment and lost revenue.

8.3.2 Recordkeeping Requirements

State and federal governments require detailed information to support claims for reimbursement. 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 should 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

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. For more information on state and federal disaster assistance programs refer to *Recovery Framework Annex*.

8.4 RESOURCE MANAGEMENT

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

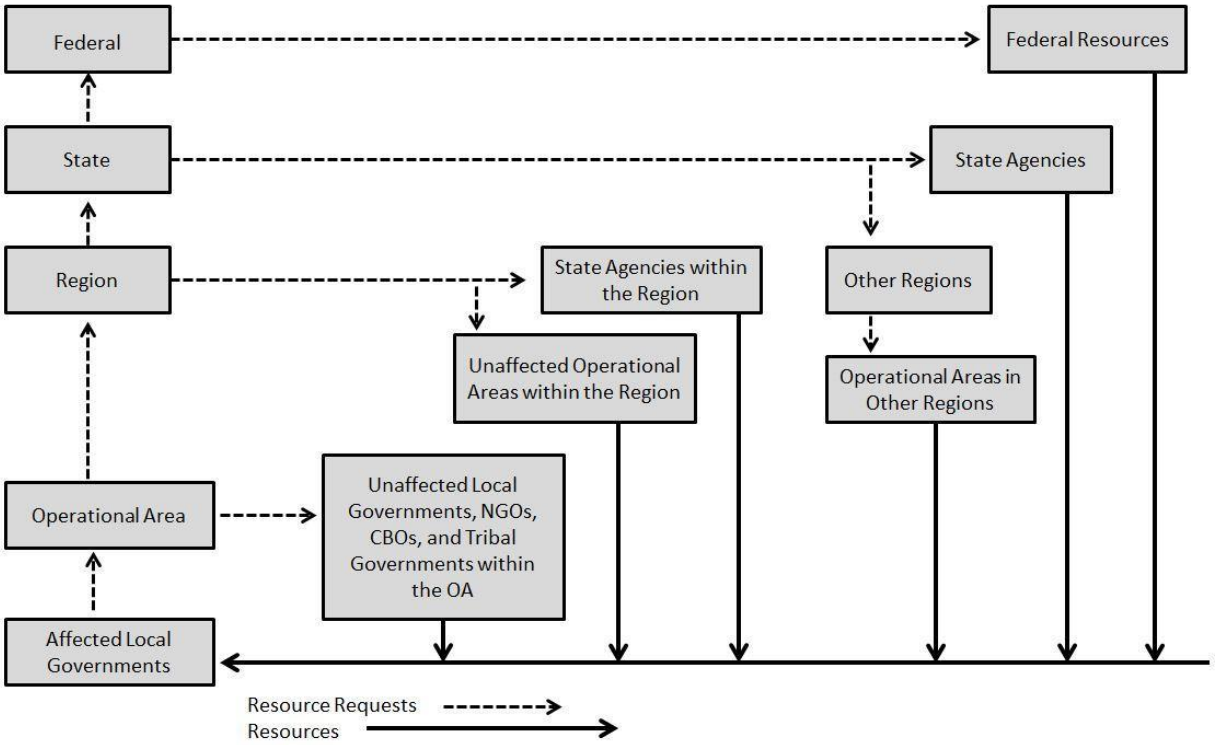
Resource Requests will be made through either discipline-specific mutual aid systems (Fire and Law) or through the logistics function at each level. Discipline-specific requests for resources that are normally within the inventories of the mutual aid system will go from local coordinator to Operational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

Resource requests from jurisdictions within the county will be coordinated with the 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 utilizing the internet based WebEOC Resource Request and Deployment Module (RRDM). Standard ICS Resource Request forms (ICS 213 RR Forms) are acceptable from field and local levels that do not have access to RRDM through the Resource Unit Leader or Logistics Section Chief.

Emergency Management Mutual Aid Coordinators 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 current status on resource requests and allocations within the disaster area. *Refer to the California Emergency Managers Mutual Aid plan for more information.*

Resource requests from the EOC to the Inland Region REOC are completed via the State's CalEOC and followed up in the County's WebEOC RRDM. Available resources will be allocated to the requesting local government. If requests for a specific resource exceed the supply, the available resources will be allocated consistent with the priorities established through the action planning process. The Section Chiefs in the EOC are responsible for ensuring that priorities are followed. 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.

Figure 8: 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-assigning, and accounting for county assets.

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).

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.

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 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 Disaster Service Workers (government and public employees) are required to complete *Introduction to SEMS*, in accordance with the Emergency Services Act[14]. This course provides a comprehensive discussion of the components of SEMS and how SEMS is used in California. *Intro to SEMS* is available both on-line and in classroom. Contact OES for more information.

The NIMS Training Program outlines the core competencies based upon operational needs. Everyone involved in emergency management, including the EOC personnel in support of the field, regardless of discipline or level of government, should take the NIMS baseline curriculum courses (Independent Study-700 and ICS-100). These courses are considered the baseline as they introduce NIMS and ICS concepts and provide the foundation for higher-level training.

- **IS-700 NIMS, an Introduction**: 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.

[14] California Code Title 19, Public Safety Division, Office of Emergency Services, §2428

The following FEMA courses elaborate on the Incident Command System, advanced incident management and the National Response Framework. FEMA recommends the above baseline courses be taken prior to the following awareness level courses. Table 9 outlines the minimum ICS/SEMS/NIMS training requirements for San Joaquin County Employees.

- **ICS-200 ICS for Single Resources and Initial Action Incidents:** This course is designed to enable personnel to operate efficiently during an incident or event within the ICS. ICS-200 provides training and resources for personnel who are likely to assume a supervisory position within the ICS.
- **ICS-300 Intermediate ICS for Expanding Incidents:** ICS-300 provides training and resources for personnel who require advanced knowledge and application of the ICS. This course expands upon information covered in the ICS-100 and ICS-200 courses.
- **ICS-400 Advanced ICS:** This course provides training and resources for personnel who require advanced application of ICS. This course expands upon information covered in ICS-100 through ICS-300.
- **IS-800 National Response Framework (NRF), an Introduction:** The course introduces participants to the concepts and principles of the NRF.

Table 9: Minimum ICS/SEMS/NIMS Training Requirements

Position	Intro SEMS	IS-100	IS-200	IS-300	IS-400	IS-700	IS-800	PSC
Public Employees / Disaster Service Workers	X							
Employees with a pre-defined disaster response role; i.e., Department Operation Center (DOC) assignment, department safety officer, floor warden/coordinator, all public safety and emergency response personnel.	X	X				X		
Supervisors responsible for field operations 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 Incident Action Plan is required for each operational period[15].	X	X	X	X		X	X	♦
Personnel responsible to fill Command/Management or General Staff positions in an ICP, DOC or EOC.	X	X	X	X	X	X	X	♦
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, 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.*

The NIMS Training Curriculum indicates that courses should be considered based upon incident complexity. Based upon San Joaquin County's hazard and threat analysis, the types of incidents and frequency, dictate a training requirement at a minimum of Type 3, and Type 2 incidents are possible. Table 10 outlines the incident complexity and provides example trigger points.

[15] NIMS refresh 2017 added a tiered incident complexity in addition to job assignments. Type 1 is the most complex of incidents, where a Type 5 is a low level field incident, with less than two single resources and up to six personnel assigned.

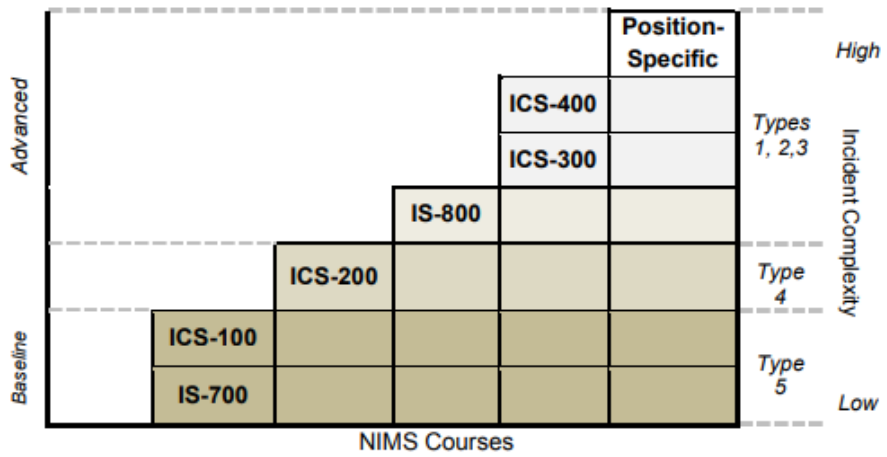
Table 10: Incident Complexity for training needs

Type 1	• This type of incident is the most complex, requiring national resources for safe and effective management and operation. • All command and general staff positions are filled. • Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. • Branches need to be established. • A written incident action plan (IAP) is required for each operational period. • The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated. • Use of resource advisors at the incident base is recommended. • There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.
Type 2	• This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing. • Most or all of the command and general staff positions are filled. • A written IAP is required for each operational period. • Many of the functional units are needed and staffed. • Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). • The agency administrator is responsible for the incident complexity analysis, agency administration briefings, and the written delegation of authority.
Type 3	• When incident needs exceed capabilities, the appropriate ICS positions should be added to match the complexity of the incident. • Some or all of the command and general staff positions may be activated, as well as division/group supervisor and/or unit leader level positions. • A Type 3 IMT or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 IMT. • The incident may extend into multiple operational periods. • A written IAP may be required for each operational period.
Type 4	• Command staff and general staff functions are activated only if needed. • Several resources are required to mitigate the incident, including a task force or strike team. • The incident is usually limited to one operational period in the control phase. • The agency administrator may have briefings, and ensure the complexity analysis and delegation of authority is updated. • No written IAP is required but a documented operational briefing will be completed for all incoming resources. • The role of the agency administrator includes operational plans including objectives and priorities

Type 5	• The incident can be handled with one or two single resources with up to six personnel. • Command and general staff positions (other than the incident commander) are not activated. • No written IAP is required. • The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene. • Examples include a vehicle fire, an injured person, or a police traffic stop.

The following figure 9 outlines the recommended courses based upon incident complexity.

Figure 9: NIMS Training Determined by Incident Complexity



Individuals who may be assigned supervisory roles during a Type 1, 2, and 3 incident should take the following training at a minimum:

- ICS-100
- ICS-200
- ICS-300
- ICS-400
- IS-700
- IS-800
- Appropriate ICS Position-specific courses

Type 4 incidents should take the following training, at a minimum:

- ICS-100
- ICS-200
- IS-700

Type 5 incidents should take the following training, at a minimum:

- ICS-100
- IS-700

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 government 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. Information about this program can be found at http://hseep.dhs.gov.

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 8.2 for more information on the AAR. In some cases, for exercises, an HSEEP AAR/IP 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.sjgov.org/oes.

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.

10 PLAN DEVELOPMENT AND MAINTENANCE

10.1 PLAN REVIEW AND MAINTENANCE

The EOP will be reviewed by the County Emergency Services 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 Emergency Services 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 four (4) levels: County, Department/Special District, Emergency Services 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 final draft of the Plan is presented to the Emergency Services 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 Emergency Services Council, the Plan is submitted to the Board of Supervisors for approval.

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

11 AUTHORITIES AND REFERENCES

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

11.1 RELATIONSHIP TO OTHER PLANS

Current county plans are maintained in the San Joaquin County Office of Emergency Services (EOC) library in hard copy and documents that are not protected for security purposes, may be viewed by visiting the website, www.sjgov.org/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.
    - **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, September 2011.** 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: 2nd Edition**. 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.
- **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 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 response and short-term recovery, other plans address the County's approach to mitigation, continuity, and other aspects of emergency management. These plans work in concert with the County EOP, and are outlined below:

Each department is responsible to complete a ***Continuity of Operations (COOP)*** **Plan** for their department. The COOP plan details the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of this plan identify essential functions of local government, private sector businesses, and community services and delineate procedures to support their continuation.

Disaster Recovery Plan is scheduled for future development, which will organize and management coordinated recovery efforts for those affected by a disaster within San Joaquin County Operational Area.

San Joaquin County Local Hazard Mitigation Plan (LHMP) provides strategies for the County and other local jurisdictions to identify and implement mitigation actions for reducing damages from various potential natural and technological disasters. The LHMP planning team identified a number of projects aimed at mitigating hazards throughout the county. A list of planning team members and a list of each project is included in the LHMP.

11.1.4 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 following cities and special districts have developed EOPs intended to complement the County's EOP.

- Escalon
- Lathrop
- Lodi
- Manteca

- Ripon
- Stockton
- Tracy
- Special District: Port of Stockton
- Reclamation Districts
- Levee Maintaining Agencies

11.1.5 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.

11.1.6 Emergency Response Plans

Plans developed by special districts, such as Reclamation Districts, County Flood Control Districts, and Irrigation Districts are referenced as necessary. Emergency Response Plans are maintained specifically by their individual district with a current copy maintained in the Emergency Response Plan Library in the San Joaquin County Office of Emergency Services.

11.2 AUTHORITIES

11.2.1 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)

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.

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
DAFN	Disabilities, Access, and Functional Needs
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
MACS	Multi-Agency Coordination System
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

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.

DAFN – Persons with Disabilities and others with Access and Functional Needs.

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. Government-affiliated volunteers, including members of the public who spontaneously volunteer to assist during a disaster, may be registered as DSWs under California's Disaster Service Worker Volunteer Program.

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

Emergency 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. It is based on proven management tools that contribute to the strength and efficiency of the overall system.

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

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

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

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

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

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

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

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

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

National Incident Management System (NIMS) – The National Incident Management System (NIMS) provides a comprehensive approach to emergency management for all hazards. NIMS integrates existing best practices into a consistent nationwide approach to domestic emergency management that is applicable to all jurisdictional levels (public and private) and across functional disciplines. NIMS is based on a balance of flexibility and standardization. NIMS is flexible, and allows government and private entities at all levels to work together to manage domestic emergencies, regardless of their cause, size, location, or complexity. NIMS also provides a set of standardized organizational structures.

National Response Framework – 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. And it describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support. It allows first responders, decision makers, and supporting entities to provide a unified 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. Each OA is responsible for activating and operating an EOC.

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. Preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certifications and publication management.

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. (Note: This may also include some facilities that provide immediate necessary safe haven sheltering during an incident, but are not capable of ongoing operations

once other options are available.) 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. Services include, but are not limited to:

- Repairing and replacing low-income housing
- Mass feeding services
- Home clean-up and repairs
- Facilities for in-kind disaster relief supplies
- Disaster child care
- Material resources such as blankets, health kits, and clean up kits
- Trauma, stress, grief, care for responders and affected population
- Shelter management
- Emergency sheltering of animals
- Clean-up and debris removal
- 2-1-1 information and referral

14 ATTACHMENTS

San Joaquin County Operational Area Agreement - Placeholder

PART 2: EMERGENCY SUPPORT FUNCTION ANNEXES[16]

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.

[16] ESF 9, 16 and 18 do not appear on this list and will be covered as listed: Federal ESF9-Search and Rescue was merged into ESF4 and ESF13 as appropriate for California; Federal ESF16-Evacuation was merged into ESF13 in California and appears in Part 3 Support Annexes and; ESF18 Cybersecurity is part of ESF 2 Communications.

PART 3: SUPPORT ANNEXES

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

Multi-Agency Coordination Group – Addresses structure for policy makers regarding scarce resources.

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.

De-energization – Outlines guidance on Public Safety Power Shutdown events.